

# **Exploring School Dynamics in Adapting to Changes in a Context of Globally-Driven Education Reform**

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**A thesis submitted in fulfilment of the requirements  
for the degree of Doctor of Philosophy**

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**2016**

# TABLE OF CONTENTS

<b>TABLE OF CONTENTS</b>	<b>I</b>
<b>LIST OF FIGURES</b>	<b>IX</b>
<b>LIST OF TABLES</b>	<b>X</b>
<b>LIST OF ACRONYMS</b>	<b>XII</b>
<b>ACKNOWLEDGEMENTS</b>	<b>XIV</b>
<b>DECLARATION</b>	<b>XV</b>
<b>ABSTRACT</b>	<b>XVI</b>
<b>CHAPTER ONE: INTRODUCING THE STUDY</b>	<b>1</b>
1.1 Background of the Study	1
1.2 Research Impetus	3
1.3 Aims of the Study	5
1.4 Research Questions	6
1.5 Significance of the Study	7
1.6 The Structure of the Thesis	9
1.7 Summary of Chapter One	10
<b>CHAPTER TWO: INTRODUCING THE CONTEXT OF THE STUDY</b>	<b>12</b>
2.1 Introduction	12
2.2 Section One: The Context	13
2.2.1 History of Education in Indonesia: Change Trajectory	13
2.2.1.1 Classic Period (about 5 <sup>th</sup> Century CE to latest 15 <sup>th</sup> Century CE)	13
2.2.1.2 Colonisation (early sixteenth century to the early 1940s)	14
2.2.1.3 Independence (1945-1949)	17
2.2.1.4 Old Order/Guided Democracy (1959-1965)	17
2.2.1.5 New Order (1966-1997)	18
2.2.1.6 Reformation (1997-to date)	19
2.3 Section Two: Indonesian Education Reform	22
2.3.1 The Act on the National Education System	22
2.3.2 The National Education Standard	23
2.3.3 School- Based Management	24
2.3.4 The Act on Teachers and Lecturers	24
2.3.5. The Curriculum	25
2.3.6 High Stakes Testing: National Standardised Exit Examination	26
2.4 Summary of Chapter Two	27
<b>CHAPTER THREE: LITERATURE REVIEW</b>	<b>28</b>
3.1 Introduction	28

3.2 Section One: Context of the Study	28
3.2.1 Globalisation Forces on Education	28
3.2.2 Globalisation Impact on Education Reform Policies	34
3.2.3 Linking Global to Local Context	37
3.3 Section Two: Education Reform Policies in Indonesia	38
3.3.1 School Accreditation and Categorisation	41
3.3.2 School- Based Management	43
3.3.3 Teacher Professional Certification Program	45
3.3.4 The Curriculum	47
3.3.5 High Stakes Testing: National Standardised Exit Examination	48
3.4 Section Three: Relevant Theories to Organisational Change	53
3.4.1 Organisational Adaptive Capacity	53
3.4.2 Organisational Change	54
3.4.2.1 Content of Change	55
3.4.2.2 Context of Change	56
3.4.2.3 The Process of Change	58
3.4.2.4 Individual Change	64
3.5 Summary of Chapter Three	67
<b>CHAPTER FOUR: METHODOLOGY</b>	<b>69</b>
4.1 Introduction	69
4.2 Meta-theoretical Perspectives and Methodological Framework	69
4.2.1 Overview	69
4.2.2 Meta-theoretical Perspectives	72
4.2.2.1 Constructionism as Ontology	73
4.2.2.2 Knowing Through Relating: An Epistemological Perspective	79
4.3 Appreciative Inquiry as an Approach	80
4.3.1 Appreciative Inquiry	80
4.3.2 Constructionist Principle	82
4.3.3 Simultaneity Principle	83
4.3.4 Poetic Principle	84
4.3.5 Anticipatory Principle	84
4.3.6 Positive Principle	85
4.4 Qualitative Methodology	87
4.5 Case Study as Method	87
4.6 Research Sites and Participants Selection	93
4.6.1 Research Sites	93
4.6.2 Site Selection Procedures	94
4.6.3 The Participants Selection Procedures	95
4.6.3.1 The Participants for Individual Interviews	95
4.6.3.2 The Participants for Focus Group Interview	96
4.7 Data Collection Methods	97
4.7.1 Individual Interviews and Focus Group Interviews	97
4.7.2 Documents	100
4.7.3 Researcher's Field Notes	101
4.8 Data Collection Process	101
4.8.1 Data Collection in SHS Caporo	101
4.8.2 Data Collection in SHS Songland	102

4.9 Data analysis	104
4.9.1 Approach to Data Analysis	104
4.9.2 Procedures of Data Analysis	105
4.9.2.1 Phase One: Coding	107
4.9.2.2 Phase Two: Second-level coding or Category Development	108
4.9.2.3 Phase Three: Thematic Analysis	110
4.10 Co-establishing the research quality	113
4.10.1 Credibility	113
4.10.2 Fittingness	115
4.10.3 Auditability	117
4.10.4 Confirmability	118
4.11 Ethical Issues	118
4.11.1 Informed Consent	118
4.11.2 No Deception of Respondents	119
4.11.3 Confidentiality and Privacy	119
4.11.4 No Coercion and Freedom to Withdraw or not Participate	119
4.12 Translation Issue	120
4.13 Summary of Chapter Four	121
<b>CHAPTER FIVE: DATA ANALYSIS OF CASE STUDY ONE</b>	<b>122</b>
5.1 Introduction	122
5.2 The School Profile	124
5.3 Section One: Context of Change Forces in SHS Caporo	126
5.3.1 Change Forces from Macro Level	126
5.3.1.1 The Ever-Changing National Curriculum	127
5.3.1.2 School Accreditation	131
5.3.2.3 Teacher Professional Certification Program	133
5.3.2 Change Forces from Meso Level	137
5.3.2.1 Local Government	137
5.3.2.2 School Committee via School-Based Management Model	139
5.3.3 Change Forces from Micro Level: School Internal Dynamic	144
5.3.3.1 The Teachers Professional Development	145
5.3.3.2 The Need for More Effective Work Management	146
5.3.3.3 The Need for More Personal Autonomy	148
5.4 Section Two: Content of Organisational Practices of Adapting to Change	153
5.4.1 Adapting to Change from Macro Level	154
5.4.1.1 Reviewing School Strategic Planning and School Policies	156
5.4.1.2 Managing Workload and Job Restructuring	158
5.4.1.3 Improving School Facilities and Resources	160
5.4.1.4 Aligning School's Standard Operational Procedures	162
5.4.1.5 Participating in Government Initiated Professional Development Programs	163
5.4.2 Adapting to Change from Meso Level	166
5.4.2.1 Exercising Organisational Micropolitical Astuteness	166
5.4.2.2 Opening Channel for Community Participation and Public Engagement	173

5.4.2.3 Shared Management System	178
5.4.2.4 Shared Monitoring and Evaluation on Organisational Performances	178
5.4.2.6 Commercialisation of School Facilities	179
5.4.2.7 The Implementation Partnership Programs that Required Teachers' Involvement	180
5.4.2.8 Teachers Professional Development Sponsored/Funded by The School Committee	180
5.4.2.9 Commodification of Professional Knowledge	181
5.4.3 Adapting to Change from Micro Level	183
5.4.3.1 Facilitating Professional Development In House Training	184
Subject-Based and Cross Disciplinary Learning Group	186
5.4.3.2 Providing Enabling Structure for Effective Work Management	188
5.4.3.3 Developing Internal Mechanism of Coping with External Pressures	190
5.5 Section Three: Change Process in SHS Caporo	194
5.5.1 Institutionalising Phase	194
5.5.1.1 Socialisation	195
5.5.1.2 Initiation	196
5.5.2 Transitioning Phase	196
5.5.2.1 Personal (De)Construction	197
5.5.2.2 Collective Co-construction	197
5.5.3 Reaching Equilibrium and/or Continuous Adapting	199
5.6 Section Four: Enabling Practices and Internal Conditions Affecting the Process of Adapting to Change	201
5.6.1 Leadership	202
5.6.1.1 Micropolitical Skill	202
5.6.1.2 Shared-Leadership	203
5.6.1.3 Managerial Knowledge and Skill	205
5.6.2 School Management System	206
5.6.3 Supporting Resources	208
5.7 Summary of Chapter Five	210
<b>CHAPTER SIX: DATA ANALYSIS OF CASE STUDY TWO</b>	<b>214</b>
6.1 Introduction	214
6.2 The School Profile	215
6.3 Section One: Context of Change Forces in SHS Songland	217
6.3.1 Change Forces from Macro Level	218
6.3.1.1 The Ever-Changing National Curriculum	218
6.3.1.2 Teacher Professional Certification Program	223
6.3.1.3 Internet-Based Teacher Competency Test	227
6.3.2 Change Forces from Meso Level	229
6.3.2.1 Local Government	229
6.3.2.2 Local Community	234
6.3.3 Change Forces from Micro Level: School Internal Dynamic	235
6.3.3.1 Teachers' Need for Professional Development	235
Computer Literacy	236

Capacity for Classroom Action Research	237
Pedagogical Skill	238
6.3.3.2 The Need for More Supporting Resources	239
School Facilities	239
Teachers' Teaching Resources	240
Funding for Professional Development	241
6.4 Section Two: Content Organisational Practices of Adapting to Change	245
6.4.1 Adapting to Change from Macro Level	245
6.4.1.1. Reviewing the School Programs	247
6.4.1.2 Aligning Standard Operational Procedures	248
6.4.1.3 Improving the Quality of School Facilities and Resources	249
6.4.1.4 Participating in Government Initiated Professional Development Programs	250
6.4.1.5 Managing Workload and Restructuring Job	252
6.4.2 Adapting to Change from Meso Level	254
6.4.2.1 Developing Organisational Contextual Astuteness	255
6.4.2.2 Opening Channel for Community Participation and Public Engagement	258
6.4.3 Adapting Change from Micro Level	261
6.4.3.1 Conducting Teacher Professional Development In-House Training	262
Encourage Self-Initiated Learning	263
Promote Informal Knowledge Sharing and Collaboration	265
6.4.3.2 Finding Additional Sources of Funding	266
Competing for Special Allocation of Government Funding	266
Applying Funding from External Organisations	267
6.5 Section Three: Change Process in SHS Songland	271
6.5.1 Institutionalising Phase	271
6.5.1.1 Socialisation	272
6.5.1.2 Initiation	273
6.5.2 Transitioning Phase	274
6.5.2.1 Personal (De)Construction	275
6.5.2.2 Collective Co-construction	275
6.5.3 Reaching Equilibrium and/or Continuous Adapting	278
6.6 Section Four: Enabling Practices and Internal Conditions Affecting the Process of Adapting to Change	281
6.6.1 Leadership	282
6.6.1.1 Micropolitical Skill	282
6.6.1.2 Relational Leadership Practices	285
6.6.2 Organisational Culture	288
6.7 Summary of Chapter Six	290
<b>CHAPTER SEVEN: CROSS CASE ANALYSIS</b>	<b>295</b>
7.1 Introduction	295

7.2 Comparison of The School Profiles	296
7.3 Section One: The Context of Change	299
7.3.1 Change Forces at the Macro Level	300
7.3.2 Change Forces at the Meso Level	302
7.3.3 Change Forces at Micro Level	305
7.4 Section Two: The Content of Change	308
7.4.1 School Organisational Practices in Adapting to Macro Change Forces	310
7.4.2 School Organisational Practices in Adapting to Meso Change Forces	312
7.4.3 School Organisational Practices in Adapting to Micro Change Forces	315
7.5 Change Category	317
7.6 Section Three: The Process of School Change	320
7.6.1 The Phases of Change Process	320
7.6.1.1 Institutionalising Process	323
7.6.2 Transitioning Process	326
7.6.2.1 Personal (De)Construction	326
7.6.2.2 Collective Co-construction	327
7.6.3 Reaching Equilibrium State and/or Continuous Adapting	328
7.7 Section Four: Enabling Practices and Internal Conditions Affecting the Process of Adapting To Changes	332
7.7.1 Leadership, Management, and Organisation Culture	333
7.7.2 Impact of Socio-Demographic Factors	337
7.8 Summary of Chapter Seven	341
<b>CHAPTER EIGHT: DISCUSSION OF THE RESULTS</b>	<b>342</b>
8.1 Introduction	342
8.2 Section One: The Context of Change	345
8.2.1 Macro Level: The Presence of Neoliberalism in the National Policies	346
8.2.2 Meso level: How Devolution Affected Schools	353
8.2.2.1 The Influence of Local Government on Schools	354
8.2.2.2 The Influence of Local Community on Schools	359
8.2.3 Micro level: The Pressure of Accountability	370
8.2.3.1 Pressures to be the 'good school'	372
8.2.3.2 Pressures to be 'good principal'	379
8.2.3.3 Pressures to Be a 'Good Teacher'	383
8.3 Section Two: The Content of Changes	394
8.3.1 Micropolitical Practices In the Schools	395
8.3.1.1 Change in School Leadership: The Micropolitics of the Principal	398
8.3.1.2 Change in Teacher Practices: The Micropolitics of Teachers	409
8.3.1.3 Changes in The Nature of School Relations with Local Stakeholders	413
8.3.1.4 Micropolitics as an Agentic Space	416
8.4 Section Three: The Process of Organisational Changes	419
8.4.1 Institutionalising Phase of School Change	420

8.4.2	Transitioning Phase of School Change	423
8.4.2.1	Personal (De)Construction	423
8.4.2.2	Collective Co-construction	426
8.4.3	Reaching Equilibrium and/or Continuous Adapting	430
8.5	Section Four: Enabling Practices and Internal Conditions Affecting the School Change	436
8.5.1	Enabling Leadership Characteristics	437
8.5.1.1	Contextual Leadership: Understanding The Context	438
8.5.1.2	System Leadership: Leading the Management of the School, Improvement and Change	439
8.5.1.3	Instructional Leadership: Focus on improving Teaching and Learning by Supporting Individual Professional Growth	443
8.5.1.4	Relational Leadership: Developing a Value-Based Positive School Environment	445
8.5.2	Enabling Organisational Structures	450
8.5.3	Enabling Organisational Cultures	456
8.5.4	Individual mental models that co-construct school adapting capability	459
8.6	Section Five: Leveraging the Enabling Practices	465
8.6.1	How might the enabling practices be leveraged for systemic change?	466
8.6.1.1	Leadership Practices	466
	Contextual Leadership	468
	System Leadership	469
	Instructional Leadership	469
	Relational Leadership	471
8.6.1.2	School Structures	472
8.6.1.3	School Cultures	473
8.6.1.4	Individual Mental Models	474
8.7	Summary of Chapter Eight	477
<b>CHAPTER NINE CONCLUSION</b>		<b>480</b>
9.1	Introduction	480
9.2	Questions Answered	481
9.2.1	In the context of school reform in Indonesia what are the change forces on schools originated from macro context, meso context, micro context?	481
9.2.2	What are the changes in the schools as they are adapting to the changes forces originated from the three contexts (macro, meso, micro)?	484
9.2.3	How have schools been adapting to those change forces?	484
9.2.4	What are the enabling practices and internal conditions affecting the schools in the process of adapting to change?	487
9.2.5	How might the enabling practices be leveraged for systemic change?	488
9.3	Contribution to Theory	489
9.4	Limitations of the Study	490

9.4 Recommendations for Practices	492
9.5 Implications for Further Research	496
9.6 Concluding Statement	497
<b>REFERENCES</b>	<b>499</b>
<b>APPENDICES</b>	<b>533</b>
Appendix A: The National Education Standards of Indonesia	533
Appendix B: Ethics Approval	536
Appendix C: Ethics Modification Approval	537
Appendix D: Information Sheet (English)	539
Appendix E: Information Sheet (Bahasa)	544
Appendix F: Consent Form for the Principals (English)	545
Appendix G: Consent Form for the Principals (Bahasa)	547
Appendix H: Consent Form for the Senior Leadership Representative	549
Appendix I: Consent Form for Senior Leadership Representative (Bahasa)	551
Appendix J: Consent form for Teachers (English)	553
Appendix K: Consent Form for Teachers (Bahasa)	556
Appendix L: Consent Form for Administrative Staff (English)	558
Appendix M: Consent Form for Administrative Staff (Bahasa)	559
Appendix N: Consent Form for Focus Group Interview (English)	561
Appendix O: Consent Form for Focus Group Interview (Bahasa)	563
Appendix P: Individual Interview Guides/Protocol and Questions (English)	565
Appendix Q: Individual Interview Guides/Protocol and Questions (Bahasa)	569
Appendix R: Interview Guides/Protocol and Questions for Teachers Focus Group Interview (English)	573
Appendix S: Interview Guides/Protocol and Questions for Teachers Focus Group Interview (Bahasa)	576
Appendix T: Leadership Profiles for school reform – <i>LeadPro SR</i>	580
	584
Appendix U: Teacher Professional Development Resource – iGROW	585
Appendix V: The Four-D Cycle of Appreciative Inquiry	588
Discovery	588
Dream	588
Design	589
Destiny	589

## LIST OF FIGURES

Figure 3. 1	Three Cascading Context of School Reform Adopted from Cheng & Tam (2007); Fullan (2007); and William, et al	36
Figure 4. 1	Methodological Framework of the Research	71
Figure 5. 1	Organisational Structure of SHS Caporo	204
Figure 5. 2	The Dynamic Process of Adapting the Change and Internal Enabling Dimension of SHS Caporo	209
Figure 6. 1	Indonesia Physical Map (Reprinted from Ezilon, 2015)	216
Figure 6. 2	Dynamic Process of Adapting to Change and the Enabling Dimension in SHS Songland	290
Figure 7. 1	The Continuum of Change Category/Level in the Two Schools	319
Figure 8. 1	The Continuum of Micropolitics Practice of School	408
Figure 8. 2	Four Dimensions of Leadership Enabling Practice	449
Figure 8. 3	Internal Dynamic of School Change Process	463

## LIST OF TABLES

Table 3. 1	The Current Indonesia Education Reform Initiatives in Relation to Global Trends of Education Policies and Themes of International Education Change	41
Table 4. 1	Format Open Coding for Individual Interview	108
Table 4. 2	Format Open Coding for Group Interview	108
Table 4. 3	Format for Category Development of Individual Interview	109
Table 4. 4	Format for Category Development of Focus Group Data	109
Table 4. 5	Case Dynamic Matrix for Organisational Change Forces	110
Table 4. 6	Case Dynamix Matrix for Organisational Change Process	111
Table 4. 7	Content Analysis Matrix for Organisation Change Content and Outcomes	112
Table 4. 8	Cross-case/Comparative Analysis Matrix	112
Table 5. 1	The Profile of SHS Caporo	125
Table 5. 2	The Content of SHS Caporo's in Adapting to Change from Macro Context	155
Table 5. 3	The Content of Change in SHS Caporo in Adapting to Meso Change	171
Table 5. 4	SHS Caporo's Partnership Program	175
Table 5. 5	SHS Caporo's Organisational Change in Relation to Community Participation and Public Management/Shared Management	176
Table 5. 6	SHS Caporo's Organisational Change in Relation to the Change Forces Originated from Internal/Micro Level	184
Table 5. 7	Dynamic Process of Transitioning Phase of Change	198
Table 5. 8	SHS Caporo Organisational Practices of Continuous Adapting	200

Table 5. 9	SHS Caporo Management System-Enabling Practices	207
Table 6. 1	The Summary of SHS Songland's Profile	217
Table 6. 2	The Content of Changes of SHS Songland in Adapting to Changes from Macro Context	246
Table 6. 3	The Emergent Traditional Cultural Living Values Embedded in SHS Songland Organisational Culture	259
Table 6. 4	Data Illustrating Personal (De)Construction and Collective Co-construction of Change	277
Table 6. 5	SHS Songland Organisational Practices of Continuous Adapting	280
Table 6. 6	Relational Aspects Characterising the Principal Leadership Practices in SHS Songland	286
Table 7. 1	Comparison of the School Profiles	298
Table 7. 2	The Comparison of Change Forces in the Two Schools	300
Table 7. 3	The Comparison of Content of Organisational Practices in both Schools	309
Table 7. 4	Comparative Analysis of the Phases of Change Process in the Two Schools	322
Table 7. 5	Comparison of Organisational Practices Indicating Continuous Adapting in the Two Schools	330
Table 7. 6	The Comparison of Enabling Practices and Internal Conditions Affecting the Schools in The Process of Adapting to Changes	333
Table 8. 1	Micropolitics Strategies of School Leadership Team	403

## LIST OF ACRONYMS

AI	Appreciative Inquiry
BOS	Bantuan Operasional Sekolah (School Operational Fund)
CAR	Classroom Action Research
CSR	Corporate Social Responsibility
DEBDIKBUD	<i>Departemen Pendidikan dan Kebudayaan</i> (Ministry of National Education and Culture/MONEC)
DNI	Deliberately Not Identified
EFA	Education for All
CE	Common Era
GATS	General Agreement on Trade and Services
GNH	Gross National Happiness
GNP	Gross National Product
IBTCT	Internet-Based Teacher Competency Test
IMF	International Monetary Foundation
IHT	In-House Training
ISO	International Organisation for Standardization
IT	Information Technology
KNP	Komisi Nasional Pendidikan
KSTP	Kurikulum Satuan Tingkat Pendidikan
LCD	Liquid-Crystal Display
MDGs	Millennium Development Goals
MGMP	Musyawarah Guru Mata Pelajaran
MoNE	Ministry of National Education
MONEC	Ministry of National Education and Culture
NES	National Educational Standard
NGO	Non-Governmental Organisation
NSEE	National Standardised Exit Examination
OECD	The Organisation for Economic Co-operation and Development
RSBI	<i>Rintisan Sekolah Berbasis Internasional</i> (International-Standard School Pilot Project)
PISA	Program for International Student Assessment

PKG	<i>Penilaian Kinerja Guru</i> (Teachers Performance Assessment)
QMS	Quality Management System
SAP	Structural Adjustment Policies
SBM	School-Based Management
SES	Social Economic Status
SHS	Senior High School
SMA	<i>Sekolah Menengah Atas</i> (Senior High School/SHS)
SNP	Standar Nasional Pendidikan
TIMSS	Trend in International Mathematics and Science Study
TPCP	Teacher Professional Certification Program
TPDTC	Teacher Professional Development and Training Centre
UKG	<i>Uji Kompetensi Guru</i> (Teachers Competency Test)
UNESCO	The United Nations Education, Scientific, and Cultural Organisation
WEI	World Education Indicators
WTO	World Trade Organisation

## ACKNOWLEDGEMENTS

The successful completion of this research would not have been possible without the support of a number of people and organisations.

I am indebted to the Australian Award Scholarship (AAS) for providing financial support through which enabled me to do my doctoral study in Australia.

My gratitude goes to my supervisors, Dr. Michael Bell and Professor David Giles, for their combined expertise and guidance during my research. In particular I thank you, Michael, for your willingness to engage with me on this journey as my mentor who has helped me grow intellectually. I also thank Associate Professor Carolyn Palmer who supervised me for the first half of my PhD journey.

I am grateful to the principals, teachers, and admin staff from the two schools for their participation in this study. Special thanks also go to all of my friends at Knowledge Exchange International, Dr. Rini Budiyanti for her caring and supporting friendship, and Dr. Sri Gustiani, who has been a great support throughout my study.

Finally, I have to acknowledge the greatest debt to my family: my beloved wife Yully Bawulang Samalari for her endless love, prayers, understanding, patience and willingness to taking care of the kids while I am away; my children Sandy, Heaven, and Qiara, for their endless support and love that inspired me and made the journey worthwhile. To my mom Violtjes Tuwongkesong, thank you for your never ending love.

## **DECLARATION**

I certify that this thesis does not incorporate with acknowledgement any material previously submitted for a degree or diploma in any university; and to the best of my knowledge and belief it does not contain any material previously or written by another person except where due references have been made in the text.

Adelaide, SA      October 2016

Tomy Veryanto Bawulang

## ABSTRACT

Countries all over the world are now reforming their education systems within an increasingly globalised and competitive environment. Widespread education reforms emphasising the impact of economic rationalism on reform policies has marked the global education trends under neoliberalist ideology. As economic growth has now become the pinnacle of human development goals, all education reforms have been directed toward the orthodoxy of economic development. This has legitimised the supremacy of supranational agencies such as the World Bank, IMF, and OECD as the steering powers that drive the direction of education reforms globally.

In the context of Indonesian education reform, the presence of this invisible global power is evident in all major reform policies currently underway. Policies such as National Curriculum, School Accreditation, Teacher Professional Certification Program, Teacher's Competency Test, and National Examination for students are true manifestations of neo-liberal ideology enforced by supranational agencies. While education development in Indonesia in relation to those reform policies has been a research focus, little is known about how the schools enact those policies in day-to-day school operation.

This research explores the dynamic of schools as they are adapting to changes in current education reform in Indonesia. It was directed toward the interconnectivity between the global context and local context, and uncovering the underlying forces that drive systemic change in the Indonesian education system by focusing on the internal dynamics of schools. Three domains of school changes, namely *Context*, *Content*, and *Process*, were explored in relation to the change pressures emanated from three cascading school contexts- *Macro*, *Meso*, and *Micro*. The research was conducted as a qualitative study employing case study as the method of exploration.

This research sought to ascertain what processes were undertaken by the schools as they were adapting to changes, and identify factors that influence those processes. Five research questions were raised to guide the exploration: (1) In the context of school reform in Indonesia, what are the change forces on schools originated from macro context, meso context, micro context?; (2) What are the changes in the schools as they are adapting to the changes forces originated from the three contexts (macro, meso, micro)?; (3) How have schools been adapting to those change forces?; (4) What are the enabling practices and internal conditions affecting the schools in the process of adapting to change?; and (6) How might the enabling practices be leveraged for systemic change? Data were collected through semi-structured individual interviews and focus group discussions, as well as documents analysis. The researcher's fieldwork journal was also used as complementary data.

The emerging results revealed that our current education reform has been forcing the schools to undergo a vital shift resulting in fundamental

changes in leadership practices, teachers' pedagogical practices, school management, and school cultures. A series of recommendations were developed from the results and two contextual profiles of school practices (for teachers and principals) were co-constructed based on the emerging characteristics enabling organisational practices in the schools as the original contribution of this research.

# CHAPTER ONE: INTRODUCING THE STUDY

## 1.1 Background of the Study

Our schools today are in the midst of changes in context, globally and locally, and these are manifested economically, politically, and socio-culturally (Daun, 2005; Fullan, 2012; Zajda, 2010a, 2015; Zajda, Biramiah, & Gaudelli, 2008). Numerous scholars have argued that the current trends in global education mark the rise of a neoliberal ideology that has impacted countries around the globe (Daun, 2005, 2007; Rizvi & Lingard, 2010; Stiglitz, 2002). The World Bank, the Organisation for Economic Co-operation and Development (OECD) and International Monetary Foundation (IMF) have enforced neoliberal ideology global (Ball, 2012a; Connell, 2013; Connell & Dados, 2014; Zajda, 2015). The activities of economic organisations, such as OECD with its Program for International Student Assessment (PISA) which has successfully been enforced as 'the standard for success' thus impacting education, has influenced systems globally. As a consequence, many countries, member and non-member, have undergone education system reforms to align with this global trend (Sellar & Lingard, 2013).

Along with many other loan recipient countries, Indonesia has also been forced to adopt a policy of education reform as a prerequisite for financial loans from such neoliberal agencies. The reform is manifested through decentralising education, or what is known as School-Based Management (Bjork, 2006a; Kristiansen & Pratikno, 2006). This devolution approach to education was introduced in 1998, although it was not put into

practice until January 2001 when Act 22/1999 on Regional Autonomy was implemented. Devolution of education or decentralisation, as it was better known in the Indonesian context, was an integral part of government system reform of regional autonomy through which the central government delegated more authority to local government to manage and operate a wide range of sectors including education (Kristiansen & Pratikno, 2006). Since then, schools have become subject to change, sitting between the authority of the central government and the local government at the district level.

Since its implementation, decentralisation in education through School-Based Management (Henceforth called SBM) has been the subject of academic investigations (Bandur, 2009, 2012; Indriyanto, 2013; Kristiansen & Pratikno, 2006; Muttaqin, van Duijn, Heyse, & Wittek, 2016; Sumintono, 2009). The conclusions of these studies highlighted some key points. First, decentralisation or SBM is no longer a choice for schools, and this applies not only to public schools but also to privately managed schools. Secondly, the policies that regulate the implementation of SBM lack clarity and in many cases this triggered conflict among stakeholders. Thirdly, in terms of the impact and results, many of these studies concluded with 'mixed results' which indicated that the degree to which SBM can be justified as the best option to reform education in Indonesia is still a matter of debate. Taking these conclusions into consideration, this study was motivated by broad inquiries that if decentralisation were not an option, what could we do about it? What can the schools do to minimise undesirable impacts? To be able to answer such inquiries, I believe a

fundamental step should be to understand the ‘meta-narrative’ or the ‘mega-paradigm’(Peters, 2001; Peters, Besley, & Araya, 2014) or “Hyper-narrative” (Stronach, 2010, p. 10) that drives and lies beneath the surfacing phenomena of devolution. As Smyth and Shacklock (2003) argued:

It is important that we understand these underlying forces because without a view of how these are shaping what occurs within education more generally, then solutions will be allowed to hold sway that may constitute ill-conceived resolutions to poorly understood problems (p.11).

The discussion of the meta-narrative or the ‘underlying force’ which, in this case, was neoliberal ideology, was not made explicit or, to a certain degree, was neglected in the educational research and discourses about SBM in Indonesia. This study seeks to offer alternatives to the discourse on the devolution education reform in Indonesia by putting forward this inquiry: *if the devolution is a must, can we (‘we’ as researcher and the schools) co-construct an alternative that can be leveraged to assist schools to reform without risking schools’ congruency with the national education system?* To explore such an ambitious intention, this study focused on attempts to understand the nature of change forces on schools, and explore the schools’ organisational practices as they are adapting to those change forces.

## **1.2 Research Impetus**

This research has been motivated by my personal experience working as a government employee in a rural and remote island of Indonesia. These experiences have been a unique blend of different work

experiences and a career as a teacher in a vocational high school located in the northernmost island of Indonesian territory. In this school, the issue of a lack of learning resources and supporting facilities has been accepted as *fait accompli* of remote schools. During ten years as a teacher, I have witnessed and been a part of school struggle to deal with enforced changes, many of which were sudden and required immediate actions. An actual description of this situation was captured in my previous research on organisational learning in Indonesian schools (Bawulang, 2009). The findings of the previous research showed that the bureaucratic nature of school organisation as a result of political intervention has been a great barrier for schools in fostering organisational learning.

This experience was enriched following promotion to the position of educational development planner at the Regional Planning Board Planning Board – a government institution which responsible for designing development policies for the District of Sangihe. In this role, it was evident that policies and regulation were designed to serve certain political interest. In later work as a consultant, I started to realise that schools are in need of people who they can talk with freely to assist them to improve their organisation without having to be afraid of power and authority.

It is evident that schools are framed by a devolution model of School-Based Management. On one hand, schools are encouraged to have more authority and become more democratic by opening channels for local communities to be more engaged in school development. On the other hand, under regulations such as standardised testing, standardising teachers' performance, and categorising schools (which leads to social

inequality), schools have become a true representation of the free market that perceives teachers as producers, and students and parents as consumers.

In this research, I attempt to re-connect those rich experiences with participants' experiences and worldview to co-construct a shared understanding of organisational practices that is expected can be leveraged as an alternative to schools' endeavour in adapting to changes. This intention is made explicit in the aims of this research as presented in the following subsection.

### **1.3 Aims of the Study**

Indonesian schools are in a very dynamic atmosphere of change today. Indonesia, like many developing countries, is at the behest of global financial organisations such as the World Bank, OECD, and IMF, and their reform agendas (de Leo, 2012; Foster, 2011; Rizvi & Lingard, 2010; Sellar & Lingard, 2013; Thomson, Lingard, & Wrigley, 2012). As a consequence, education reform in Indonesia has been tightly linked to the economic development agendas of the global capitalism. As a consequence, education reform in Indonesia has been tightly linked to the economic development agendas of global capitalism. As part of a centralised, bureaucratised system, schools find themselves subject to the World Bank agenda by extension. While this neo-liberal reform of education has drawn considerable criticism, some of which is highlighted later in this thesis, it is beyond the capacity of the current schools to resist or divert that agenda.

This study, seeks to explore the dynamic of schools operating within this neo-liberal driven education reform in Indonesia. The focus of this thesis is to critically unmask the consequences of the devolution education system through which the neo-liberal agenda is manifested in the realities of schooling in Indonesia. In this effort, the interconnectedness between the cascading system of global (referred to as *meta context* in this thesis), national (macro), local (meso), and school (micro) contexts are highlighted by examining the impact of reform policies that were regarded by participants as the most influential change forces they faced. This study aims to:

- (a) Identify the change forces originating from the macro, meso, and micro level of the reform context;
- (b) Explore how schools are (re) interpreting and implementing policies that drive systemic changes and adapting to changes emanated from macro, meso, and micro context; and
- (c) Explore ways in which the enabling practices of adapting to change can be leveraged for systemic changes.

To realise the above aims the following research questions were raised.

## **1.4 Research Questions**

The research questions posed in this study were structured based on the contextual approach encompassing context, process, and content variables (see for example, Self, Armenakis, & Schraeder, 2007). A question to explore the implications of this research was also included.

The research questions are:

**Context:**

1. In the context of school reform in Indonesia, what are the change forces on schools that originated from macro context, meso context, and the micro context?

**Content:**

2. What are the changes in the schools as they are adapting to the changes forces that originated from the three contexts (macro, meso, micro)?

**Process:**

3. How have schools been adapting to those change forces?
4. What are the enabling practices and internal conditions affecting the schools in the process of adapting to change?

**Implications:**

5. How might the enabling practices be leveraged for systemic change?

## **1.5 Significance of the Study**

By exploring school organisational practices in adapting to changes emanated from macro, meso, and micro context, and critically examining the issues related the devolved education reform in three domains (*context, content/outcome, and process*), this study demonstrates a holistic approach to understanding the realities of schooling in Indonesia. This study makes original contribution in a number of distinct ways. Firstly,

the study locates the specific issues in each context (macro, meso, micro) from the perspective of individuals in schools, who are the agents who implemented the education reform on the frontline. This is significant because there is no doubt that teachers play a key role in education reform and therefore exploring the issues from their perspective helps us, and policy makers, to understand the real situation, what is happening in the very locus of the education reform: schools and classrooms.

Secondly, this study analyses the dynamic of organisational practices in schools in their effort to adapt to change enforced by governments and coping with change forces emanated from their local context. The illumination of organisational practices is critical for schools in the context of the Indonesian education system with its unique characteristics resulting from a blending of centralised practices and devolution. Moreover, the exploration of the school organisational practices in coping with various change forces are a significant contribution to identifying practices that are adaptable to schools that share similar contextual characteristics.

Thirdly, this study explores the impact of the devolution model of education reform in two distinct contexts. The result of this exploration establishes a pattern of schools' organisational practices in adapting to reforms that are driven by, and framed within, the economic worldview. Such patterns are valuable for shedding light on avenues for future research in education reform in the context of globalisation (Daun, 2007; Rizvi & Lingard, 2010) as well as proposing an evidence-based concern for policy decision makers.

Finally, this study adds empirical evidence, thus contributing to enriching the discourses on education reform and development within the domain of globalisation, devolution and centralisation, educational policy reform, and organisational changes. It responds to demand from the developing world about the impact of market views in education (Brown, 2015).

## **1.6 The Structure of the Thesis**

In order to answer the research questions, this thesis is organised into nine chapters. The thesis begins with an overview of the research in Chapter One. It includes the introduction of the contextual background of this research, research aims and research questions, the original contribution of this study, and an outline of the structure of the thesis.

Chapter Two provides information about education in Indonesia as the context of this research. It includes a brief history of education reform to illustrate the historical trajectory of devolution in the Indonesian education system.

Chapter Three reviews the literature within the nexus of global and local forces on school changes as well as review of related literature on schools and organisational changes. This chapter aims to situate this study within the sphere of existing literature and point out the potential window for contribution of this study.

Chapter Four introduces a theoretical lens through which to view the school organisational practices in adapting to changes. It also provides

an overview of the methodological framework and its application to this research.

Chapter Five and Six presents the results from the two research sites. In Chapter Five, I describe the findings in the first research site, which was the school in the urban area of Metroville City (pseudonym). In Chapter Six, I present the results in the second research site, which was the school in the rural areas of Sangihe Island.

Chapter Seven discusses the findings of the two research sites as a cross- case comparative analysis. This comparative analysis aims to connect the two contexts and co-construct them as a holistic unit of analysis.

Chapter Eight discusses the findings in conjunction with literature to explicitly answer the research questions. Schools' organisational practices in adapting to change are explored by connecting the findings with some relevant theories.

Chapter Nine revisits central themes in each chapter to discuss the implications of this study for policy makers, teachers, school leaders, as well as suggesting potential areas for future studies.

## **1.7 Summary of Chapter One**

This chapter has introduced the overview of the research. This information provides a general understanding about the important of this research in the context of devolved education reform in Indonesia, thus it justifies the significance of the study. The research questions that guide this study were outlined. I also describe my perspective as the research

impetus to explain and substantiate the reason of choosing the issue of school change as the central focus of this study. At the end of this chapter, I outlined the organisation of the thesis to inform the complete scaffold of this thesis.

The following chapter provides the information about Indonesian education system as the context of this research. This introduction of the context is important for the readers to be able to understand what is happening inside the schools when they are adapting to systemic change.

## **CHAPTER TWO: INTRODUCING THE CONTEXT OF THE STUDY**

### **2.1 Introduction**

As mentioned in the previous chapter, this study was conducted in Indonesia. This chapter aims to introduce the context that is the education system and the national education reforms within which the participant schools are situated. Included is an overview of the Indonesian education system, and the historical path of education development from classic era in the fifth century to the current reformation era. Following the historical presentation, some major systemic changes and current events in Indonesian education are highlighted.

Despite its long historical trajectory of education reform, relatively few scholars are engaged in researching the history of education in Indonesia. Beside official documents from the Ministry of Education and Culture (DEPDIBUD, 1985), literature is limited in terms of the historical trajectory of education development in Indonesia (Kristiansen & Pratikno, 2006; Soemanto, 1983; Supriadi, 2003). In the absence of comprehensive literature, a work of Rif'ai (2011), which outlines Indonesian history according to major events, was used as a guideline in presenting the history of education development in this thesis. Although this approach is sufficient to illustrate the major shift and changes in Indonesian education from an historical perspective, it is not a comprehensive representation.

## **2.2 Section One: The Context**

Since the central theme of this research is school change in the context of Indonesian education system, to connect the research with the context, I provide a brief overview of the Indonesian education history to provide a general trajectory and so that the current challenges in facing change can be situated accurately along a timeline.

### **2.2.1 History of Education in Indonesia: Change Trajectory**

Indonesia, with 259 million people, is the fourth most populous country in the world (People Reference Bureau., 2016). In terms of education, Indonesia with nearly three million teachers in more than 250,000 schools and over 50 million students is the third largest education system in South East Asian region and the fourth largest in the world after China, India and the United States (World Bank, 2015). The historical timeline of Indonesia education development according to Rifa'i (2011) can be classified into six periods: Classic, Colonisation, Independence, Old Order or Guided Democracy, New Order, and Reformation. These historical periods are briefly outlined in the next sections.

#### **2.2.1.1 *Classic Period (about 5<sup>th</sup> Century CE to latest 15<sup>th</sup> Century CE<sup>1</sup>)***

The history of formal education in Indonesia dates back to the fifth century when the earlier Hindus and Buddhists arrived in the region of Kutai, Borneo (Rifa'i, 2011). Education during this classic period was predominantly about faith and religious subjects in particular Hinduism and

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<sup>1</sup> Please note that historical records presented in this chapter were all dated in the current time also known as Common Era (CE). Therefore, the 'CE' is indicated at the beginning to avoid repetition in the rest of the chapter.

Buddhism and literature brought by travellers and 'scholars' from China. Around the six century, Java and Sumatra (the Kingdom of Sriwijaya) was viewed as the center of Buddhism with local scholars. Some of the scholars are remarkable and were internationally influential. To mention a few, Janabadra who collaborated with Chinese literature scholar Hwui-Ning, in translating *Sanskrit*<sup>2</sup> manuscript into Chinese (Rifa'i, 2011); Sakyakirti, who was teaching Buddhism and very influential in Srilanka, Tibet, Cambodia, and Japan; and the well-known Dharmapala who was teaching in Nalanda at Benggala, North India for 30 years (DEPDIKBUD, 1985). At the end of the fifteenth century, with the ingress of the Islamic religion to Indonesia, education was transitioning to Islamic model of education. Community based education such as *Pesantren* and *Madrasah*<sup>3</sup> were introduced as educational institutions (DEPDIKBUD, 1985). There was no official record of formal schools or educational institutions during this time, but it is believed that this period of education focused on literacy and life values, as proven by ancient artefacts written in *Sanskrit* found in various locations such as in Kutai, Borneo, and in Batutulis Village, West Java (Rifa'i, 2011).

### **2.2.1.2 Colonisation (early sixteenth century to the early 1940s)**

The arrival of Portuguese traders influenced education in Indonesia during this period in the early sixteenth century. These traders initially

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<sup>2</sup> Sanskrit, is the primary liturgical language of Hinduism, a philosophical language in Hinduism, Buddhism, and Jainism, and a literary language that was in use as a lingua franca in the Indian cultural zone.

<sup>3</sup> Pesantren and Madrasah are community –based school that focused on teaching and learning Islam. In the Arabic language, the word مدرسة *madrasah* simply means the same as *school* does in the English language.

were searching for spices as one of the most traded commodities globally at that time. However, as with previous newcomers, the traders were not only searching for spices. They also came with Catholic missionaries who eventually settled in the eastern part of Indonesia, particularly Maluku. These missionaries established a Catholic seminary school in Ternate in 1536 (Soemanto & Soeyarno, 1983). Another school was established in 1536 in Solor Island by Portuguese ruler, Antonio Galvano. Education during this time did not progress a great deal because of the clash between the Portuguese ruler and the Sultanate of Ternate, North Maluku. The dominance of the Portuguese ended by the time the Dutch arrived in 1811 (Rifa'i, 2011, p. 56).

In 1906, Dutch colonial government established a system of village schools (Kristiansen & Pratikno, 2006). Education during Dutch colonisation, was also heavily influenced by religion. Christian missionary schools were established in some eastern regions of Indonesia. In Ambon in 1645 there were 33 schools with around 1300 students and this increased substantially up to 3966 students in 1708. There are also records of schools during this era in North and Northwest Maluku. Schools were also present in islands such as Kei in 1635, Kisar, Wetar, Damar, and Leti in 1700, Timor in 1710, and Sawu in 1756, though there is no data regarding number of enrolments (no data about the approximate number of students recorded) (Soemanto & Soeyarno, 1983).

It was during Dutch colonisation that the formal education system was introduced (DEPDIBUD, 1985; Rifa'i, 2011; Soemanto & Soeyarno, 1983). This was evidenced with the establishment of schooling from

primary school to university. In addition to this formal structure of schooling, vocational schools and teacher training were also introduced (Rifa'i, 2011).

When Japan invaded and subsequently occupied Indonesia in 1942, the education system was changed from the Dutch model to the Japanese education model. The orientation of education, however, was focused on supporting the Japanese war effort in South East Asia. Students, for example, were assigned to collect stones and sand to build military fortresses, clean military barracks, and plant castor beans for biofuel (Rifa'i, 2011). The Japanese also changed the model of teacher training. There were three levels of teacher training in Indonesia under the Japanese system: Primary Teacher (Syoto Sihan Gakko) for 2 years, Secondary Teacher (Guto Sihan Gakko) for 4 years, and Higher Education Teacher (Koto Sihan Gakko) for 6 years (Rifa'i, 2011).

Since Japan was strongly focused on military invasion to build what they called Great East Asia, there was little attention to 'micro aspects' of education, such as the structure and the content of curriculum, beyond eliminating all content relating to the Dutch (Supriadi, 2003, p. 15). In terms of school management, this was handed over to Indonesian people as long as their activities still aligned with Japan's interest in the Pacific War. Another remarkable change introduced by Japan, is the equity of education. Education, during Dutch time was intended for elite groups in society (Kristiansen & Pratikno, 2006). During Japanese occupation, education made available for all people regardless of their social status (DEPDIBUD, 1985; Soemanto & Soeyarno, 1983).

### **2.2.1.3 Independence (1945-1949)**

Indonesia took total autonomy in educational terms in 1945 when the nation proclaimed its independence. The first five years (1945-1949) was the period of recovery and stabilisation from the impact of war. During this time, education development was minimal as a result of unstable domestic politics (Supriadi, 2003). Even after 1950, when education gained more attention from the government, the progress was still slow. This was mainly due to limited resources and the governments capacity to deliver was not equal to demand for education (Rifa'i, 2011; Supriadi, 2003). The history of Indonesia education development during this period can be traced back into two ruling regimes of that period: Old Order/Guided Democracy and New Order. Each of this is now briefly outlined.

### **2.2.1.4 Old Order/Guided Democracy (1959-1965)**

The rule of Sukarno (Indonesia's first President) from 1945 to 1967 was known as *Guided Democracy*. The term Guided Democracy (in Indonesian language called *Demokrasi Terpimpin*) refers to the political system in place in Indonesia introduced by Sukarno in attempt to bring about political stability. Sukarno believed that Western-style democracy was inappropriate for Indonesia's situation. Instead, he sought a system based on the traditional village system of discussion and consensus, which occurred under the guidance of village elders (Daniel, 2009). During this period, education development was not a high priority due to domestic political instability. The entire nation focused its energy on the factions among different groups that centred on the issue of pro- versus anti-

communist (Supriadi, 2003). In addition to political instability, the government dealt with an international political struggle in taking back West Papua from the Dutch. This consumed energy and resources leading to less attention on educational development. Therefore, although quantitatively education was improved (measured by number of schools and students) quality remained poor (DEPDIKBUD, 1985). A notable change during this period was that the content of curriculum became directed towards moral and religious values through the introduction of programs such as *Sistem Pendidikan Pancawardhana* (Five Principles of Development Education System) and *Panca Cinta* (The Five Loves) (Supriadi, 2003, p. 16).

#### **2.2.1.5 New Order (1966-1997)**

After struggling with political instability and a lack of financial resources during the Guided Democracy, education in Indonesia gained more resources when government budgets were increased following greater oil revenue in 1973 (see Kristiansen & Pratikno, 2006; Ledger, 2013). With the surplus in the national financial resources (Beeby, 1981), large amounts of money were allocated to build thousands of schools throughout the country and hundreds of thousands of elementary teachers were recruited within the period of 1970-1980 (DEPDIKBUD, 1985, 1996). In 1984 the number of primary schools was 130,000, significantly increase from 65,000 in 1973 (Kristiansen & Pratikno, 2006). In terms of education policy, the priority was given to expanding universal schooling up to the junior secondary level. This was marked by the introduction of Education Act (Act 2/1989) that made nine years of

elementary education compulsory, expanded from the previous six years. This policy, however, was only implemented officially in 1994, resulting in increased secondary school enrolments from 18% in the mid-1970s to 70% in 1997 (Kristiansen & Pratikno, 2006). Kristiansen and Pratikno (2006) noted that the government spending on education during this period reached its peak in the mid-1980s at 17-18% of central government expenditure, but gradually reduced to 4-5% after 1997, following the decentralisation policy.

Despite massive development in quantity, education during this period was criticised for lacking in quality improvement (Supriadi, 2003). Supriadi (2003) argued that education during Soeharto's regime was intertwined with political interest, which was reflected clearly in the content of subjects and curriculum (p.18). Textbooks for subjects such as history and civics, at all levels of education, were biased and used to serve the political interests of the ruling regime (p.18-19). The changes in curriculum in 1975, 1984, and 1994, were focused on eliminating the influence of Guided Democracy and strengthening New Order political messages through education (Supriadi, 2003). The notable changes in education during this period were an increased number of schools, students, and teachers, which were important improvements in terms of education accessibility and availability as well as social participation.

#### ***2.2.1.6 Reformation (1997-to date)***

This period is historically marked by the fall of Suharto's regime in 1998. Suharto's regime was known as authoritarian and corrupt (Kristiansen & Pratikno, 2006) . The transition of presidency from Suharto

to Habibie was surrounded by social unrest due with rallying against Suharto. The change of government did not come at a good time for Indonesia because this not so smooth succession happened at the same time as the Asian Financial Crisis that severely affected Indonesia. The Rupiah lost 85% of its value from inflation that led to increased unemployment figures that hit 40 million at the end of 2001(Kristiansen & Pratikno, 2006).

The economic crisis shifted political power in Indonesian society, students rallied for democratic government, and regional leaders sought autonomy (Kristiansen & Pratikno, 2006). Under this domestic pressure, the government initiated dramatic reforms in 1999 with the passing of two new Acts that enormously impacted the education system. The Act of 22/1999 on Regional Government gave more autonomy to regional governments to manage their provinces and districts, and altered the relationship between regional and central governments. Act 25/1999 shifted financial responsibility of some sectors to the district level of government (Kristiansen & Pratikno, 2006).

Bandur (2012, p. 84) in agreement with Raihani (2007) asserted that the fall of Suharto became a historical turning point for education in Indonesia. According to Kristiansen and Pratikno (2006), it was in 2001 when the central government decentralised and delegated managerial and financial responsibilities to local government, following the monetary crisis in 1997. Free elections and democratic governance was instituted in 1999. Others prefer to mark the implementation of the National Education Act number 20 in 2003 as the historical milestone of Indonesian education

reform (Jawas, 2014; Sofo, Fitzgerald, & Jawas, 2012). Regardless of the precise time of the commencement of the current education reform, the historical trajectory was informed by two major events: the fall of Suharto that marked the rise of more democratic government, and the economic crisis that hit the country in 1997. These two issues opened the door for global neoliberalist agencies such as the World Bank to play a more significant role in Indonesia. Understanding this historical trajectory highlights the underlying power that has been driving Indonesian education reform. The following section will discuss the major policies that characterised Indonesian education.

## **2.3 Section Two: Indonesian Education Reform**

Throughout the history of education development in Indonesia, change initiatives can be categorised into two main groups: change in terms of management and structure, and change in terms of the content (i.e. curriculum). These two types of change, implemented nationally through the education *system*, are referred to in this research as *systemic change* (changes enforced through regulations and Acts). The most prominent systemic changes in terms of management and structure are: the introduction of the Act 20/2003 on the National Education System; the introduction of School-Based Management based on the Act 22/1999 on Regional Governance; Act 14/2005 on Teachers and Lecturers; and the policy of school categorisation based on Act 20/2003 on the National Education System and Government Regulation 19/2005 on The National Standards of Education (NSE). In terms of content (i.e. curriculum), at the time of writing the curriculum of basic education (primary and secondary) was changed 12 times: in 1947, 1964, 1968, 1973, 1975, 1984, 1994, 1997, 2004, 2006, 2013, and 2015. The impact of these systemic changes on schools' organisational practices is central to this research. In what follows, some major education reform initiatives are briefly outlined.

### **2.3.1 The Act on the National Education System**

Act no. 20/2003 is the legal framework that regulates the National Education System. This legal framework aims to ensure equity and quality of education as well as efficiency in management to meet various challenges in the ever-changing social, political, and economic environment of local, national, and global lives. According to the Act,

education is a national endeavour to create learning environments and processes that facilitate learners to become good and productive citizens who not only believe in God, but also possess human values, morals, and noble character (Act. no.20/2003, article 1-3). In an effort to bring this into practice, some government regulations addressing more specific areas of schooling were issued. One regulation that has obvious impact on school organisational practice is the government regulation on the National Education Standard (NES).

### **2.3.2 The National Education Standard**

As mandated by the Act 20/2003 on the National Education System regarding the quality of schools, in 2005 the government of Indonesia introduced a policy of school categorisation through government regulation 19/2005. According to this regulation, primary and secondary schools are grouped into three categories: Potential School, National Standardised School, and International Standardised School. The policy on international standardised school was discontinued in January 2013 as a result of long dispute among education stakeholders including teachers, community groups and NGOs. The Constitutional Court of Indonesia, after conducting a judicial review filed by an Indonesian teachers' association and a number of local NGOs, declared that the pilot international standard school project as a preparation phase was unconstitutional and therefore must be discontinued. Following that decision, schools are now categorised into two groups: Potential Schools and National Standard Schools (Berkadia, 2014). Schools are assessed against the National Education Standards (NES) as outlined by Government Regulation

19/2005 consisting of eight standards: content, process, graduate competencies, educators and education personnel, facilities and infrastructure, school management, school finance, and student assessment. In essence the eight standards form a description of what the government believes to be a 'good' and 'ideal' school (The NES is briefly described in the Appendix A).

### **2.3.3 School- Based Management**

School Based Management (SBM) as a worldwide education reform strategy (Bandur, 2009, 2012; Caldwell, 2005) was adopted by the Indonesian Government in 2001 as part of education reform following the policy of government decentralisation (Kristiansen & Pratikno, 2006). As a response to demand from the public and education stakeholders for better education quality, the Indonesian Ministry of Education established the National Education Commission (KNP- *Komisi Nasional Pendidikan*) in February, 2001. The KNP's main responsibility has been to formulate policy recommendations for the government to improve the quality of education in regard to educational decentralisation. One of the KNP's recommendations was to develop educational councils at district level and school councils at school level as a form of authority decentralisation that is expected to improve community participation and equity, and address local interests and needs (Bandur, 2012; Departemen Pendidikan Nasional., 2001).

### **2.3.4 The Act on Teachers and Lecturers**

The Act on Teachers and Lecturers (Act 14/2005) is a legal framework focusing on teachers and lecturers' professionalism. The

objective is to increase the quality of education through increasing the quality of teachers in all levels of education. This act governs the quality standard of professionalism including, for example, the standard of academic qualification and professional competencies. According to this act, teachers for elementary and secondary school must have minimum of Bachelor degree (S1) or a four-year diploma program (D4) and those who are teaching at higher education must have a minimum of Doctorate degree. This act stipulates that teacher must have four basic competencies namely: pedagogical competence, professional competence, social competence, and personality competence. To achieve the objective mandated by this act, the government carried out a nationwide program called Teacher Professional Certification Program (TPCP) commenced in 2006 with a target of certifying around 2.3 million elementary and secondary teachers in 2015<sup>4</sup> (Fahmi, Maulana, & Yusuf, 2011).

### **2.3.5. The Curriculum**

Historically, education in Indonesia has had its own curriculum since independence in 1945, yet education was not a priority in the country's development during early years due to the instability of domestic politics (Rifa'i, 2011). Since 1945, the Indonesian curriculum has been changed twelve times since 1945 (1947, 1964, 1968, 1973, 1975, 1984, 1994, 1997, 2004, 2006, 2013, and 2015). Sutisna (2014) noted that change in curriculum is mainly driven by change in political systems,

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<sup>4</sup> Note that certification program for lecturer/teachers of higher degree is conducted as a separate program.

socio-cultural realms, economy, and science and technology. The influence of the political climate is very evident in the latest change of curriculum when the prematurely implemented curriculum of 2013 was discontinued in January 2015 and replaced by the previous version of curriculum from 2006. Known as KTSP (*Kurikulum Satuan Tingkat Pendidikan* or School-based Curriculum) this change followed the 2014 election of a new president. The reason for the change is a subject of public debate, but it is apparent is that every time a new government comes to power, the national curriculum must be changed and this has been the trend throughout the history of Indonesian education.

### **2.3.6 High Stakes Testing: National Standardised Exit Examination**

As one of the countries that are heavily shaped by the global forces such as the World Bank and OECD that requires accountability in the process of education development, Indonesia applies the National Standardised Exit Examination (NSEE or *Ujian Nasional*), as the main instrument of assessment in its educational system. The implementation of the NSEE is argued by the government as the mechanism to ensure the accountability.

The government insisted that NSEE is needed in order to measure the progress of education development. Regardless of this 'good intention', public response to the implementation of NSEE is mostly opposing this national exam. In the history of education, it is acknowledged that NSEE is one of the most disputed issue in Indonesian education system (Nugroho, 2015; Setyawan, 2014).

## **2.4 Summary of Chapter Two**

This chapter introduced the research context and gave an overview of the education system of Indonesia. This information provides a general understanding as to why is it critical for schools in that system to build organisational capability to adapt to change, thus justifying the significance of the study. In this chapter, though it is not exhaustive, a link is established between what is happening within the school and pressures originated from global forces. This will be discussed in more detail in the discussion chapter along with illustrating how global pressures have impacted schools.

The following chapter I will explore and review relevant literature and theories linked to global forces on schools, and on education in general, organisational changes, adapting capability, and issues of education in Indonesia.

## **CHAPTER THREE: LITERATURE REVIEW**

### **3.1 Introduction**

Previous chapters have outlined the research aims and context of this research. To better understand the issue of change in schools, this chapter provides the background of the global issues that affect change in schools, as well as how those global issues relate to context of the education system in Indonesia. Theories and studies relevant to organisational changes are also explored. This chapter is organised into four sections. The first section describes the context of this research (global and local/Indonesia) in which the argument is developed regarding the need to focus on schools' organisational capability in adapting to unavoidable systemic change. The second section links the global phenomena of education reform to the local context of Indonesia to highlight how the global forces originating from supranational neoliberal agencies such as the World Bank and OECD have been driving the education reform agenda in Indonesia. Policies are discussed to illustrate this globally driven reform. The final section, reviews relevant organisational theories to establish the theoretical base underpinning the research questions.

### **3.2 Section One: Context of the Study**

#### **3.2.1 Globalisation Forces on Education**

Globalisation has shaped and restructured human life across much of the planet. It affects not only big economic, geopolitical, and cultural

systems, but also influences personal aspects of human life in a very profound manner (Giddens, 2002). Giddens (2002) “globalisation is not incidental to our lives today. It is a shift in our very life circumstances. It is the way we now live.” (p.68).

Globalisation, is defined by Giddens (1990) as “the intensification of worldwide social relations which link distant localities in such a way that local happenings are shaped by events occurring many miles away” (p. 64).

Many scholars have argued that globalisation emerged as a manifestation of neo-liberal ideology- a belief that giving individual entrepreneurial freedoms through the mechanism of free markets and free trade is the best way to improve human well-being (Harvey, 2005; Hyslop-Margison & Sears, 2006; Wiggan & Hutchison, 2009). In other words, neoliberal ideology is the foundation upon which the construction of globalisation is developed. As the movement of globalisation has advanced, neo-liberal ideology has become a superstructure that governs the policies and practices of nations globally (Spring, 2015). Many nations are forced to adopt to this global superstructure in order to compete in a global economy.

There is a long critique of the dominant ideology and its impact on education systems worldwide and that while proponents of neoliberalism argue for measureable improvements in standards of education worldwide alongside these so called improvements are a considerable number of negative impacts. Governments, of developing countries in particular,

are under pressure to restructure social and economic institutions in order to take part in global economy and qualify for loans from international capital agencies like the World Bank, OECD, and IMF (de Leo, 2012; Harris, 2010; Thomson, Lingard, & Wrigley, 2012; Vongalis, 2004).

Although donor countries promote local government capacity building, in practice recipient countries are inextricably tied to dynamics, policies, and trade agreements imposed by donor countries (King, 2004). Therefore, intervention by the donor countries on local policy remains inevitable. In many cases, these globally-driven policies in underdeveloped and developing countries distract from immediate needs (Ali, 2005). To illustrate, prioritised policy enforced by the IMF and World Bank through Structural Adjustment Policies (SAPs)<sup>5</sup>, has considerably affected developing countries' ability to deliver basic education. Due to reduced budget allocation to education, the poor are unable to send their children to school, as is evidenced in Sub-Saharan Africa, Latin America, Asia, Central Asian Republics (Zajda & Rust, 2009). This has been the evidence that globalisation has widened the gap between the rich and the poor.

There is evidence that globalisation has widened the gap between rich and poor nations. As a consequence, those who have more economic power, have now become the rulers of systems of global society including

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<sup>5</sup> Structural Adjustment Policies (SAPs) are policies guidelines imposed by World Bank and IMF to loan recipient countries to ensure debt repayment and economic restructuring. But the way it has happened has required poor countries to reduce spending on things like health, education and development, while debt repayment and other economic policies have been made the priority (Global Issues, 2015).

global education systems (Foster, 2011; Senge et al., 2007; Thomson et al., 2012). Whilst the international agenda for educational development to create economic growth and to end poverty has had some positive impact (Shields, 2013; United Nations, 2010), embedded in the capitalist worldview are social inequalities, prejudices and forms of discrimination that sit alongside its expected outcomes (Bowles & Gintis, 1976; Freire, 1970; Giddens, 2002; Shields, 2013; Zajda, 2010).

The World Bank, OECD, UNESCO, the World Trade Organization (WTO) and the General Agreement on Trade and Services (GATS) function as powerful supranational forces, and have become powerful prime movers dictating educational change (Foster, 2011; Zajda, 2009, 2015). Under the influence of these supranational forces, educational institutions have been shaped based on an entrepreneurial business model and are required to embrace the corporate template orientation in which efficiency, accountability, and profit-driven managerialism are the central tenets as evidence of these globalisation forces in action (Spring, 2015; Zajda & Geo-Jaja, 2009).

Education reform initiatives across almost all countries today enforce marketisation and privatisation practices in public education. This is evidence of how education has been impacted and shaped by the economic rationalist agenda (Daun, 2005, 2007; Zajda, 2009, 2005, 2015; Zajda & Rust, 2009). Under the market-driven worldview, education values are measured as economic investment, and therefore education is defined

as a commercial product. In their *Education Strategy 2020*, World Bank (2011) stated:

Getting value for education dollar requires smart investments...quality needs to be the focus of education investments, with learning gains as a key metric of quality.... By investing in system assessments, impact evaluations, and assessments of learning and skills, the Bank will help its partner countries answer the key questions that shape educational reform....by measuring educational level based on what students have learned...an increase of one standard deviation in student scores on international assessments of literacy and mathematics is associated with a 2 percent increase in annual GDP per capita growth (p. 55-58).

This statement clarifies the rationale behind the forces on countries across the globe to raise levels of education achievement. Education quality and goals are defined based on key concepts of global economic discourse and terminologies such as efficiency, competitiveness, productivity and profit. Students' academic achievement and countries' education performance are regularly measured with standardised testing such as PISA, TIMSS, and World Education Indicators (WEI) which are forms of economic-based education measurement administered by the OECD. It is claimed to be a response to the demand for international comparison of educational outcomes (OECD, 2007, 2006). International programs like the International Baccalaureate are now growing precipitously in many countries throughout the world (Gardner, 2004) including in Indonesia (Ledger, 2014, 2013). Education has turned into a new emerging global market commodity (Spring, 2015; Whitty, 2010).

In support of World Bank, Heyneman (2009, p. 4) stated, "the World Bank helped to establish an ideology of basic education and hostility to

assistance in other priority areas”. In many cases, whatever Heyneman means by ‘assistance’ simply means huge ongoing pressures on loan recipient countries. Sheehan (2008) argued:

Globalization of policy, trade, and finance, for instance, has profound implications for education and reform implementation. On the one hand, the periodic economic crises coupled with the prioritized policies of the International Monetary Fund (IMF) and the World Bank (e.g., SAPs) have seriously affected some developing nations and transitional economies in delivering basic education for all....The policies of the Organisation for Economic and Cooperative Development (OECD), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Trade Organization (WTO), and the General Agreement on Trade and Services (GATS) appear to operate as powerful forces, which, as supranational organizations, shape and influence education and policy, yet they also deny the access of the less privileged to the assumed advantages of an expanding global society (p.vii).

Senge (2010) argues that, “when education is driven by incessant pressures...then education reinforces the consumerism and economic orthodoxy that drive the present global business system” (p.135). This supports Foster’s (2011) claim that the economic rationalist framing of capitalism is the cause of decline in public education. This shaping has characterised global education systems for decades, aligning with business in which all aspects of schooling have to be standardised to meet the market’s requirements (Flores, 2011; Fullan, 2012, 2007, 2005; Senge, 2007, 2010; Thomson et al., 2012; Whitty, 2010).

Having discussed the global phenomena on education driven by neo-liberalism ideology, I will now discuss on the manifestation of these global forces on educational policies.

### **3.2.2 Globalisation Impact on Education Reform Policies**

Two flagship global programs related to education introduced by the United Nations and its affiliated international agencies are the Millennium Development Goals (MDGs) and Education for All (EFA). According to Brown (2015), both the Millennium Development Goals (MDG) and Education for All reflect policy priorities of wealthy countries. Brown (2015) continues to argue that the policies made by governments of donor recipients countries are nearly always part of the negotiation with donors to fund educational programs, in order to benefit both the western policy agenda and the government revenue needs (p.2). Rafts of studies have been conducted to examine the notion of globally imposed policies on education in developed and less developed/developing countries (see for example, Brown, 2015; Kapoor, 2011; Mok, 2003; Mok & Welch, 2003; Zajda, 2010, 2015). These studies conclude that in almost all cases, globalisation's effect on education is manifested in policies in at least eight trends or themes as identified by Williams, Brown, and Kwan (2015). These themes are: (1) continued emphasis on basic education; (2) emphasis on youth, skills, and work; (3) emphasis on assessment and accountability; (4) renewed emphasis on quality (5) introduce the performance –based approach to development assistance (6) increasing private provision and partnership and the role of non-governmental organisations; (7) concerns with excluded populations and child-centered learning; and (8) involvement of new donors and international influences.

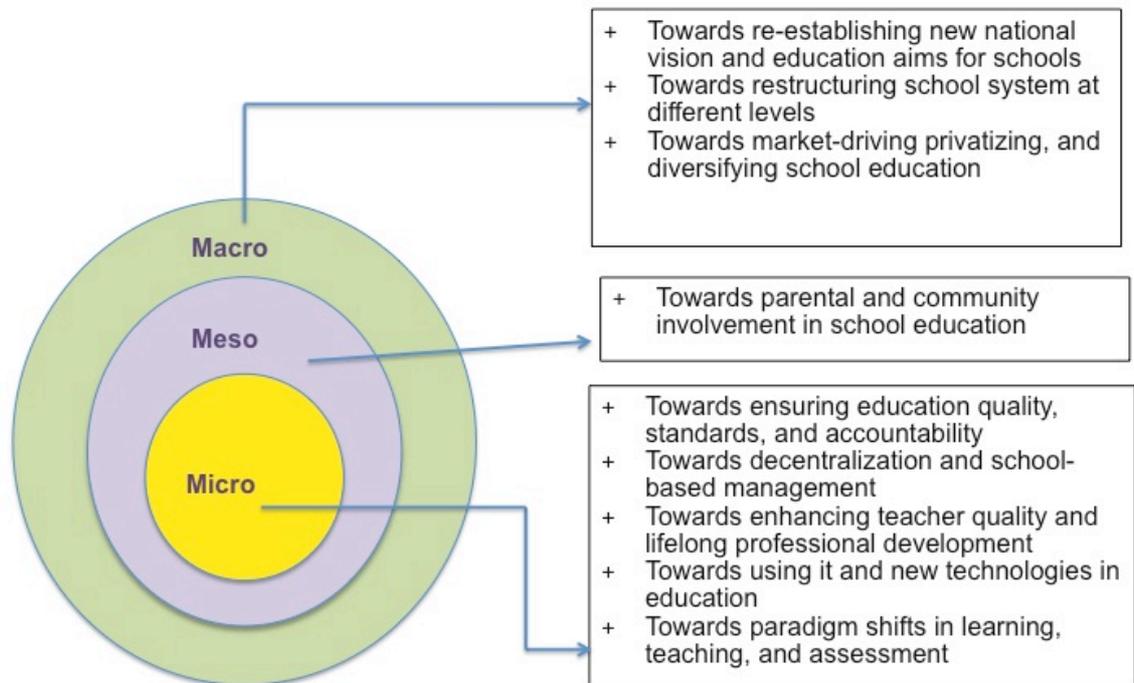
These themes can be mapped into Cheng and Tam's (2007) four levels or scope of policies and practices in global education: macro level, meso level, school site level, and school operational level (See Figure 3.1). According to Cheng and Tam (2007, pp. 250-251), at the macro level, trends of educational reforms policies include (1) re-establishing a new national vision and new education aims for schools; (2) restructuring school systems at different levels for new educational aims; and (3) market-driving, privatising, and diversifying school education.

On the meso level, educational reform is more focused on having more parental and community participation and partnership in school education. The purpose of this approach is to gain support from family and community to improve education services and ensure public accountability of schools.

On the site level (or school level), the major themes are: (1) ensuring education quality, standards, and accountability in schools; (2) increasing decentralisation and school-based management; and (3) enhancing teachers' quality and lifelong professional development.

On the operational level of schools (classroom), the themes are: (1) The use of IT in learning and teaching and applying new technologies in management, (2) the shifting of the paradigm in learning, teaching, and assessment from traditional pedagogical approaches to much more modern and research-based/evidence-based approaches. According to Cheng and Tam (2007), policies reforms at this level aimed to facilitate

change and development of educational practices in schools, particularly at the classroom or the operational level. Figure 3.1 illustrates this.



**Figure 3. 1 Three Cascading Context of School Reform**

Adopted from Cheng & Tam (2007); Fullan (2007); and William, et al (2015).

It should be noted that Cheng and Tam categorised the level of context into four levels (as presented previously). However, having been involved in both, educational practitioner levels (as a teacher, deputy principal and as an educational policy drafter and analyst in Regional Board of Development Planning of Sangihe regency for couple of years), I would argue that, in practice, Cheng and Tam's categories at level 3 and 4 are integrated and overlapped in many ways. Therefore, it could be better described as one category referring to school level. To illustrate,

enhancing teachers' quality and lifelong professional development (site level) would be integral to improving teaching and learning practices in classroom. From a policy making perspective this would be formulated under one policy nomenclature. In this thesis, Cheng and Tam's category of educational development trends is collapsed into three levels: *Macro level*, *Meso level*, and the combined last levels which will be referred to as *Micro level* as illustrated in the Figure 3.1. These three contextual levels are then more relevant to Fullan's (2007) categorisation of contexts.

### **3.2.3 Linking Global to Local Context**

This research is focused on the local realities of schools in their endeavour to be adaptive to unescapable change. As part of broader education system, the local realities are considerably impacted and to a large extent are shaped by macro systems (i.e. national education system of Indonesia). As I discussed later in the literature review and discussion chapters, the macro national education system of Indonesia has been constructed in a way that is influenced by global forces on education. Therefore, to be able to understand the 'local' realities, what is happening in schools' contexts needs to be seen in conjunction with the broader global context. Although the analysis is focused on schools' local organisational practices, this study attempts to link those practices to a broader global context.

The most apparent characteristics of education systems under the influence of a managerialist approach enforced by world organisations such as the World Bank and OECD is standardising and benchmarking of

education practices in the name of accountability. This is manifested through programs such as School-based Management, Teacher Certification Program, Teacher's Competency Test, National Standardised Curriculum, School Accreditation and Categorisation, and High-Stakes Testing for the students. These are policies that have characterised Indonesia Education Reform for the last two decades. Those policies are discussed in more detail based on the findings in the discussion chapter. In this chapter, however, it is important to present general information pertaining to those reform policies to introduce the contextual pathways of this study.

In the following section, the manifestation of the global forces on education in Indonesia will be elaborated.

### **3.3 Section Two: Education Reform Policies in Indonesia**

I will now connect the identified themes in global education within the aforementioned three levels of policies of educational reform in Indonesia. This aims to substantiate the point I have developed so far that Indonesia with its external debts amounted to USD 269.3 billion as of January 2014 (Ministry of Finance, 2015) is just another country with its education system constructed under the influence of globalisation. In so doing, the current educational policies in effect in Indonesia are comparatively assessed against the themes in international education trends identified by Williams et al. (2015) and the level of educational policies adopted from Cheng and Tam (2007). As it is depicted in the Table 3.1 on the next page, current education reform initiatives are still

tightly tied to global trends of education. In 2015, the Ministry of National Education and Culture of Indonesia identified five strategic issues used to develop National Education Strategic Planning 2015-2019 (The Ministry of National Education and Culture, 2015a) . These strategic issues are:

1. Broadening the basic and secondary education;
2. Improving learning quality (this includes quality assurance, curriculum, and strong focus on assessment system of education);
3. Improving the quality of teachers' management, teachers' education, and reformation of teachers training organisations;
4. Improving the quality of work-force; and
5. Improving the efficiency of educational funding.

These five strategic issues are the overarching issues that are, in essence, strengthening the current implemented policies. In regards to the perspective of global trends, it is clear that the strategic orientation of education development in Indonesia at least for the next five years is still tightly tied on the axis of globalisation forces on education. Table 3.1 on the next page illustrates this.

<b>Cheng's (2007) Level of Educational Policies Trend (revised)</b>	<b>Williams' et. al (2015) Global Trends/Themes of Education</b>	<b>Current Indonesian Education Reform Initiatives</b> (All policies references is provided in the Appendix A)
<p><b>Macro Level:</b></p> <ul style="list-style-type: none"> <li>• Re-establishing a new national vision and new education aims for schools;</li> <li>• Restructuring school systems at different levels for new educational aims;</li> <li>• Market-driving, privatizing, and diversifying school education.</li> </ul>	<p>Continued emphasis on basic education</p> <p>Emphasis on youth, skills, and work</p> <p>Different approach to development assistance</p> <p>Increasing private provision and partnership and the role of non-governmental organisations and the involvement of new donors and international influences</p>	<ul style="list-style-type: none"> <li>• The Act of National Education System</li> <li>• The Policy of National Education Standard (The 8 Standards)</li> <li>• The Compulsory 9 Years Basic Education</li> <li>• The Focus on Vocational School (conversion of general high school to vocational high school)</li> <li>• The plan to extend Vocational High School into years with 1 year additional for skill certification program</li> <li>• The implementation of School Operational Fund (BOS) Program as another initiative for school development.</li> <li>• The growing of International Baccalaureate (IB) School</li> <li>• The regulation for private investment/ involvement or school development.</li> </ul>
<p><b>Meso Level:</b></p> <ul style="list-style-type: none"> <li>• Having more parental and community participations and partnership in school education to improve education service and ensure public accountability of schools.</li> </ul>	<p>Increasing private provision and partnership and the role of non-governmental organisations</p>	<ul style="list-style-type: none"> <li>• The formation of Regional Education Board (Dewan Pendidikan Daerah)</li> <li>• The involvement of NGOs in supervising national testing</li> <li>• The involvement of Private sector in Competency test for Vocational High School – Based Management Policy</li> </ul>
<p><b>Micro Level:</b></p> <ul style="list-style-type: none"> <li>• Ensuring education quality, standards, and accountability in schools;</li> <li>• Increasing decentralization and school-based management; and</li> <li>• Enhancing teachers' quality and lifelong professional development.</li> <li>• Using IT in learning and teaching and applying new technologies in management,</li> <li>• Shifting of the paradigm in learning, teaching, and assessment from traditional to more modern approach.</li> </ul>	<p>Renewed emphasis on quality; concerns with excluded populations and child-centred learning;</p>	<ul style="list-style-type: none"> <li>• School Accreditation</li> <li>• The implementation of School- Based Management</li> <li>• Professional Teacher Certification Program</li> <li>• The implementation of the series change of curriculum</li> <li>• National Standardised Examination</li> </ul>

**Table 3.1 The Current Indonesia Education Reform Initiatives in Relation to Global Trends of Education Policies and Themes of International Education Change**

It is beyond the scope of this study to analyse whether or not policies of national education reform initiatives bring about improvement in society and, more specifically, Indonesian people. The point I am making in this section is to present the case that education in Indonesia is not independent from global forces. The broad globalisation frame of reference illustrates that schools today have been constructed in a framework of economic rationalism. It is important to have this broader background knowledge beforehand in order to understand the micro and local context of what is happening in schools when change is imposed on them.

In the following section, I will outline the major education reform initiatives (macro level), specifically ones that have impacted schools' organisational practices (micro level) as identified during the data collection process. Since these policies are recognised by the participants as the most relevant to school organisational practices, this section provides information that helps answer the first research question related to the origin of changes in schools (see Research Question 1 point a). The first policy I will discuss is the school accreditation and categorisation, which was implemented as a policy of the National Education Standard.

**3.3.1 School Accreditation and Categorisation**

As mandated by Act 20/2003 on the National Education System about the quality of schools, in 2005, the Government of Indonesia

introduced a policy of school categorisation regulated by Government Regulation 19/2005. According to this regulation, primary and secondary schools were categorised into two categories: Potential School and National Standardised School. In addition to this categorisation, the regulation also mandates local governments to establish at least one international standard school at primary and secondary levels in every municipality and regency. The policy on international standardised school was discontinued in January 2013 following a long dispute among education stakeholders including teachers, community groups, and NGOs. The Constitutional Court of Indonesia, after conducting a judicial review filed by an Indonesian teachers' association and a number of local NGOs, declared that the pilot international standard school project was unconstitutional and therefore must be discontinued. Following the court's findings, schools are now categorised into two groups: potential schools and national standard schools.

Schools are assessed against the National Education Standards (SNP) as outlined in Government Regulation 19/2005 that consist of eight standards: content, process, graduate competencies, educators and education personnel, facilities and infrastructure, school management, school finance, and student assessment. In essence, the eight standards describe what government believe to be a 'good' and 'ideal' schools (The NES is briefly outlined in the Appendix A). A study focused on assessing the impact of this policy (Berkadia, 2014) has indicated that the implementation of the school categorisation policy has stimulated positive

impact on leadership and teaching practices. The description of such positive practices (i.e. what are the practices and how they are carried out as organisational practices) that were claimed to be the impact of the policy, however, has not been explored in that study.

As part of 'good' school management practices, schools are required to implement school-based management policy as described in the following section.

### **3.3.2 School- Based Management**

As part of education reform following the policy of decentralisation of the government, Indonesian introduced School Based Management (SBM) in 200 (Bandur, 2009, 2012, Kristiansen & Pratikno, 2006; Sumintono, 2009). 1. The implementation of SBM was advocated through the formation of National Education Commission that recommend the distribution of policy to and authority to manage the school operation at the district level. (Bandur, 2012; Departemen Pendidikan Nasional, 2001). However, this reform initiative has not successfully achieved its intended goal to improve education quality by improving community participation in school management due to a number of reasons. Bandur's study (2009) on the implementation of the SBM, found that the implementation of school-based management in Indonesia has created conflict between the regional governments and stakeholders due to power imbalance and unclear guidelines about power distribution among local stakeholders. It also found that there are issues such as transparency of information and accountability by the district, parents and local community SBM, and

teachers and principals preparedness associated with autonomy and accountability have contributed to failure of the program (Karam, Vernes, & Marshall, 2012). In their review Karam and Vernes (2012) pointed out: “Although schools perceived that they had autonomy to make independent decisions; they were limited in the extent to which they were able to make independent and significant instructional and operational changes in their school” (p.1).

Karam and Vernes’ (2012) evaluation on the implementation of SBM indicated a contradiction between the purpose of the devolution model of education system, which is to empower local stakeholders, and the need to control the regulation from the central government. There is an indication of a gray area within this system in terms of power distribution between the central government and the local educational stakeholders (see, Bawulang, 2009). It is understandable that SBM triggers conflict in the local level (Bandur, 2009). This contradiction indeed has also been indicated in other countries that apply the devolution model of education (Sweeney, 2002). In this contradictory education system, schools are required to be able to manage the resources themselves and encouraged to maximise the involvement of local stakeholders in supporting schools. At the same time, they are forced to operate within strict centralised policies and guidelines modelled on private sector principles (Sweeney, 2002). I propose to use an oxymoron *devolved-centralised education system* in this thesis to refer this paradoxical model of education. To illustrate this paradox in Indonesian education, for example, in terms of

financial resources/budgeting, the central government of Indonesia have standardised the ideal standard of finance for schools as it is outlined in the NES.

However, in the related regulations, (see for example, The Government of Indonesia, 2007; The Ministry of National Education, 2010a) there are no clear standards of budgeting allocation from government to be allocated for schools since the authority for education budgeting has been handed over to local governments as part of devolution practice. In reality, schools need to self-fund the majority of operational needs, which leaves no other option than to increase tuition fees. Meanwhile, the central government maintains strict control over teachers' performance standards, curriculum, and standardised assessment for student achievement.

The following sections will discuss these issues subsequently. I will start with the standardised teachers' performance through a program called Teacher Professional Certification Program.

### **3.3.3 Teacher Professional Certification Program**

In 2005, the government of Indonesia introduced a standardised teacher performance assessment called Teacher Professional Certification Program (TPCP) through the Act on Teachers and Lecturers (Act 14/2005). According to this act, teachers for elementary and secondary

school must have minimum of Bachelor degree (S1)<sup>6</sup> or a four-year diploma program (D4) and those who are teaching at higher education must have a minimum of Master Degree. A professional teacher, according to this act, have to demonstrate the professional capability in four domains of competencies: namely: pedagogical competence, professional competence, social competence, and personality competence. The procedures of Professional Teacher Certification was introduced 2006 with a target of certifying around 2.3 million elementary and secondary teachers in 2015<sup>7</sup> (Fahmi, Maulana, & Yusuf, 2011).

Despite the massive training programs related to TPCP conducted as mandatory training for all teachers, result of the TPCP program is consistently being reported as unsatisfactory (Ananda, Mukhadis, & Andoko, 2010; Hastuti, Akhmadi, Syukri, Sabainingrum, & Ruhmaniyati, 2009; Khodijah, 2013). Research by Ree et al., (2012) found that teachers who passed the certification program did not perform any better than those who had not received certification. They argued that the reason for the teachers' poor performance was a lack of internal motivation, lack of support for professional development, teachers work overload and the absence of comprehensive performance assessment that leads to accountability were factors that contributed to make the program less successful.

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<sup>6</sup> In Indonesian Education System, Bachelor Degree (S1) is equal in terms of the level in the education structure with four-year diploma program (D4). The only difference is that D4 is terminology used for Higher Vocational Education.

<sup>7</sup> Note that certification program for lecturer/teachers of higher degree is conducted as a separate program.

### 3.3.4 The Curriculum

As recorded in the history, education in Indonesia has its own curriculum since its independence in 1945 (Rifa'i, 2011). The history also recorded that the development of education sector is vary dynamic, indicated for example by the change in curriculum. Since 1945, Indonesia as mentioned previously has changed the curriculum twelve times, in 1947, 1964, 1968, 1973, 1975, 1984, 1994, 1997, 2004, 2006, 2013, and 2015. Sutisna (2014) noted that the change in curriculum is mainly driven by the change in political system, socio-cultural, economy, and science and technology. The influence of political atmosphere is very evident in the latest change of curriculum when the prematurely implemented curriculum 2013 was discontinued in January 2015 and replaced by the previous version of curriculum 2006 known as KSTP stands for *Kurikulum Satuan Tingkat Pendidikan* or School-Based Curriculum when the new government resulted from the 2014 election is in power. The reason for the change is a subject of public debate but one thing is apparent it is changed when the new government come to power, and this has been the trend throughout the history of Indonesian education. In regards to the international trend of education, there has been a strong connection shown between the education model of economic/market oriented with the recent focus of education in which the government will emphasise vocational education. Schools are expected to be the institution that prepare skilful workforce through emphasising on work-relevant competencies (The Ministry of National Education and Culture, 2015a). In order to achieve this aim, currently the Ministry of National Education and

Culture is planning to restructure Vocational High School from 3 years become 4 years of education and training program (Amin, 2014).

Despite the frequent change in curriculum, researches that explore practices in adapting to new curriculum are rarely found in the existing literature on Indonesia's education reform.

The policy on curriculum in practice has always been linked to students' academic assessment. In Indonesian education system, the policy related to assessment of students' achievement is carried out through a national standardised exit testing called *Ujian Nasional*. The following section explains this in brief.

### **3.3.5 High Stakes Testing: National Standardised Exit Examination**

Despite controversy among education stakeholders, and critiques from education practitioners about high-stakes testing (see for example, Peterson & Neill, 2001), Indonesia still maintains the national standardised exit examination (NSEE) known as *Ujian Nasional*, as an instrument of assessment in its educational system. According to the government regulation number 19 year 2005 the NSEE aims at mapping the quality of education throughout the country as well as instrument for selecting the students into higher level of education. In doing so, the central government set a standard passing grade for each school level. In Indonesia, the NSEE has been conducted since 1965 (The Ministry of National Education, 2010c). Since then, this examination is used as the main instrument that determines whether or not a student can continue to higher education. Throughout the history of education in Indonesia, the

application of this high-stakes testing has become a prolonged controversy and has been strongly rejected by teachers, students' parents and educator communities, and even the National Commission for Children Protection (Nugroho, 2015; Setyawan, 2014). As a response to public aspiration, in 2011 the central government amended the function of the NSEE from a sole determinant to students graduation become a partial requirement that constitute to 60% of graduation requirement. Forty percent is made up of students' achievement in their school assessment during school years (The Ministry of National Education, 2011). Along with the succession of the government in 2014, the current government is trying to resolve the problem of the national examination by reducing the proportion of the test as the dominant determinant of students' graduation (The Ministry of National Education and Culture, 2015c). This is can be understood as the compensation to political campaign promises to reform education. The fact remains, however, the government insists on administering the national examination as a general evaluation and mapping of national educational quality. In essence, the high-stakes testing regime continues; and developing country like Indonesia that are required by international loan agents such as World Bank to demonstrate 'accountability' in education development seemed to have difficulty in totally avoiding this approach.

At this point, it is clear how education reform initiatives in Indonesia are tightly linked to the global forces that are continually shaping global education. Education has been constructed in certain ways with certain

assumptions, and these assumptions, despite the changing form, have been consistent throughout the history of education development in Indonesia. Schools have been transformed in conjunction with the global political economy and neo-liberal strategy for global economy development. From a theoretical point of view, the assumptions of schools (education) transformation represents the entity-based cause and effect as reflected in the inherent laws of education. Schools are seen as an object to regulations and, therefore, to develop and improve the quality of education, schools are obliged to meet the standards.

In the effort of education transformation, schools have been subject to constant systemic change and it has been conceptualised as external forces (in the form of culture, colonisation, social upheaval, economic rationalism, government policy and testing) acting on the educators at the local level. Bandur (2009) illustrated clearly how the education department as a representative of the government treated schools unfairly in terms of decision-making. He pointed out that schools had very little room to participate in the decision-making process.

The case of conflict between local stakeholders in the implementation of SBM, as pointed out by Bandur (2009) is just one example that illustrates the case where imposed change by external agents will always collide with the original/internal culture of organisation and personal values that lead to conflict between dispositional resistance to change and the orientation toward change agenda (Oreg, 2006; Oreg & Sverdlik, 2011; Oreg, Vakola, & Armenakis, 2011; Oreg et al., 2008).

Melville et al., (2012) argue that educational reforms are prone to failure when they neglect the underlying structure and beliefs of schools. To be able to understand the underlying structure and beliefs in organisation as the key to successful change (Kezar, 2001), we need to see what is happening inside the schools when a change agenda is being imposed on them. This is the context of education system in which this research is conducted.

My proposition in regards to globalisation is that while recipient countries still need to be realistic by accepting financial loan in developing their countries, in addressing some major issues such as poverty alleviation, health and education improvement as reflected in the global program known as Millennium Development Goals (MDGs) (see. United Nations, 2010; . United Nations, 2015), there is a need to separate this international loan as economic development aid from the ambition of dictating and imposing standardised ideology as the only way to sustain human life. There is a need to give local, in this case schools (teachers and principals), more freedom to do what best in their context of indigeneity for in many cases, this imposed ideology does not meet local culture values, social, economic, and political needs (Brown, 2015). The fact that country like Bhutan has initiated a different way of measuring their national development by using Gross National Happiness (GNH) index as the most important achievement as oppose to economic achievement and materialistic supremacy of neo-liberalism ideology measured by Gross National Product (GNP) (see, GNHC, 2015) is an evidence that countries

have their own ways of living, and their unique values and norms and choice of priority. This 'local' uniqueness cannot be standardised by using one measurement for all imposed by countries that hold supra-structure power of globalisation.

Having this in mind, I agree with Brown (2015) who argued that we need to give voice to strengthen local stakeholders' roles in shaping their own education system. In other words, we need to celebrate local uniqueness and appreciate the local strengths that are rooted in their values and cultural identity. This is the reason why I choose Appreciative Inquiry (AI) that focuses on generative views of realities as an approach to understand how schools are adapting to systemic change imposed on them within the aforementioned *devolved-centralised* education system of Indonesia. To understand the nature of school changes, however, before presenting the concept of AI I will present the theoretical insights that shed light on the core issue of schools' organisational practices in adapting to change in order to illustrate the position where AI can fit into the current research.

## **3.4 Section Three: Relevant Theories to Organisational Change**

### **3.4.1 Organisational Adaptive Capacity**

The emergence of adaptive capacity concept can be dated back as early as Parson's (1964) analysis of social organisation when he described adaptive as "ability to survive...[and] the capacity to cope with ...uncertainty...and unpredictable variations" (p.340). Since then, the concept of adaptive capacity has gained considerable attention from organisational theorists (Chakravarthy, 1982; Morgan, 2006; Nonaka, 1994). While the concept can be understood simply as "the ability to change" (Wood et al., 2013, p. 436). Staber and Sydow (2002) emphasised that adaptive capacity refers to the action of adaptation seeking stability and fitness to the existing condition, as well as the organisational ability to cope with unknown future circumstances. The word 'capacity', according to Stoll and Earl (2003), is an enabling quality for people, collectively and individually, to learn from their environment and apply the learning to new situations to be able to reach their goals in an ever-changing context. In regards to systemic educational change, Stoll (2010) defined capacity as "the power to engage in and sustain learning of people at all levels of education system for collective purpose of enhancing student learning" (p. 470).

Organisations with high adaptive capacity exhibit dynamic capabilities in the sense that they actively interpret and act on environments by reconstructing the environment and alter the conditions

to which they can adapt over time (O'Reilly & Tushman, 2007; Staber & Sydow, 2002). This means that organisations with high adaptive capacity are actively not only responding to change and being shaped by the environment but also having the capacity to shape their environment. In contrast, organisations with limited adaptive capacity tend to focus on the competencies they already have to solve the problem. Such organisations, therefore, often neglect the need to build on their capacity on new knowledge that is required to stay abreast with the changes in the evolving and uncertain environment (Staber & Sydow, 2002).

In the education sector, despite the ubiquitous arguments for the need for change, the attention to how schools can adapt to systemic changes is still very low. Most of the attention is focused on descriptive explanation of the high level policies to bring about a 'big' change (e.g. Barber, 2010; Levin, 2010). Practical details of how schools build their organisational adaptive capacity to adapt to changes imposed through the policies seem to be neglected. This negligence provides an entry for novel contribution of the present study as this study is focused on micro level of change in schools.

Having discussed the concept of adaptive capacity, I will now focus on some relevant theories of organisational change.

### **3.4.2 Organisational Change**

In order to understand better the complex nature of school changes, different theoretical perspectives need to be applied (Thoonen, Slegers, Oort, & Peetsma, 2012). To shed light on the notion of school

change as the central inquiry of this study, some relevant theoretical insights of organisational changes are now briefly discussed. Drawing upon the work of Armenakis and Bedeian (1999); Self, Armenakis, and Schraeder (2007) ; and Walker, Armenakis, and Berneth (2007) the change theories can be categorized into four themes: content, context, process, and individual change.

#### **3.4.2.1 Content of Change**

The first theme is dealing with *content issues*. This category refers to the change effort being undertaken by organisation (Walker, et. al, 2007) and focuses on the factors impacted changes such as strategic orientations, organisation structures, and performance-incentive systems, and organisation relation to its environment (Armenakis & Bedeian, 1999) or new government regulation (Walker, et. al, 2007). Examples of change model focusing on the content issues are the work of Burke and Litwin (1992) and Vollman, (1996). In their model Burke and Litwin (1992) categorised change factors as transformational and transaction, where, “transformational change occurs as a response to external environment and directly affects organizational mission and strategy, the organization’s leadership, and culture” (p.523). Whereas transactional refers to factors such as management practices, organisational structure (including task requirements and individual skills/abilities), systems (policies and procedures). Vollman’s (1996) ‘transformation imperative’ model is an effort to diagnose the extent of the changes occurring in organisations. It covers some critical facets such as strategic intent, competencies, process

(e.g. efficiency and effectiveness); resources; output of change; strategic responses; challenge, and learning capacity.

The descriptive explanations about the content of organisational change prompts useful hints on 'what to look inside the organisation' if we were to understand the organisational practices in adapting to change. In the context of this research, understanding the facets of the content of organisational change enables us to pose essential questions such as: what are the organisational practices undertaken by being undertaken by schools as their strategic adaptation to imposed change? This important question has been posed as the first key question to be answered in this research.

#### **3.4.2.2 Context of Change**

The context of change theme focuses on conditions existing in an organization's external and internal environments. External factors include governmental regulations (Csizmadia, Enders, & Westerheijden, 2008; Kelly & Amburgey, 1991; Ledger, 2013; Stokes-Thompson, 2002); technological advances (Haveman, 1992), and competitive pressure (Gresov, Haveman, & Oliva, 1993), whereas internal factors comprise elements such as the people, organisational culture and the capacity to change (Barnett & Carrol, 1995; Finstad, 1998).

Although external factors and internal factors can be distinguished in research, Senior (2002) argues that in reality it is difficult to completely separate internal forces from external forces to change. Since socio-culture is important aspect that impacted education (schools) (Wadham,

Jason, & Ross, 2007), and that contextual diversity matters for schools in Indonesia (Bawulang, 2009), then it is apparent that literature on school change needs to explore important inquiry as to what extent the contextual aspects influence the change on schools' organisational practices in adapting to those contextual changes.

The context that impacted schools can vary from one school to another. My previous research on contextual factor that impacted school organisational learning practices in Indonesia (Bawulang, 2009) indicated that although government factors such as policy and political intervention on schools remain the major factors that impacted schools organisational practices, there is an indication that internal organisation factors such as leadership and issues on interpersonal relations (i.e. trust, collaborative climate) are also determinant to organisational learning practices. This previous research, together with the work of others works (Csizmadia, Enders, & Westerheijden, 2008; Kelly & Amburgey, 1991; Stokes-Thompson, 2002) have illuminated contextual facets that are critical in understanding the context of organisational practices. Nonetheless, to large degree, those works represented deficit views of organisation where organisation is perceived as objects to more powerful subjects such as political power of government, or marketplace competition. Even though some (Barnett & Carrol, 1995; Bawulang, 2009; Finstad, 1998) have attempted to explore internal facets of organisational change and learning practices, this scholarly works left critical yet remained unanswered inquiry. Despite the –seemingly unavoidable- deficits

features of organisational context due to (partially) negative influence of external factors, what are the local conditions that are potential to be co-constructed or co-reconstructed through positive and appreciative relational approach that can foster organisational capability as the schools are adapting to systemic change? This critical inquiry is posed in this research as the second research question. After posing this question, the next thing equally important is the *how* - the process of change. I will focus on exploring the relevant literature about the process of change.

### **3.4.2.3 The Process of Change**

The change process involves actions taken during the implementation of planned change (Fullan, 2007; Walker et al., 2007). A classic model of change focusing on the process can be dated back to the work of Lewin (1945, 1972) who claim that in order to succeed change process must go through three phases: unfreezing, moving, and freezing. According to Lewin (1947), the initial step of change effort is to discard old behavior so that old behavior can be adopted and this phase was called “unfreezing” which was basically the phase of destabilizing the equilibrium (Burnes, 2004). The second phase in Lewin’s model is *moving*. This is the phase where the planned changes are put into action. Given that future possibility is hard to predict, the *moving* phase often becomes a trial and error process (Lewin, 1947). The third phase in change process according to Lewin is *refreezing*. This is the last phase in which the new behavior will be set as the new equilibrium state (Lewin, 1947). Therefore, in this phase organisations are challenged to undergo changes in organisational culture,

norms, policies and practices (Cummings & Worley, 1997). Schein (1996) however reminds that in order to be at the new equilibrium state, the new behavior must be congruent with the behavior, personality and environment of the change target otherwise the change will only lead to disconfirmation.

Lewin's theoretical model of organisational change has been considered as a seminal work that has a general validity (Mezias, Grinyer, & Guth, 2001) and it has been adopted as the basis for other theoretical model of change (e.g. Armenakis & Bedeian, 1999; Galpin, 1996; Kotter, 1995; Mezias et al., 2001) and it continues "to be a generic recipe for organizational development" (Weick & Quinn, 1999).

However, the model is heavily critiqued as based in mechanistic assumptions (Dawson, 1994; Garvin, 1993; Kanter, Stein, & Jick, 1992; Stacey, 1993, 2010). Lewin's model is lacking an explanation about change dynamic that cannot be easily explained using the planned, fixed, and in sequential order of change. Some aspects of change dynamic are missing. For example, those related to the proposed research such as personal and collective resistance to organisation imposed change on schools and how different individuals orchestrate or synchronize their differences to eventually form a 'collective mental model' (Mezias et al., 2001; Senge, 2006) toward change as the base for building their organisational adaptive capacity are missing from the Lewin's widely applauded framework. Mezias et al., (2001) maintain that to be effective organisation, individuals in organisation have to harmonise their behavior

in a manner that result in achievement of valued goals. Therefore, the inquiry about individual and collective mental model as an effort to build organisational adaptive capacity is fundamental as Mezias et al., (2001) argued “mental models mediate between the individual actions and environmental stimuli [or change forces], they are central to understanding adaptive behavior” (p.73).

Another seminal work on change model theory was the work of Berman and his colleagues during a series of big project conducted by RAND in United States (Berman, 1977; Berman & McLaughlin, 1974; Berman & Pauly, 1975). This model presented a model of change process that substantively consists of three phases: *Support*, *Adaptation (Implementation)*, and *Incorporation*. The support phase emphasises the roles and the political will of the actors within the local policy system to support the change initiatives. *Adaptation* or *Implementation* is the phase when the prescribed change is operationalised in schools. This involved the identification of changeable and unchangeable characteristics of the organization that comprises four sets four sets of variables: initial project characteristics, initial institutional characteristics, institutional characteristics that have been altered by the change project, and support levels. *Incorporation* phase is when changes are expectedly to happen as “part of routinized behavior of the institutionalized system” (Berman & McLaughlin, 1974, p. 17).

Berman's effort to develop a conceptual framework of school change concluded with a key proposition that any attempts to understand the change process in school should be directed toward understanding the implementation of change initiatives within the school because each institutional context is highly variable (Berman & McLaughlin, 1974). Indeed, the whole project funded by RAND (Berman, 1977; Berman & McLaughlin, 1974; Berman & Pauly, 1975) concluded that effective change implementation were characterised by a process of organizational adaptation and that local factors are still important determinant factors to change initiatives (McLaughlin, 1990). This conclusion asserts that there is no such thing called unified framework in understanding the dynamic of school change and that every context is different and demonstrated contextual features that always impact organizational effort in adapting to change (Bawulang, 2009). This conclusion strengthened the rationale for doing this study that focus on the contextual factors of schools in adapting changes.

Despite their claim to be different from the existing change model at that time (for example, Lewin, 1947; Rogers, 1962; Sarasson, 1976), essentially, Berman's depiction of school change was another form of mechanistic approach to change similar to that of Lewin's linear model of change (Lewin, 1947). Nevertheless, one of the key concepts of this change model that change is a *mutual adaption* (coined through the series of RAND research project) has a high degree of relevance with the

concept of co-construction and organisational consensus around change emerged in the current study.

The last model that has relevancy with this study, and in fact this model is used as a theoretical comparative guide to the discussion of the finding in this thesis (see chapter 8), is a model proposed by Fullan (1993, 2007). In his theoretical model of change Fullan, mimicking Berman, depicted that change consist of three phases: *Initiation*, *Implementation*, and *Institutionalization*. These three phases are substantively similar to the model of Berman (1974, 1975, 1977) and even resembles the characteristics of Lewin's classic model of change (1947). The only slight difference is in the way Fullan put more attention on the assertion of non-linearity of change process. Fullan's (2007) assertion that change "is not a linear process" but rather a "continuous interactive" process (p.67) and that "change is a process not an event" (p.68) resonates with the model resulted from this research (see chapter 8).

Despite his bold argument on the change as a non-linear process, Fullan (2007) seemed to be trapped in thinking that change is "an event" that has observable milestone, which then sounds to be self-conflicting with his own theoretical assertion. Fullan (2007), for example commented:

The total **time frame** from initiation to institutionalization is lengthy, even moderately complex changes take **from 2 to 4 years** with larger scale efforts **can take 5 to 10 years**, with sustaining improvements still problematic (p.68) (emphasis added).

Drawing upon the view of change as demonstrated in the abovementioned theories, this study attempted to sharpen the view of looking at the change process as a dynamic and rather chaotic process and not as a series of events that can be bounded in a time series prescribed modelling. Therefore, a concept of 'mutual adaptation' (Berman, 1974) in this research is expanded not only in terms of adaptation the participants as the object of the research to the imposed change while positioning the researcher away from the object, but also the immersion of the researcher in the co-construction process of theorising participants adaptation to change. In later chapter of discussion (chapter 8), I argue that change is a social co-construction process that starts with a process of "socialisation". This terminology is deliberately used in this thesis as it emerged from the participants to denote the process of 'preadoption' (Berman & McLaughlin, 1974). In addition, the word, 'socialisation' resonates the paradigm of change as a social construction through which members of a social group, in this case schools, needs to develop collective understanding about change in the first place before they, collectively committed to change agenda.

The collective commitment to organisational change, however, emanated from and is centred at the personal change because organisation will not change unless the individual in that organisation is changing (Malone, 2001). Accordingly, Senge (2007; 2006) maintained that unless individual learn [thus change] then organisation can learn [and

change]. However, drawing upon Morgan's (2006) metaphor of organisation as a living organism that consists of interdependent part that built the whole open system, Senge (2006) reminded that these individuals are interdependent. In this thesis the notion of interdependency supports the relational constructionism worldview applied in this research (see Meta-theoretical description in Chapter Four). It is in this context the term socialization process of change is adopted from the data to denotes the interwoven process between individuals as an antecedent to collective – organisational change. I will now discuss some theoretical insights related to individual in organisation change.

#### **3.4.2.4 Individual Change**

Any attempt to understand changes in organisations need to address the issue of how individual reacts to changes (Oreg, 2006; Oreg & Sverdlik, 2011; Oreg et al., 2011; Oreg et al., 2008). Gergen (1985) argued that we modify ourselves in response to our social contexts and therefore both self-modification and the nature of the social context are critical. Understanding individual 'self-modification' will be the very first starting point to comprehend the final result as a collective modification. In other words, understanding individual change is an integral part of understanding the broader concept of social constructionism. Pertaining to schools' change, Melville (2012) argued that to foster change in schools, understanding the meaning held by individual is important. In the context of imposed change, individual willingness to change is the key for the change to happen because individual who are resistant to change are less

likely to voluntarily commit to the imposed changes and more likely to form negative attitudes to any changes imposed on them (Oreg, 2006).

Individual reactions to change have been the focus of numerous studies (Armenakis, Berneth, Pitts, & Walker, 2007; März & Kelchtermans, 2013; Nov & Ye, 2008; Oreg, 2006; Oreg & Sverdlik, 2011; Oreg, Vakola, & Armenakis, 2011; Oreg et al., 2008; Walker et al., 2007; Wanberg & Banas, 2000). These studies attempted to figure out the factors that influence individual's willingness to and capacity to change in alignment with organisational changes. The commonalities and the main findings of these studies is that personal attitude toward changes are different among individuals and this personal attitude determines individual responses to organisational changes.

The factors and variables have been identified in those studies, for instance, are personal resilience that specifically referred to self-esteem, optimism, and perceived control (Wanberg & Banas, 2000). Wanberg and Banas (2000) found that those with personal resilience (self-esteem, optimism, and perceived control) are more open to change. It is also found that context-specific variables (information received about the changes, self-efficacy for coping with the changes, and participation in the change decision process) were also determinants to the level of individuals' willingness to change.

Relevant to the notion of imposed changes (i.e. through government policies in the case of this research), some earlier studies have revealed that individual reactions to being imposed on are different in

terms of acquiescence, ranging from unconditional compliance to resistance (Cialdini & Goldstein, 2004; Den Hartog, De Hoogh, & Keegan, 2007; Oreg & Sverdlik, 2011; Oreg et al., 2011). Studies on individual reactions toward organisational changes conclude that there will be some degree of internal conflict within individuals in dealing with organisational changes. The studies investigating this individual ambivalence, however, neglect the question of how those individuals with different perceptions about and reactions toward changes orchestrate their different views about changes. This is important because it is individual that constitute an organisation. How different individual proceed to co-construct the organisational consensus as to what best organisational strategies can be drawn to implement imposed changes with minimum internal organisational conflict is missing in the current accessible literature on school changes. This missing spot is important since systemic sustainable change in schools can only be fostered if these individuals are willing to continually learn together (Senge, 2006; Stoll, 2010).

At this point, I have made clear the context of global forces on education and I located the that global forces in the context of Indonesia, I argue by presenting actual cases in education that as a developing country Indonesia is not free from global forces enforced by international donors organisations and as a consequence, policies including education reform have been constructed under the influenced by the global forces. I have also clarified my position toward the notion globalisation forces by

underlining the need to advocate local voices (people in schools) in shaping the schools in their respective context.

### **3.5 Summary of Chapter Three**

In this chapter I have discussed four main points. The first section described the context of school change in the context of globalisation. It aims to highlight the globalisation forces on schools and systemic education reforms in Indonesia. It argues that changes in schools are not a mere result of local social action and isolated from wider social context. Indeed, schools and education in general are in continual flux as it shaped and forced by wider social phenomena called 'globalisation'. In this section I highlight that educational policies and changes in many countries have been directed to respond and meet the globalised template for education reform that is framed within the global market ideology underpinned by human capital rationalisation (Daun, 2005; Vongalis, 2004; Zajda, 2009, 2005; Zajda & Rust, 2009). Therefore, to be able to holistically understand what is happening in the schools today it is important to understand the underlying change forces in the wider global context.

In the second section, with reference to Indonesia, I exemplify the manifestation of the globalisation forces in education through policies and reform initiatives. It aims to illustrate how such a global force is inescapable by developing countries. In Indonesia, the impact of market-driven globalised model of education is exhibited through reform initiatives policies such as school-based management, school categorisation policy, high-stakes testing, teachers' professional accreditation, and, the national

standardised curriculum. In this section, these policies and programs were briefly reviewed to provide an initial insight on the nature of schools governed by national education system in Indonesia underpinned by global pressures. This section substantiates the rationale why schools need to develop organisational adapting capability to be successfully operating within such education system.

In the third section, some organisational theories relevant to this study were visited to illuminate theoretical significance of this study. The theoretical insights in this section were used as guidelines in constructing research questions. However, since this research is not an attempt to examine theories, the theories presented in this section are not meant to be the framework for the analysis even though some theories might be relevant thus revisited in the analysis in Chapter Eight.

This literature review has been conducted as an ongoing and iterative process from the planning to the conclusion stage and therefore some theories and literature are revisited in some other chapters when they are relevant, and *vice versa*, some content of this literature review are also informed by other parts of the thesis, particularly the findings.

In the next chapter I will explain the methodology of this research.

## CHAPTER FOUR: METHODOLOGY

### 4.1 Introduction

Previous chapters have introduced the context, the aims, and the literature review that shed some light on the journey of this research. This chapter describes the overall procedures that have been undertaken in this research. The aims of this chapter are twofold. Firstly, to present the meta-theoretical perspectives and the methodological framework that have guided the process of this research; and secondly, to explain how the meta-theoretical assumptions and the methodological framework were enacted in this study.

### 4.2 Meta-theoretical Perspectives and Methodological Framework

#### 4.2.1 Overview

As introduced in Chapter One, this research aims to explore the dynamic changes in schools when they are adapting to changes in the context of education reform in Indonesia. To realise this aim this research was designed to explore three dimensions of organisational change dynamic: *context*, *content*, and *process of change*. In addition, a question about implication of the result was also raised. The research questions posed as guidance are as follows:

#### **Context:**

1. In the context of school reform in Indonesia, what are the change forces on schools originated from macro context, meso context, micro context?

**Content:**

2. What are the changes in the schools as they are adapting to the changes forces originated from the three contexts (macro, meso, micro)?

**Process:**

3. How have schools been adapting to those change forces?
4. What are the enabling practices and internal conditions affecting the schools in the process of adapting to change?

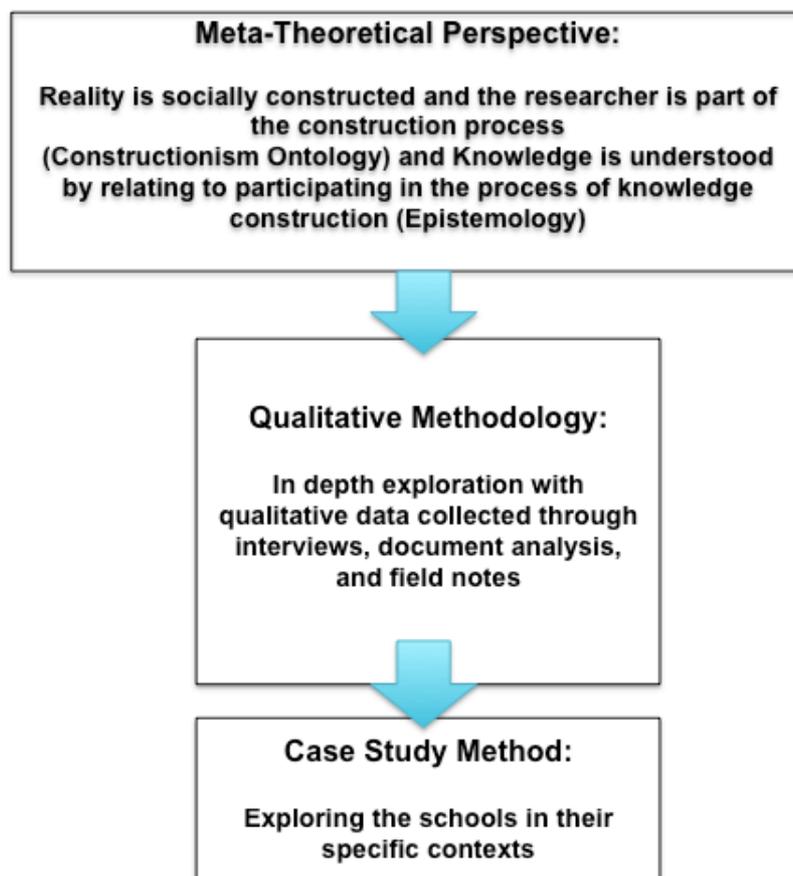
**Implications:**

5. How might the enabling practices be leveraged for systemic change?

To achieve the aim and answer the research questions, the methodological framework designed as follows:

At the meta-theoretical level, I chose the constructionist ontological perspective as a lens to explore the nature of realities encountered in this research. With this ontological position, I see the knowledge and [social] realities are results of social interactions. This suggests that in order to understand the socially constructed realities, a researcher is required to immerse and relate him/herself to the context as his/her 'ways of knowing'. Therefore, in this research *knowing through relating* is adopted as epistemological perspective.

In terms of the nature of research aims, the forms of data, and the way this research was carried out, this research applied qualitative methodology. Since I aimed to explore cases in specific context in depth, case study was chosen as the method of exploration. Data were collected through documentation, individual interviews, focus group interviews, and researcher's field journal. These data were analysed by applying various qualitative procedures that encapsulated in three main processes of *coding, categorising, and concept identification* (Lichtman, 2010). This methodological framework is illustrated in the Figure 4.1 below:



**Figure 4. 1 Methodological Framework of the Research**

Each component of the methodological framework is explained in the following subsections.

#### **4.2.2 Meta-theoretical Perspectives**

Research is bound in a set of beliefs that dictate and influence three fundamental aspects of research in relation to the questions of “what should be studied, how research should be done, and how results should be interpreted”. This set of beliefs are referred to as a *paradigm* (popularised by Kuhn, 1970), *intelligibility nucleus* (Gergen, 1997a) *research orientation* (Alvesson & Sköldberg, 2000) and perspective (Cox & Hassard, 2005). At a meta theoretical level, research is guided by two fundamental assumptions namely *Ontology* that explains the nature of reality, and *Epistemology* that explains the ways of knowing and how the knowledge has been constructed (Bryman, 2015) . To provide a definitive boundary between these two meta-theoretical concepts is difficult because in fact this has been a subject of debate among theorists (Lincoln, Lynham, & Guba, 2011). Crotty (1998), argued:

Ontological issues and epistemological issues tend to emerge together...[thus] it would seem preferable to retain the usage of ‘theoretical perspective’ and reserve the term ‘ontology’ for the occasions when we need to talk about ‘beings’ (p.10-11).

Hosking (2005; 2010) seemed to be collapsing the two meta-theoretical concepts into one space by arguing that the two are interwoven. For others (Blaikie, 2007, 2010; Bryman, 2015; Creswell, 2007; Guba & Lincoln, 2005) ontology and epistemology are two distinct terminologies that deal with different concepts. Indeed, the concepts of

metaphysical beliefs about the world will always be a debatable, contestable, incommensurable issue (N. Denzin, K. & Y. Lincoln, S., 2011; N. K. Denzin & Y. S. Lincoln, 2011; Guba & Lincoln, 1994, 2005; Lincoln & Guba, 2000).

Given the nature of seeming incommensurability of these meta-theoretical concepts, in this research I use the term meta-theoretical perspectives to explain the nature of knowledge and the way of knowing. Having said this, my focus in this section is not onto the debating the concepts but more on how some particular meta-theoretical concepts were adopted to guide the whole process of this research. My position in this research is grounded on the notion that there are many realities and as the researcher, I become integral to the co-construction of knowledge. Therefore, I position this research in a paradigmatic territory called social constructionism (Berger & Luckmann; Gergen, 2003a, 2003b) as my meta-theoretical position.

In what follows, the meta-theoretical position that comprises ontology and epistemology I have taken to this research is elucidated.

#### ***4.2.2.1 Constructionism as Ontology***

Framing ontology, where it pertains to this study, requires a decision about the nature of social entities, whether social entities, should be considered as independent realities (objectivism) or as socially constructed (constructionism) (Bryman, 2012). Objectivism asserts that social phenomena and their meanings are independent of social actors. In organisations, for example, people are viewed, as entities that are

independent of their organisational rules and structures. Thus, according to objectivism, the meaning of those organisational rules, structures, and any other organisational elements are independent of the people – the social agents- and the meanings are inherent in those elements rather than constructed by the social agents (Bryman, 2012, pp. 32-33).

This study is not focused on looking at the people and the organisations as two different realities that are independent of one another. Instead, it focuses on looking at how people who inhabit the organisations make meaning of their organisational realities as an integral part of their construction of knowledge. From the constructionist standpoint, organisation rules, structures, and any other organisational elements such as management aspects, resources, or organisational procedures, are product of social construction process through which the people – social agents- construct meaning in those elements. To put this in the context of this study, as the people in the two schools are adapting to imposed changes from various social agents (i.e. governments and communities), it was the people in the schools who decided and constructed ‘what do the change forces mean to them’.

In other words, the focus of this study has been on the realities co-constructed by the research participants in their locality<sup>8</sup> of organisations.

In essence, the focus of this study reflects constructionism; an ontological position that claims there is no inherent meaning in objects because meanings are (co)constructed (Crotty, 1998; Gergen, 1997; Nightingale & Cromby, 2002). Bryman (2012, pp. 33-34) explained:

The social order is in a constant change.... [it] continually being established, renewed, revoked, revised.... Constructionism essentially invites the researcher to consider the ways in which social reality is an ongoing accomplishment of social actors rather than something external to them and that totally constraints them.

Central to constructionism is the concept that there is no knowledge without social interaction, and reality is a socially constructed in which meaning and properties of knowledge represent social consensus (Gergen, 1978, 1997a, 1997b). This social consensus can only be made possible through relational co-constructing process among the social actors (Bouwen & Hosking, 2000; Hosking, 2010, 2011). As Mauthner and Daucet (2003) maintained:

[T]he core idea of a relational ontology in which conceptions of the separate, self-sufficient, independent, rational 'self' or 'individual' are rejected in favour of notions of 'selves-in-relation' or 'relational beings'. Human beings are viewed as interdependent rather than independent and as embedded in a complex web of intimate and larger social relations (p.422).

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<sup>8</sup> The terminology *locality* is also illustrated as macro vs micro unit of realities by Hosking (2005), or context of change by Chia and Tsoukas (2002).

As an ontological perspective, constructionism is not a concept with single meaning. In fact, it is a spectrum that consists of a wide array of school of thoughts that Gubrium and Holstein (2008) illustrated as mosaic and remains debated (Hacking, 1999; Parker, 1998). Bryman (2012), for example drew attention to distinguish constructionism and social constructionism, where the prior relates to the nature of knowledge while the latter refers to the social world, social objects and categories that are socially constructed (p.33). To others (see for example Gergen, 1997a; Hassard & Cox, 2013; Nightingale & Cromby, 2002), the two terms are used to be interchangeably. Hosking (2005) elucidated the split between constructivism and constructionism by outlining three different discourses: *entitative*, *constructivist*, and *critical relational constructionist*. While the first one represents the positivist view (Guba & Lincoln, 1994), thus is less relevant to this research; the second and the last are the discourses that need further exploration in this chapter to justify my paradigmatic position.

Constructivism was a concept of knowing which was predominantly developed by western psychologists (e.g. Mead, 1934; Piaget, 1954). According to Hosking (2005), constructivism, focuses on the ability of human mind as the locus of 'knowing'. It claims that people "do not know and cannot know the world as it really is. Rather, the mind 'combines what is in the head, with what is in the world'" (Hosking, 2005). Based on this view, the knowledge construction predominantly occurs in the mind of the agent or the knowing mind of the subject – in this case, the researcher. As this research intended to explore the dynamic of schools in particular

context, using constructivism with its emphasis on the role of the researcher as the sole knowledge producer agent would have limited my research. Therefore, constructivism was not taken as the meta-theoretical standpoint for this research.

This study focuses on organisational practices in process of continual change. The notion of 'change' in this research is construed as "constitutive of reality...obtained through interaction" (Tsoukas & Chia, 2002, p. 567). People in schools or social actors in this context, are required to adapt to an alternate constructions of realities including government regulations and other societal forces imposed on their organisation. As a social group they were collectively co-constructing organisational practices in adapting to the realities that forced them to change. In practice, based on my reflection on the data in this research, this process often occurs in the cycle of *co-construction*, *co-deconstruction*, and *co-reconstruction*. The changes within the schools in this research then can be seen as the result of this cyclical ongoing process of the social actors in the schools. The school society collectively co-constructs, co-deconstructs or co-reconstructs organisational practices in ways that are adaptive to the imposed or directed changes.

Organisational practices of adapting to change, based on this understanding, is an ongoing process of *co-construct*, *co-deconstruct*, and *co-reconstruct* of emerging realities. These principles are therefore used as the basis to understand the central phenomenon explored in this research: Organisational practices in adapting to changes

In the case of this research, Bryman's split between constructionism and social constructionism becomes relevant and important as means by which I can clarify the position and the locus of the reality that is *constructed*. Constructionism emphasises the locality, institutional context, interaction between people and the way individual meaning making about things within this local occurs. Whereas social constructionism still focuses on the collective interaction in broader global context (Bryman, 2015). In other words, although both are "antithetical to objectivism" (Bryman, 2012, p.33) this split, in itself, leaves a transitional space, by which, one becomes interdependent of the other. In this sense, Bryman's point clarifies that central government regulations are discursive realities that were constructed in bigger social domain than the school, thus, they are social constructions. Whereas the focus of understanding, making meaning (implementing and adapting) of the regulations within the locality of schools, can be seen as within the scope of constructionism (locally constructed).

Such a distinction, however, could be overly simplistic. Because the term locality does not necessarily mean a smaller size of a social entity because it could mean "as broad as western, post-enlightenment constructions, and as broad as science" (Hosking, 2004, p. 264). Locality, borrowing freely from Hosking, in this research refers to the local-socially constructed- realities of schools' communities where this research was conducted. I focused on this specific 'local-cultural and local historical' (Hosking & Pluut, 2010, p. 61). Thus, I used the term constructionism to

refer to my ontological position and there are times in this thesis when I used the term social constructionism to emphasise the sense of school communities as social entities.

#### **4.2.2.2 *Knowing Through Relating: An Epistemological Perspective***

The epistemological position concerns “the nature of knowledge and the process by which knowledge is acquired and validated” (Gall, Gall, & Borg, 2007, p. 15).

This research is about understanding realities in social groups called schools. The aim is to explore the social interactions in these specific social settings, understanding process or experiences and working through the social constructions of the research participants (Blaikie, 2010; Goldkuhl, 2012; Merriam, 1992; Symon & Cassel, 1998). Along the way of the journey of this research, I have come to a realisation that the ‘realities’ which initially I was hoping to be there, in my research setting, are not static entities to be readily collected and investigated. Rather they are a result of dynamic interactions between the participants and myself as the researcher. There is an inescapable space where I cannot detach myself from the reality I am intended to understand. As Skolimowski (1992, p.20) argued “We always partake of what we describe”. In other words, the knowledge of reality is eventually co-created by the researcher and the research participants as *co-constructor* or in Reason’s (1994, p. 262) words “ [it’s ] a product of the dance between our individual and collective mind and ‘what is there’ the amorphous primordial givenness of the universe”. The ‘dance between’ is understood as an

abductive process (Thomas, 2010) of co-constructing the meaning with the participants. So the meaning is constructed through processes of relating and this is always where it is (in the social processes of relating). Having said this, it is clear that my focus is on the human interaction in the process of knowledge construction. The reality is viewed as more of a process and less as a product. In other words, I construed 'relating' in multiple dimensions (i.e. researcher with participants, theory to other theory, agencies – to structure, and other emerging relating phenomena in this research) as the way of knowing (Hosking, 2005, 2006; Hosking & Pluut, 2010).

### **4.3 Appreciative Inquiry as an Approach**

#### **4.3.1 Appreciative Inquiry**

As I have argued in the literature review chapter that there are so many theoretical approaches to understanding change process (see section on the process of change in chapter 3). Many of these, however, fall epistemologically into the realm of positivistic view where *change* tended to be viewed as a linear, objective, and procedural event that is moving toward a single and planned reality (see for example, Armenakis & Bedeian, 1999; Lewin 1972). To be consistent with the constructionist ontology that bases this research, I adopted Appreciative Inquiry as part of methodological approach in this study. This ontological rationale was also based on the premise that there is an urge to understand the school change by advocating the strength of each school in their context (Fullan, 2007). To advocate this, people need to appreciate their own strength and

potential and collectively build their knowledge into organisational knowledge and capability. To facilitate this effort, in this study I applied Appreciative Inquiry as a possible option to approach to co-constructing the knowledge of how the schools' best practices in adapting to change can be leveraged for adapting systemic change the schools are facing due to the external forces. The knowledge of Appreciative Inquiry as operational knowledge needs to be built upon content knowledge about the organisational change in particular the concept of adaptive capacity and psychological theories of human behaviour in dealing with change. This theoretical knowledge about change is crucial in order to comprehend the complex phenomena of schools' change.

Appreciative Inquiry (AI) as an approach for organisational change and development was introduced by Cooperrider in 1980 as his doctorate research project (Cooperrider, Whitney, & Stavros, 2008). The very basic principle of AI perhaps had been adopted from heliotropic principle where living things will move toward what gives them life and energy (Easterby-Smith & Araujo, 1999; Kerka, 2003). Cooperrider et.al (2008, p. 19) assert that in its character organisations are "heliotropic" in which organisational actions have an "automatic" or natural tendency to move toward of the desired image of the future. In its application, AI is a cooperative endeavour and systematic discovery of the strengths, passions and life-giving forces that are found within people and organisation, in particular when they are most effective and constructive to foster positive change and create the desired future (Easterby-Smith, Crossan, & Nicolini, 2002;

Levitt & March, 1988). AI is more than a tool, technique, or intervention for organisation change (Levitt & March, 1988), it is fundamentally a shift of thinking from problem oriented lens that look at organisation as a “problem to be solved” into a new perspective that perceive organisation as “solution to be embraced” (Cooperrider et al., 2008, p. 5) or put it simply, as van Buskirk (2001, p. 67) noted, AI focuses people attention on “what is possible rather than what is wrong”. Cooperrider, et. al., (2008, p. 3) define AI as:

The cooperative co-evolutionary search for the best in people, their organizations, and the world around them. It involves the discovery of what gives ‘life’ to a living system when it is most effective, alive, and constructively capable in economic, ecological, and human terms”.

As a new emerging art and science, holistic theory and practice, and practical philosophy and change process (Levitt & March, 1988), AI is anchored and revolved around five key principles: *constructionist, simultaneity, poetic, anticipatory, and positive* (Cooperrider et al., 2008) as briefly presented in the following sections.

#### **4.3.2 Constructionist Principle**

The ontological foundation for AI is of social constructionism in which language, knowledge and action are integrated and that organisations are perceived as the outcomes of the social interaction (Boje, 1995; Fiol & Lyles, 1985). According to constructionist principle, meaning, identity and order are established in relational process through the use of language. Descriptions and explanation, to this view, “are the result of human coordination of action” and therefore language and

relationships are the fundamental apparatus for building organisations and to larger context, “creating realities, meaning, and social order” (Boje, 1995, p. 315). This constructionist principle has been largely influenced by the work of Gergen on social constructionism (Gergen, 1995, 1997, 2003a, 2003c, 2009). Gergen (1995) argued that passionate engagement, change-oriented practices, dialogue, imagination of future and mutual respect of assumptions are the optimistic practices underlying social construction. According to social constructionism concept, organisation is viewed as a living system that grows and change organically and it has been useful concept used to understand the complexity of change forces in schools (Fullan, 2012).

#### **4.3.3 Simultaneity Principle**

As suggested by its name, the principle of simultaneity is a belief that learning and change occurs simultaneously (Cooperrider et al., 2008). Inquiry, according to this principle is intervention that leads to positive dialogues. Therefore, the questions asked are critical to the process of discovering what best in people and organisations. Cooperrider et.al. (2008, p. 9) reminded that the questions are important to set the stage for the discovery of the seeds of change that are implicit in what “people think and talk about, the things people discover and learn, and the things that inform dialogue and inspire images of the future”. In support of this principle, Adams (2009) posited that the extent and the positive quality of dialogue and interactions are determined by the positive questions we ask. The essence of the simultaneity principle, therefore, is the positive linearity

between the inquiry and the change we are looking for. In other words, if the reality of change is not the one we desired, then we are likely not asking the right questions, thus we need to change the questions (Adams, 2009; Elkjaer, 1999).

#### **4.3.4 Poetic Principle**

Poetic principle of AI is built upon a metaphor that human organization is an “open book” that consists of organization’s stories of the past, the present, and the future as sources of learning, inspiration and interpretation (Cooperrider et al., 2008). The learning process from this principle lies in how all members express and appreciate the richness of their interpretation of those stories. The collective stories are interpreted and respected and use them to build the positive image of organisation to drive the change they aspired.

In this research, this principle was applied during the focus group interviews. During which participants share their personal stories and link those stories to their collective organisational practices.

#### **4.3.5 Anticipatory Principle**

Cooperrider, et. al. (2008, p. 9) argued, “the most important resource for generating constructive organisational change or improvement is collective imagination and discourse about future”. The clear image of the future created through collective imagination then will be the guide and the source of energy for current actions of organisations to change and move forward. The Anticipatory principle is a forward projection and positive anticipation that makes future perceivable and

inspire the present with hope and guidance (Lundberg, 1995). This principle was applied in the interviews –both, individual and focus group, in particular when participants were asked about their aspirations to develop better organisational practices in adapting to change.

#### **4.3.6 Positive Principle**

The guiding philosophy of AI is that organisations as social institutions is human construction through the process of social interaction (Boje, 1995; Fiol & Lyles, 1985). To be constructive, human interactions should be focused on generative aspects rather than deficit-based perspectives (Easterby-Smith et al., 2002). The application of critical social science however, has created what Gergen (1996, p. 148) called as a “broad cultural enfeeblement’ producing ‘vocabularies of deficit’ and unfortunately this had become the basis for the construction of the reality. As the result of this deficit-culture orientation, Organisations have learnt “how to be deficient and problematic” because people in organisations have become experts in looking at what is wrong (Easterby-Smith, et.al, p. 191). Marquardt (1995) posits that the words are metaphors for concepts that define people attitudes and behaviors, structures, and concepts. In agreement, Kouzes and Posner (2007) argue that our words conjure images of the creation we expected and the way people behave. The positive principle of AI approach offers new perspective by focusing on the strength of organisations and aspiring positive possibilities and truly hopeful to create the reality the organization really desired (Cooperrider et

al., 2008; Easterby-Smith et al., 2002; Edmondson & Moingeon, 1998; Gorelick, 2005).

The concept of AI, originally was developed as an intervention method to organisational change (Cooperrider & Srivastva, 1987). In its application, AI is applied as a series of actions in a framework known as 4D cycles - *Discovery, Dream, Design, Destiny*- (Cooperrider, Sorensen, Whitney, & Yaeger, 2000; Cooperrider et al., 2008; Watkins, Mohr, & Kelly, 2011). The framework is briefly presented in the appendix V.

Researchers have used this approach to explore transformative aspects of research subjects (on personal level or organisation) that could drive positive change and improve best practices (Bushe & Kassam, 2005; Chapman & Giles, 2009; Giles & Alderson, 2008; Giles & Kung, 2010; Willoughby & Tosey, 2007). As explained in the preceding chapter, this research is an exploration of change process in schools. In this research the guiding principle of Appreciative Inquiry that the change happens at the moment we pose our inquiry (Bushe & Kassam, 2005) is reflected in the structure of research questions and the interview questions. In general, its principles are used as a positive way of looking the reality in schools.

As a global phenomenon, educational restructuring under neo-liberalism ideology can be viewed from different perspectives and there is no single theoretical perspective or approach that is considered superior to others (Ampuja, 2015). However, learning from my personal experiences working in the field of education as a practitioner, consultant, and as a

government employee in Indonesia, I believe that focusing on *what is the best* is more contextually appropriate rather than figuring out the problems.. This has been the main reason why Appreciative Inquiry approach was used in this study.

#### **4.4 Qualitative Methodology**

Methodology is “the strategy, plan of action, process or design lying behind the choice and use of particular methods...” that facilitates the researcher to achieve the desired outcomes (Crotty, 1998, p. 3). In other words, it is the purpose that drives the methodological choice. The purpose of this study is to explore schools organisational practices in adapting to changes in the context of Indonesian education reform from the perspective of the participants through an in depth exploration. As such, this study was focused on understanding the making of meaning by posing open inquiries about phenomena as it occurred in a specific context. This study, therefore, applies qualitative methodology (Creswell, 2012; Lodico, Spaulding, & Voegtle, 2010). The use of qualitative approach is argued to enable the researcher to explore unexplained phenomena in context (Kervin, 2006).

#### **4.5 Case Study as Method**

Method is “the techniques or procedures used to gather and analyse data related to some research question or hypothesis” (Crotty, 1998, p.3). This research aimed at exploring organisational practices and processes in adapting to changes occurred in a specific context. As an in-

depth exploration of a specific context, this study is directed toward a comprehensive understanding of cases chosen for this study. As such, it is focused on constructing a contextual understanding of how things work in the this particular context (Stake, 2008, 2010). For this reason, case study was considered as the most appropriate method for this study since it facilitated the researcher to focus the inquiry into the complexity of the research context through thick and rich descriptions of multiple realities (Flyvbjerg, 2011; Simons, 2009; Yin, 2009). Simon (2009, p. 21) explains:

Case study is an in-depth exploration from multiple perspectives of the complexity and uniqueness of a particular project, policy, institution, programme or system in a 'real life' context.

Yin (2009) explained that case studies are driven by distinctive needs to understand complex social phenomena. Case study as one of the most often used qualitative methods has been argued as the method that enable a researcher to explore the depth of specific phenomena in its contextual localities through the use of multiple source of data (Denscombe, 2007; Mabry, 2008; Thomas, 2010, 2011).

As this study is aimed at co-constructing collective knowledge about the dynamic of organisational change process schools that were operated within diverse context of SES yet under a highly controlled national system, two schools that are contextually different in terms of geographical location and socio- economic background were purposively chosen for this study. Thus, this study can be categorised as a comparative case study (Baxter & Jack, 2008). It is important to reiterate that the decision to conduct this study as a multiple case study was not

based on the rationale of classical argument upon what known as 'scientific generalisability' of the result (see for example, Miles, Huberman, & Saldaña, 2014; Yin, 2003, 2009). It is rather aimed at capturing the potential contextual differences between the two schools. This has permitted me to understand the contextual issues in depth. As it has been argued that through multiple cases study the researcher can see the processes and outcomes across many cases, thus help the researcher to develop more sophisticated descriptions and more powerful explanations (Miles, Huberman, & Saldaña, 2014).

Having said this, I have to emphasise that the rationale for choosing case study method has been based on its strength as a method that "contribute to the cumulative development of knowledge" (Flyvbjerg, 2004, p. 432). This knowledge development also known as theory building, theory construction, grounding theory, and many other terminologies (see for example, Charmaz, 2011, 2014; Eisenhardt, 1989, 1991, 2002; Eisenhardt & Graebner, 2007; Morse et al., 2016; Stake, 2000, 2005, 2010; Strauss & Corbin, 1998). Indeed, the notion of co-constructing knowledge it is implied in the research questions is the paramount aims of this study. Case study method permits this knowledge – theory – construction by focusing on the depth of specific case and emphasizing the rigor of the research process (Eisenhardt, 1989), its value of richness of empirical descriptions of particular context of phenomenon (Eisenhardt & Graebner, 2007; Siggelkow, 2007; Weick, 2007). The use case study method to develop theoretical constructs and/or propositions and had

been applied by numerous scholars and in diverse fields such as group process (Edmondson, Bohmer, & Pisano, 2001), internal organization (Galunic & Eisenhardt, 2001; Gilbert, 2005) and tracking organisational strategy (Mintzberg & Waters, 1982).

It is critical in this section to put some notes on the 'scientific credentials' (Gobo, 2004, p.435) for the use of case study in this research. In particular, to address the notion of generalizability of case study result as it has been undervalued by the positivists schools for the use of non-probability method (see, Flyvbjerg, 2004; Gobo, 2004). I would argue that the debate about scientific credentials of a research must be based on the ground of the meta-theoretical perspective (ontological and epistemological nature) of each study. This is to say that what constituted 'scientific credentials' are different among those ontological and epistemological realms. This debate can be traced back as far as to some unresolvable philosophical questions such as 'what is a reality' or 'what constitutes a reality?' question of 'what is a reality?' (see for example, Gergen, 1994; Potter, 1996). While this meta-theoretical debate remains unresolvable (see for example, Angen, 2000; Burrell & Morgan, 1979; Guba & Lincoln, 1994, 2005; Lincoln, Lynham, & Guba, 2011), the conclusion is crystal clear that there is no one-size-fits-all meta-theoretical perspective that can be used as standard to measure the scientific credentials of all studies (Denzin & Lincoln, 2011). This suggests that technical notion such as sampling, representativeness, and generalizability of the present study as a qualitative case study that was

rooted in the ground of constructionist paradigm must be approached and understood from a different sphere from those of positivist school of thought.

While the concept of generalizability remains important in this study, it is understood “based on the idea of social representativeness, which goes beyond limits of statistical representativeness” (Gobo, 2004, p. 454). The idea of social representativeness in this study, to illustrate, is manifested by choosing two purposive sampling schools that represents two distinctive social features in order to understand the phenomena being investigated then construct theoretical proposition as the outcomes of this research. Strauss and Corbin (1990, p.191) maintained:

We are not attempting to generalize as such but to specify... the condition under which our phenomena exist, the action/interaction that pertains to them, and the associated outcomes or consequences. This means that our theoretical formulation applies to these situations or circumstances but to no others.

Generalization in case study like this is then perceived as particularization which is a full understanding and thorough knowledge of particular, recognizing it also in new and foreign contexts (Stake, 2000, p. 22). Stake called this kind of generalizability, “naturalistic generalization” (2000, p. 22). By ‘naturalistic’ Stake meant to emphasise that generalization is a natural process that occurred inside the readers through which the readers gain insight by relating themselves and reflecting on the rich descriptions presented in a case study. It is a natural

process where readers found that essence of a case that resonates with their own experiences. Stake, 2000:19) maintained:

“[C]ase studies will often be the preferred method of research because they may be epistemologically in harmony with the reader’s experience and thus to that person a natural basis for generalization”, and further that such naturalized understanding across cases is most likely to be had by the text “approximating through the words and illustrations of our reports the natural experience attained in ordinary personal involvement”

In other words, by applying naturalistic generalization in this research, I invited readers to apply ideas, and theoretical proposition developed in this study to their personal contexts. This standpoint has been drawing upon principles of the constructionism ontological root that chosen for this study that social world “is an intersubjective creation...recreated continuously by its participants as a result of their intersubjective understanding of it” (Williams, 2000: 89).

For this reason, in this research I have emphasised the essential quality of this case study research as a co-construction process of knowledge and theoretical proposition (Charmaz, 2011, 2014; Eisenhardt, 1989, 1991, 2002; Eisenhardt & Graebner, 2007; Gergen, 1978; Morse et al., 2016; Stake, 2000, 2005, 2010; Strauss & Corbin, 1998) that lies its strengths on the primacy of coherence within accounts rather than between accounts, and rejection of generalizability from one situation to another situation (Hellström, 2008, p. 322).

## 4.6 Research Sites and Participants Selection

This section outlines the procedures used to select research sites and participants. Before presenting the details, here are some general information about of the research sites and the participants of this study:

- a) This research was conducted in the North Sulawesi Province of Indonesia. The total number of Senior High Schools (henceforth is referred to as SHS) in this province was 197 with 62 schools have been accredited as National Standardised Schools (Disdiknas Sulawesi Utara, 2011). From these schools, two SHS were chosen as the research sites.
- b) To comply with ethical code of conducts that guided this research, all information that potential disclose or indicate the schools location or the participants are altered by using pseudonyms this includes the school name and the City or Town where the school located. The school located in rural area was called SHS Songland and the location is called *Singertown* (please note that this is not related to any characteristics of the place). Whereas the school located in metro area was called SHS Caporo and the location is called *Metroville*. The details are presented in the following subsections.

### 4.6.1 Research Sites

The two schools selected for this study are National Standardised School that have met the National Standard for Education. One of the schools located in Sangihe Island, which is the northernmost island of Indonesia and the other one is located in Metroville City (pseudonym), of

North Sulawesi Province. These schools are purposively chosen based on the purpose of the study that is to investigate the organisational practices of adapting to changes in two different contexts in terms of geographical situation (rural and urban) and socio-economic status of the school community (affluent community and economically disadvantaged community). Thus, this study applies purposive sampling through which the researcher “intentionally selects individuals and sites to learn or understand the central phenomenon” (Creswell, 2012, p. 206). More importantly, while there will be contextual differences between the schools, the fact that the chosen schools are certified as National Standardised Schools is indicative that the two schools are useful embodiment of organisation that has adapting capability to systemic change. The two sites are described later in this chapter.

#### **4.6.2 Site Selection Procedures**

The following criteria were developed for research sites:

- a) Both must be accredited as National Standardised Schools that represent good school according to the National Standard for Education.
- b) Both schools must have high students’ academic achievement as measured by the passing percentage in the National Examination for the last 2 years. They must be at least 95% passing rate.

Because the schools for this research are government organisations, the participants for this study were selected through formal

approach. I identified the potential schools from the school data desk available at Provincial Education Department of North Sulawesi Province. Following the identification of potential schools, a staff of Provincial Education Department who was in charge of information and relation to schools was approached and asked his assistance to send a letter about the intended research to potential schools. This person in charge is the 'gatekeeper' (Creswell, 2012, p.211) for communication with the potential schools. Two schools were identified that best fit with the criteria and relevant with the aims of the study. One school represents schools in rural area that often associated with economically disadvantaged community, and another one represents schools in urban/metro area with affluent schools community.

The letters explaining the general information about the research were sent to the selected schools. Positive response returned from the schools in relatively short time. I then arranged a visit to each school to meet the principals and potential participants in person and explain the research in more details. In this meeting, I asked teachers and principals to participate as interviewees and distributed the consent forms and explained their rights in terms of research ethics.

#### **4.6.3 The Participants Selection Procedures**

##### ***4.6.3.1 The Participants for Individual Interviews***

The participants for individual interviews at each school are the principal (1 person), senior leadership representative (2 persons), teachers (5 persons) and administrative staff (2 persons). So, in total there

were 20 participants for individual interviews. The participants for interviews, were recruited with the help of the principal of each school to be 'the intermediary person' (Bloor, Franklan, Thomas, & Robson, 2002) who informed the teachers about the intended research based on the information letter I sent to them. As Indonesian culture prefer personal connections in communication (Whitfield III, 2011); recruitment through intermediary person was considered more appropriate for this research. From the candidates who voluntarily nominated themselves to participate, I selected the participants by considering the representativeness of their existing diversity in each school (i.e. subject-based group, gender, etc.).

#### ***4.6.3.2 The Participants for Focus Group Interview***

To have more homogenous participants in terms of common experience with the topic under investigation (Carey & Asbury, 2012), focus group interviews were only conducted with teachers. Homogeneity is important in focus group in order to avoid conflict among different participants (Carey & Asbury, 2012) thus the discussion will be more effective (Lodico, et. al. 2010). Moreover, as the leadership group and administration group normally consist of less people than teachers group, the participants for individual interview are considered representative for school leadership group and administration group.

To recruit the participants for focus group interview, the same procedure by using 'the intermediary person' (Bloor, et.al, 2002) as used in the individual interview was applied. From the candidates who

voluntarily nominate themselves to participate, I selected ten teachers at SHS Caporo and eight teachers at the SHS Songland.

For the richness of the data, the participants in Focus Group Interviews were deliberately selected from those who were not participated in the individual interview. Principals and senior leadership team (deputy principals) were not asked to participate in the focus groups interview to enable participants to be more open without risking their relationship with their superiors.

#### **4.7 Data Collection Methods**

A case study might employ many methods and sources of data (G. Thomas, 2011). Data collection methods employed in this research were:

- a) Individual interviews
- b) Focus group interviews
- c) Review of documents and records
- d) Researcher's field notes

The use of these different methods of data collection can enrich the insights and add to the validity and reliability of the findings through triangulation (Creswell, 2012; Yin, 2009). In the sections that follows each method is explained.

##### **4.7.1 Individual Interviews and Focus Group Interviews**

Semi-structured interviews were conducted for both individuals and focus groups in the two schools. Individual interviews are aimed at capturing in-depth individual perceptions. Individual interview is assumed

to be more comfortable for the participants (Creswell, 2012), thus it is expected that individual interviews serve as initial capturing of broad and general themes that later were used as prompts for the focus group interviews. Focus group interviews are needed as an effort to explore further the findings from the interviews within group settings. Focus groups “provide insights into the formation of views which cannot be so readily achieved via individual interviews” (Barbour & Schostak, 2005. p.42). This is particularly related to the degree of individual knowledge on their organization as a whole. In other words, focus group facilitates individuals to cross check, compare, and verify their individual views in a collective setting. In practice, the themes that emerged from individual interviews will serve as probing questions to explore further substantial data in the focus group interviews. In line with the notion of knowledge co-construction process, this focus group interview was also functioning as the moment where participants co-constructed collective knowledge on their organisation.

Data collection through interviews both individual and focus group in both schools took place during January and February 2014. Using an Appreciative Inquiry approach, I focused on the best of what was working in the organisation (Cooperrider et al., 2008). I found this was really helpful to improve the sense of trust between me and the people in school, participants in particular, thus minimising the issue of coercion during interview. The participants were so enthusiastic in sharing their experiences, thought, and knowledge related to the focus of this research.

They told stories reflecting on their own good practices and candidly talked about their reactions and responses toward the systemic changes being implemented in the schools as required by the central government and local government. The issues emerged when talking about change was mainly about the change related to the implementation of the new curriculum 2013, teacher professional certification, schools accreditation, and also the issue of directed changes imposed by government in relation to political circumstances. The interviews were semi-structured, meaning that the interview protocol used as the guidelines but the researcher have some degree of flexibility to add new questions as the interview is progressing based on the information given by participants during the interviews. The additional questions served as probing questions to dig out additional information as well as confirmatory questions to confirm and clarify information when necessary.

Before each interview, the participants were, again, made aware of their rights in relation to ethical issues including the assurance of confidentiality, their rights to withdraw, or refuse to answer any questions or comments, and their chance to review the final transcription before it is finalised and treated as data. Each interview was audio- recorded with the participant's permission. In individual interviews, there were several occasions where I needed to pause the recording when hinted by the participants as 'off the records' stories. I noted that although, as mentioned earlier, I adopted the positive approach of Appreciative Inquiry in all interviews, there were times where participants told the "off the records"

stories. Some participants thought that the interview was their opportunity to share their concern about organisational problems. To assure their rights on confidentiality, I told them that I will not record the information nor I will put any of those 'off the records' stories in my data. These 'off the records' stories are mostly heard from the teachers in the SHS Songland. The interviews produced a rich qualitative data that illuminated answer to the research questions guiding this research. From the interviews (individuals and focus group) some relevant themes emerged as key findings in regards to respective research questions.

#### **4.7.2 Documents**

Documents are important for case study as they substantiate and amplify evidence from other sources (Yin, 2009). I asked approval from the principals and also the teachers and administrative staff to access organisational documents that are relevant to the focus of the study. The list of documents needed and relevant to the focus of the research was developed and submitted to the principals of the two schools as well as all participants and staff to ask their permission to have the copies of those documents.

The documents collection in SHS Songland was done during my visit to school in January to February 2014. The documents were copied in both forms, soft and hard copies.

The documents collection in SHS Caporo could not be completed in the first round of data collection due to unavailability of the school documents due to a natural disaster that impacted the school as explained

in the data collection process that follow. The documents collection in SHS Caporo was conducted in April 2014. Most documents were retrieved from the local education department in the form of scanned materials. Some organisational materials were collected from teachers who held their archives at home and willingly to share their documents. Some documents were also collected in the form of soft copies from teachers' personal archives.

#### **4.7.3 Researcher's Field Notes**

In addition to the above data collection method, I also made some notes during the fieldwork. These notes are used to records events and my reflections about the research process during the fieldwork. In the process of data analysis, these notes function as reminder about the actual events occurred in the process of data collection. This reminder facilitates the process of reflection about the data through which I can maintain the *relating* with the data throughout the data analysis and writing process.

### **4.8 Data Collection Process**

#### **4.8.1 Data Collection in SHS Caporo**

The data collection process in SHS Caporo commenced in January 2014 in a quite unusual atmosphere. Not only because I am a total stranger to the people in the school but also because the school was just experienced natural disaster which was claimed to be the worst in the last 50 years in Metroville City (*pseudonym*). SHS Caporo was one of the schools in Metroville that was heavily impacted by the natural disaster. It

was in this post-disaster circumstance my first visit to the school took place. Realising that it was not the appropriate time for me to start off with the data collection process, I decided to postpone my data collection. Instead, I got involved with teachers and the school community to clean up the school. This was done to build a good relationship between the people in the school and me as the researcher. My voluntary work with the school was done in 10 days. It was during this voluntary work I was able to develop rapport between the participants and me. I noticed that this informal engagement and conversations during my voluntary work helped the participants to talk more relaxing and genuine later in the interviews. Data collection through interviews both individual and focus group at SHS Caporo took place in February 2014. The document collection, however, could not be completed during my first round of data collection because of the aforementioned event. Most of the documents were damaged. The computers that were located at the first floor were all washed by the natural disaster. The principal suggested to come in other time until they can retrieve data archives from the Local Education Office. I then flew back from Australia to the school for the second time after the principal informed me about the availability of the documents that I need at school. It was done in April 2014.

#### **4.8.2 Data Collection in SHS Songland**

The data collection process in SHS Songland took place during January and February 2014. I visited the school three times in early January 2014 to meet the principal and the teachers. During the visit I

explained the research to the teachers and did the participants selection as explained in the section of participants selection in this chapter. I was invited in one official staff meeting to explain the intended research in details. In that meeting I explained the overview of the research including the goals and the contribution to the school, as well as the right of participants especially in regards to ethical issue. I was asked by the principal to facilitate a knowledge sharing session in the school in return for their willingness to participate in the research. The knowledge sharing session was conducted in late February after the whole series of data collection process in the school was completed. After the potential participants returned the consent forms, we agreed the best time that works for every participant to have interview and also the time for focus group interview. Individual interviews were completed in one week because the participants were interviewed in different time according to their availability. The duration of each interview was about 30 to 45 minutes. Focus group interview was conducted in one meeting in February 2014. The duration of focus group was 90 minutes in total but this includes a 15 minutes coffee break.

The documents were collected during the visits to schools with help of administrative staff. The list of documents that I need was developed based on the interviews. This list was submitted to the principals and also teachers and staff to ask their permission to have the copies of the documents.

## 4.9 Data analysis

### 4.9.1 Approach to Data Analysis

According to Strauss and Corbin (1998, p. 13) “Analysis is the interplay between researcher and data”. This suggests that data analysis is a process in which the researcher used his/her “critical and creative thinking” (Patton, 1990, p. 434) and abductive thinking (Thomas, 2010) ability to make the most of data. Patton (2002) argues that qualitative data analysis is the transformation of data into findings and “no formula exists for that transformation” (p.432). In the process of data analysis some common terminologies such as thematic analysis, coding, categorising, patterns analysis are often used interchangeably (Grbich, 2012).

In this study, the process of critical and creative thinking of data analysis was conducted by incorporating practical procedures proposed by research theorists (for example, Lodico et al., 2010; Miles et al., 2014; Strauss & Corbin, 1998) encapsulated into three main approaches that Lichtman’s (2010) introduced as ‘three Cs’ of data analysis that comprises *coding*, *categorising*, and identification of *concepts*. The first approach, *coding*, was used to openly capture the participants’ understanding, opinion, and experiences about the phenomenon being investigated within their worldview. Patton (2002) called this ‘indigenous concept’ (p.454-456). This approach was carried out to capture any issues that emerged in relation to the focus of the study without too much concern about the issue of relevancy. This was intended to avoid ignored or accidentally deleted data that at the first glance might look like trivial data and having less

significant. The function of this approach is to capture as much as possible the emerging concepts about the organisational practices in adapting to change from the view of the participants.

The second approach, *categorising*, was used to synthesis and create composite collections of distinct conceptual categories into thematic group of data (Averill, 2015). Third approach, *conceptualising*, was applied as the way to conceptualise and link more directly with literature and theory. This is relevant with this research as the research questions are constructed based on initial literature review. Patton (2002, p. 456) called this as 'sensitizing concept'; which is useful for the researcher to have 'a general sense of reference' or in Blumer's words "directions along which to look" (cited in Patton, 2002, p. 456).

Third approach also involved the practice of contrasting perspectives (Lodico et al., 2010) through which the researcher examined his subjective views in relation to participants' voices and the relevant literatures, thus exemplified the notion of relational constructionism perspective in generating knowledge. The application of this three approach is detailed in the next section.

#### **4.9.2 Procedures of Data Analysis**

The term 'data' in this research refers to the interviews transcription (individual interviews and focus group interviews) and the documents collected from the schools. Although these data seem to be different, they are naturally the same because after all interview transcription will be a

written text as well (Silverman, 2011). Therefore, the data was analysed by using the same procedure.

The data from each school, at the initial stage, was treated as a stand-alone entity or within-case analysis in order to find out the specific pattern (Eisenhardt, 1989) of adaptation to changes imposed by external agents and the particular characteristics of each school. The patterns of each case was then further analysed comparatively through cross-case procedures in order to identify the similarities and the differences between the schools. A computer open source software *Freemind* was used to assist with the themes mapping but the process of analysis was done manually without the use of any software. There were three main reasons that drive the decision to do data analysis manually. Firstly, I did not familiar with the use of software used in qualitative data analysis such as *Nvivo*. While this is suggested to help with data management, I found it was more effective and confident to do analysis manually. Second, I worked most of the time with a personal computer that used Macintosh operating system which until the time I did the data analysis the *Nvivo* software was not working properly with this operating system, and therefore I found that it took longer time to work with the software on Macintosh until I really familiar with it. Thirdly, the interview transcription was written in verbatim version in Bahasa (Indonesian Language) and some information was in Metroville Malay (local language of Metroville) and Sangihenesse language. I found that the interaction between myself and the data in these three different languages that I'm familiar with is

more effective in the sense that I can ‘feel’ the depth of information expressed in those local languages, not all of which can be translated accurately into English (as required by Nvivo) with the same intrinsic meaning. Examples of these are jokes utterances and metaphors.

In implementing the “three Cs” approach (Lichtman, 2000), This study adopted the procedures of *microanalysis* proposed by Straus and Corbin (1998). Microanalysis means:

The detailed line-by-line analysis necessary at the beginning of a study to generate initial categories (with their properties and dimension) and to suggest relationship among categories; a combination of open and axial coding (Strauss & Corbin, 1998, p. 57).

This microanalysis procedures were carried out in three phase:

- Phase One: Open Coding
- Phase Two: Second-level coding or category development
- Phase Three: Thematic analysis.

#### **4.9.2.1 Phase One: Coding**

The open coding was conducted as a process of going through each piece of transcription, line-by-line, by looking at the key words and colour coding them to generate general codes which later can be further thematically categorised. At this stage, all responses were not categorised based on each research question because in fact, in the actual interviews response of the participants were randomly scattered across the theme of research questions. In order to capture every individual views, the

transcription of individual interview was analysed, organised in a table as illustrated in Table 4.1 below.

**Table 4. 1 Format Open Coding for Individual Interview**

Participant (Pseudonym):		
Site:		
Raw Data	Key words	Code names

The data from focus group interview was analysed using the same procedure with slightly different technique. In focus group interview, the whole transcript was treated as a single document. However, the voice of each participant was located in the transcript in order to accommodate all views and to see the dynamic among those views. The table used to analyse the focus group was illustrated in Table 4.2.

**Table 4. 2 Format Open Coding for Group Interview**

Site:			
Raw Data	Participant (Pseudonym)	Key words	Code names

**4.9.2.2 Phase Two: Second-level coding or Category Development**

Category development was carried out after all data transcription has been openly coded. In this phase, the category was developed based on the axis of research questions, therefore Strauss and Corbin (1998)

called this step as “axial coding”. The purpose of this phase is to identify ‘major and minor themes in the coded data’ (Lodico, et al, 2010. P.185). I did the mapping of all codes developed on the phase one based on their meaning that correspond to or relevant to research each research questions. To do so, I adopted the ‘role-ordered matrix’ (Miles & Huberman, 1994, p.124) for individual interview data and adjusted slightly different format for focus group interviews as illustrated in the Table. 4.3 and Table 4.4 below.

**Table 4. 3 Format for Category Development of Individual Interview**

Participant (Pseudonym):					
Site		:			
Categorical Data					
(Based on Research Question)				Key words	Code names
RQ1	RQ2	RQ3	RQ4		

**Table 4. 4 Format for Category Development of Focus Group Data**

Site:					
Categorical Data				Participant	
(Based on Research Question)				(Pseudonym)	Key words
RQ1	RQ2	RQ3	RQ4		Code Names

#### 4.9.2.3 Phase Three: Thematic Analysis

This phase of data analysis was carried out after the data has been fractured and categorised based on the axis of research questions. In this process, each line and paragraph and events was scrutinised, compared and contrasted to develop final themes that correspond to each research question in more explicit ways. Some overlapping themes were found and re-categorised by asking some reflective questions such as “what does this say about *context*, *process content/outcome*, and, of change? By asking those changes those data can be re-categorised under themes that reflected the characteristics of each research question. For the research question one, two, and three, tables were developed to facilitate the thematic analysis procedures. For research question one that was concentrated on the change forces, Miles and Huberman’s (1998, p. 150) Case Dynamic Matrix was adopted combined with Fullan’s (2003a) levelling of change forces context as illustrated in Table 4.5 below.

**Table 4. 5 Case Dynamic Matrix for Organisational Change Forces**

Site:		
Origins of Change Forces	Emerging Themes (seen by participants)	Underlying Issues (seen by researcher)
Macro		
Meso		
Micro		

Thematic analysis for the research question two that was concentrated on the process of organisational change was facilitated through developing the Case Dynamic Matrix for Organisational Change Process (Adopted from Miles & Huberman, 1998 p. 150). Whitaker's (2010) categorical identification of change type was adopted to categorised the type of change. Each level of change forces was analysed separately as illustrated in the Table 4.6.

**Table 4. 6 Case Dynamix Matrix for Organisational Change Process**

Site:			
Domain/Level: Macro, Meso, Micro* (used accordingly)			
Change Forces	Individual Adaptation, coping strategies	Organisational Practices of Adapting, Organisational Coping Strategies	Type of Change: S = Structural P = Procedural C = Cultural/Climate

To facilitate thematic analysis for research question three, which was focused on the content and outcomes of the organisational change, Content-Analytic Matrix was developed, adopted from Miles and Huberman (1998 p. 183) in conjunction with Whitaker's (2010) category of change type as illustrated in the Table 4.7 below.

**Table 4. 7 Content Analysis Matrix for Organisation Change Content and Outcomes**

Site:			
Type of Change	Individual Level	Organisational Level	Conceptual Themes
Structural			
Procedural			
Cultural/Climate			

The procedures applied for cross-case analysis were basically similar except that all data that corresponded to each question were analysed in comparison with one another. To illustrate, the following matrix was developed to capture the whole themes and the summary of data from both cases.

**Table 4. 8 Cross-case/Comparative Analysis Matrix**

Responses/relevant Data/themes to Research Questions	School/ Research Site One	School/ Research Site Two	Comparison: Similarities, Differences, Contrast.
RQ1: Context			
RQ2: Process			
RQ3: Content/Outcomes			

The answer for research question four that focused on the Implication of the whole research was constructed based on the synthesis and analytical process applied for the whole research question with emphasises on the part that analysed research question two (the process of organisational change). It should be inform, however, the entire process

of data analysis is not a linear process, but it's an iterative process through which each piece of data were frequently revisited to ensure the depth and the quality of the analysis (Lodico et al., 2010)

#### **4.10 Co-establishing the research quality**

As this research was conducted through the lens of the constructionism meta-perspective, in which the researcher and the participants share the responsibility to ensure the quality of the results, the quality of this research was co-established by the researcher and participants through some strategies that ensure the rigour of this study. It is argued, “without rigor, research is worthless, becomes fiction, and loses its utility” (Morse, Barrett, Mayan, Olson, & Spiers, 2002, p. 13). In their seminal work over 30 years ago Guba and Lincoln (1981) suggested to concern four aspects of rigour to establish the quality of a qualitative research namely : credibility, fittingness, auditability, and confirmability. These four tests have also been revisited, thus proposed, more recently by others (Morse et al., 2002; Sandelowski, 1986, 1993). In what follows, I discussed how these four tests have been undertaken to co-established the quality of this research.

##### **4.10.1 Credibility**

Credibility is about “... trustworthiness, verisimilitude, and plausibility of the research findings” (Tracy, 2010, p. 842). Lodico et. al (2010) propose to use the word ‘credibility’ that refers to whether the participants perceptions, thinking, feeling and actions are accurately portrayed and represented in the research. This suggests that credibility

requires participants' participation in validating the accuracy of the description and the researcher's understanding of the data (Sandelowski, 1986; Tracy, 2010). In this study the credibility was enhanced by conducting 'member checking' or 'participant checking' (Creswell, 2012; Marshall & Rossman, 2011) by which the researcher gave the opportunity to the participants to read, verify, clarify meanings, as well as omitted any information that they think necessary in the transcription. The procedures of participants checking at SHS Songland was conducted in February 2014. The interview transcripts were distributed to all participants. They were given times to read the transcript at their convenience time and place. Most of the the participants returned the transcript without any suggested changes. Only few participants wrote some comments on the transcript but all comments are clarification of the meaning which in the original transcripts were not clear enough. In SHS Caporo, The participants checking was conducted in April 2014 when I returned to school for documents collection. The procedures applied were the same as it is done in SHS Songland where participants were given time to review the transcripts and were encouraged to comments. The transcriptions were returned with very minimal comments. In both schools, although all participants agreed that the reviewed transcript can be finalised and treated as data, there were some participants made notes on some sensitive information. Those participants agreed that the data can be used in the thesis but they suggested not to be identified even with pseudonym. I arranged a private meeting with each of those participants and we went

through the transcripts and locate the information with such condition of use. We agreed that for those sensitive information if it is needed to be cited in the thesis, the reference will be written as “deliberately not identified” or in this thesis I shortened this to “DNI”.

#### **4.10.2 Fittingness**

Fittingness is concerned with the applicability of the research findings (Sandelowski, 1986). It is a concern of whether the findings can also be ‘fitted’ into other context beyond that of the study; and whether the results is applicable and meaningful for the participants (Sandelowski, 1986). To deal with the first concern, this study provides rich description about the contexts of a metro school and a rural school. By having the description about these two contextual settings that are different in terms of socio-economic, geographical, and political, this study has improved the fittingness into at least these two different contexts. To address the second concern, as mentioned previously, this study applied the ‘member checking’ (Creswell, 2012; Marshall & Rossman, 2011).

Another methodological procedure that associated with the fitness is ‘triangulation’ (Grbich, 2012; Stake, 2000, 2008). In a case study, triangulation is ‘almost an essential prerequisite’ (G. Thomas, 2011, p. 68). Triangulation process aimed to develop a more comprehensive representation of the phenomenon being studied by using multiple sources of data (Creswell & Miller, 2000; Denscombe, 2007; Mabry, 2008; Thomas, 2010, 2011) and various theories and methods (Silverman, 2006). This version of triangulation was not an attempt ‘to prove’ anything

as it is used in the positive realm (those of quantitative study). This study applied four procedures that support triangulation.

Firstly, this study was conducted as a multiple case study involving two schools that are contextually different in terms of geographical location and socio- economic background. This suggests that in terms of data sources the research method in itself has embedded a form of triangulation.

Secondly, in addition to the context background 'triangulation', the participants for this study involved people with various roles in the two schools such as principals, deputy principals, teachers, and administrative staff. The decision to include diverse participants suggests another form of triangulation that facilitated the exploration of 'the multiple realities within which people live" (Stake, 2005, p. 454).

Thirdly, in this study I employed three data collection methods (i.e. Individual interviews, focus group interviews, and the analysis of organisations documents). In addition to these three data collection methods, I also keep the fieldwork journal to records events and my reflection on the process of data collection during my fieldwork. Although initially this fieldwork journal was not intended to be part of data, reflecting on its significant and relevancy to the data analysis, I decided to use this as part of data (modification of ethics in regards to this change is provided in the Appendix C).

Finally, in terms of theories, in this study I draw the connection between the results with some theories in order to co-construct a comprehensive understanding about the school dynamics in a context of Indonesian education reform. To mention a few, I made the connection between the global trends with the national and the local context, then I adopt the generative approach of appreciative inquiry to capture the positive values that can be construed as enabling practices in adapting to change. The incorporation of a number of theories in providing theoretical foundation for this study reflects another form of triangulation (Silverman, 2006) that improve the fittingness aspect of this study.

#### **4.10.3 Auditability**

Auditability refers to the issues of reliability of a study (Sandelowski, 1986; Yin, 2003). Cresswell and Miller (2000) Suggest 'audit trail' as method to provides auditability. Audit trail is a detailed account of methods, procedures, and decision points in carrying out the study' (Merriam, 2009, p. 229). In this study all of these elements were provided to enable the readers/other researchers to follow the process of this study. For example, all documents related to ethical procedures are provided as part of appendices. I also provide the description of data collection process to illustrate what was happening during the fieldwork. I have also provided matrixes and tables that were used in the process of data analysis that can be used to 'audit' the results of data analysis. Other information related to methodological procedures presented in this chapter also embedded information that facilitated auditability of this research.

#### **4.10.4 Confirmability**

According to Sandelowski (1986), confirmability refers to the degree of freedom from bias and the degree of neutrality. Confirmability is concerned with the degree of agreement amongst various sources of information (Guba & Lincoln, 1981). This element of the qualitative research quality can be achieved when credibility, fittingness and auditability are established (Guba & Lincoln, 1981; Morse et al., 2002; Sandelowski, 1986)

#### **4.11 Ethical Issues**

This research was conducted in compliance with the ethical guidelines from the Social and Behavioural Research Ethic Committee of Flinders University. Ethics approval was sought and granted before the fieldwork begins. To comply with the ethical guidelines, some ethical issues to be considered for example anonymity and confidentiality of the participants. Ethical procedures are explained as follows.

##### **4.11.1 Informed Consent**

The principal of the two schools were briefed on what was needed to conduct this study. I explained about the nature of this research and how confidentiality and privacy were important concern in this study. Participants were asked to sign the consent form prior to interviews or focus groups. The researcher informed the participants about their right to withdraw at any time, to participate partially (for example, they only allow their opinion in formal meetings to be taken as data) or not participate in the research.

#### **4.11.2 No Deception of Respondents**

During the study, the researcher ensured that all members of the schools are aware of the researcher's presence and intention and are fully informed about the study. Even with the case of SHS Caporo where I volunteered in the school to after the natural disaster, the people in schools were made clear of whom I am. The participants were aware that their colleagues in the schools knew of their participation in the interviews.

#### **4.11.3 Confidentiality and Privacy**

It is my responsibility as the researcher to ensure the confidentiality of the data. The researcher informed the participants that the researcher is the only person who has the access to the data. The participants' name will not be used in the final thesis, and they also have the chance to review the interview transcripts when they can and delete any information that contains sensitive issues. I also explained about the process of participants checking through which the participants can review the transcript before they were used as data. As explained previously some comments were made about the transcripts and the final version of transcripts were agreed by the participants to be used as data.

#### **4.11.4 No Coercion and Freedom to Withdraw or not Participate**

Data collection in schools was planned carefully with the cooperation of the participants, so that the process did not disrupt the teaching and learning process and school's programs or the participants' private activities. To ensure that the interview questions will not cause coercive feeling or emotional discomfort, and culturally appropriate, the

interview questions were piloted with three fellow PhD students from Indonesia who were doing the research in related areas of this research. Moreover, in the actual interview I did stop the recording when the participants asked me to do so especially when they talked about sensitive information which they prompted with the phrase ‘off the records’. All the “off the records” information were excluded from the data. And this has been rechecked and ensure by the participants when they review the final version of the interview transcriptions. All data consisting of audio files and written files are securely kept in a locked cupboard. All original copies of audio-recorded files and transcripts are retained by the researcher in a secure place and treated as confidential files.

#### **4.12 Translation Issue**

All data in this research was in Indonesian language (this included, interview transcriptions and documents). Since this thesis was written in English then the translation issue has become an issue. To deal with this issue, I applied the “back translation” strategy suggested by Merriam (2009, p. 207). Back translation is a process where the data analysis was conducted based on the original interview transcripts in the original language, Indonesian in this case. Then, all substantive data that corresponded to research questions and included in the analysis as evidences were translated into English. I employed a bilingual person, a PhD student from Indonesia to translate the English translation of the data back to Indonesian language. This translation was then examined and compared with the original raw data to see the consistency in meaning. If

the two version of Indonesian language are similar, then my English translation of the raw data was considered to be reliable.

#### **4.13 Summary of Chapter Four**

This chapter described the researcher approach and procedures taken to explore the organisational dynamic of schools in the context of Indonesia education reform. In this chapter I explained my self-positioning in this research substantiated by the theoretical ground of ontology and epistemology that underpinned the research methods. This study is a qualitative case study that was aimed at exploring school organisational practices in adapting to systemic change in Indonesia. Two schools were selected for this study whereby context of urban school and rural school is represented. The procedures of selecting those schools as well as selecting participants were explained in line with other methodological procedures such as data collection methods, and data analysis. I have also explained the procedures undertaken to address ethical issues and language translation issue to ensure that this research was conducted in ethical manner. The research findings based on this methodological framework and guidelines are presented in the next three chapters. Chapter Five and Six provide the findings from the two case study settings while chapter Seven presents the cross-case analysis of the two cases.

# CHAPTER FIVE: DATA ANALYSIS OF CASE STUDY ONE

## 5.1 Introduction

This chapter is the first of three chapters that present the results that answer the research questions. The research questions in this study consist of three domains: *context*, *content*, and *process* with additional domain of practicability of the result of this research (research question five). However, in the chapters that present the result of data analysis (Chapter Five, Six, and Seven) the focus is on the analysis of the data that addressed the three main domains. The first domain is the **context** of change. The context here refers to the local conditions of the school with its inherent features as a part of a local government institution as well as a local social institution. The focus of this part of the inquiry is to explore the local conditions that are influential to schools as they are adapting to change.

The second domain is the **content** of change. This part of the inquiry focuses on *what* is/has been changing in schools (micro context) as they are adapting to change originated from the broader context of change (macro and meso).

The third domain is the **process** of change. This part of inquiry is the *how*, which explores the organisational practices of adapting to change emanated from the sources as identified in the domain of *content* and the *context* above. The domains of practicability as guided by the research

question five is discussed in Chapter Eight. This chapter is focused on the following research questions:

**Context:**

1. In the context of school reform in Indonesia, what are the change forces on schools originated from macro context, meso context, micro context?

**Content:**

2. What are the changes in the schools as they are adapting to the changes forces originated from the three contexts (macro, meso, micro)?

**Process:**

3. How have schools been adapting to those change forces?
4. What are the enabling practices and internal conditions affecting the schools in the process of adapting to change?

To answer those research questions, the result of data analysis presented in this chapter were organised into four sections. The first section is the identification of emerging change forces on the school. The second section presented the *content* of changes as emerging organisational practices in adapting to the identified change forces. The third section presented the changes process within the schools as they are adapting to changes. Section four identified the enabling practices and internal conditions affecting the school in the process of adapting to change. Preceding the presentation of data analysis, a brief school profile is presented as an introduction to give a description of the context that will

be useful in understanding the data analysis. At the end this chapter, a conclusion is presented.

It is important to reiterate each school is unique as an organisation when it is considered locally, detached from the bigger system, the national education system. For this reason, the data from each school have been presented in separated chapters. This chapter presents the results from the case study one, a senior high school located in a major city of North Sulawesi Province called *SHS Caporo* (pseudonym). In order to give the reader a description of the school condition, the school profile is presented preceding the results.

## **5.2 The School Profile**

The SHS Caporo is a National Standard School located in a major city of North Sulawesi Province, Indonesia. The school has 831 students (year/grades 10<sup>th</sup>, 11<sup>th</sup>, 12<sup>th</sup>), 64 teachers and 12 Administrative Staff. Although located in relatively low economic social community, more than 80% of the students of this school come from middle–upper social economic background. This has been possible since the education system in North Sulawesi, and in most regions in Indonesia, do not apply a *zoning system*. Consequently, the competition among schools has become inevitable in particular in getting recognition as a ‘good’ school from the community. Being recognised as one of the best in Metroville city, in terms of teaching and learning achievements, SHS Caporo has turned into an elite school that gain financial support from parents who mostly fall into

category A1 and B of Nielsen’s category<sup>9</sup> of socio-economic status (Nielsen Indonesia, 2013) with about 75% of students’ parents have higher education background, and working as either civil servants, as private company employees, or small enterprise owners. Table 5.1 summarises the key information of SHS Caporo:

**Table 5. 1 The Profile of SHS Caporo**

School Category (Based on School Accreditation Category)	A (Considered the highest rank in school categorisation ranking)
Location	Urban School
Grades/Year	10,11, 12
Student Population	831
Number of teachers	64
Admin Staff	12
Students SES Background	A1 = 17%; A2= 55%; B= 22%; C1=6%
Percentage of Students’ Successful on the National Exit Examination for the last 5 years	100%( the last 5 consecutive years)

(Source: School Annual Report 2013)

In terms of school management, the school applied Quality Management System (QMS) ISO 9001: 2008 as their model of organisational management. This QMS ISO was part of administration requirement for RSBI (International-Standard School Pilot Project)

<sup>9</sup> Nielsen’s category of Indonesia SES based on monthly household expenditure (in IDR .000):

A1 = >3000 (approx. >AUD\$.300.00)  
A2 = 2000 – 3000 (approx. AUD\$.200.00-300.00)  
B = 1500-2000 (approx. AUD\$.150.00-200.00)  
C1 = 700 – 1000 (approx. AUD\$.70.00-100.00)  
D = 500 – 700 (approx. AUD\$.50.00-70.00)  
E = <500 (approx. <AUD\$.50.00)

program. After the termination of RSBI, the school continues to apply this as recommended and enforced by the School Committee.

The following section presented the data related to the changes forces in SHS Caporo.

### **5.3 Section One: Context of Change Forces in SHS Caporo**

The analysis of the data shows that the forces of change on the SHS Caporo originated from three key sources, which in this study have been categorised into *macro* level, *meso* level, and *micro* level. The *macro* level refers to the change forces on school as it has been imposed by Central Government via the enforcement of laws, regulations and policies. The *meso* level referred to the change forces that originated from local government (district government), the local communities and stakeholders. The *Micro* level was associated with the change forces originated from the internal school organisation. The following three subsections presented the data related to each level of this context.

#### **5.3.1 Change Forces from Macro Level**

SHS Caporo as a public school is a subsystem of the national education that in many aspects has been subject to the national policies in education. The national policies and regulations determine the direction of the school orientation as well as regulate organisational practices. When the data was collected, teachers and all staff at SHS Caporo were in the midst of changing organisational practices to comply with some major systemic changes in the national education system. The major system that is forcing the school to align their organisational practices were: the

implementation of ever-changing curriculum, School-Based Management, School Accreditation, and Teacher Professional Certification Program. Each of these will be discussed in the following subsequent sections.

#### ***5.3.1.1 The Ever-Changing National Curriculum***

In line with the national policy to change the curriculum in 2013, in every province of Indonesia there were schools that were selected as the piloting project for the new curriculum implementation. The schools were selected based on the performance criteria according to the school accreditation indicators. Being recognised as one of the best schools in the province accredited as an 'A' level school (the highest rank in the school categorisation system), SHS Caporo was selected as the centre for the new curriculum pilot project. With that role, SHS Caporo was appointed as a school that facilitated teachers training in the District of Metroville. There were some teachers in the school who were also selected and were trained as National Facilitators for the subject they were teaching. At the time of my fieldwork at SHS Caporo, the school was busy with the preparation of teacher professional development for the implementation of the new curriculum 2013. The teacher professional development, supposed to be conducted in late January until July 2014, was postponed due to a natural disaster (a natural disaster) that impacted the school.

In terms of its impact on the school organisational practices and the teachers' work, the changing curriculum was a significant aspect that forced change on the schools because it impacted many other aspects of the school. One Deputy Principal explained:

*When we are ordered to change curriculum it also means we are ordered to train our teachers; change the material which means buy new books and other materials; re-organise teachers workloads; review the school programs which means propose change in financial planning to the School Committee.... The whole school system is changed (DP1iC).*

Teachers' perspectives during focus group interview as well as individual interviews confirmed that the change in curriculum is a major change driver in their job. Teachers at the time of my visit to the school were busy changing their content of teaching material due to the change of curriculum. Perhaps because of this, the response to questions about the ways the implementation of the new curriculum have influenced their teaching practices, the most common response was the change in the requirement of administrative instruments (paper work). According to some participants the standards of content, process, and assessment (related to the Standard of National Education) of the new curriculum require too much administrative work for the teachers. One teacher commented:

*If we are only required to teach according to the standard, it is not a big deal, but the paperwork is massive....Only for one lesson plan we need to write about ten to fifteen pages which is ridiculous because in the real teaching, you can never follow what you plan in details.... So basically, the massive paper work is not practical and it is just for the purpose of to be looking neat on administration (T7iC)*

The documents related to administration of the new curriculum 2013 indicated that there are at least 15 kinds of forms need to be completed. These administrative tasks ranging from as simple as students attendance lists to as complex as several evaluation forms that comprises theoretical elements such as cognitive aspect, affective aspect, and psycho-motoric aspect of learning results that need to be completed by

teachers as their teaching administration. This excessive administrative has lead teachers spent extra hours from the official teaching hours. One teacher commented:

*It [the administrative works] takes most of my time, I teach Math for 8 classes that comprised all year levels and you can imagine how much work I have to do with the paperwork. In addition, I'm also a home-group teacher for one class of year 12, which means another extra [administrative] work. By the end of the day I feel so exhausted. When I reflect what I have done for the day, I feel like working as an administrative staff instead of as a teacher (T7iC).*

Moreover, as the national curriculum was aimed to “standardised teaching and learning process in schools throughout the country” (DP2iC), it was very prescriptive leaving almost no option for teachers to make choices on their teaching. Teachers were facing tension between the imposed “official pedagogy” (i.e. curriculum and methods of delivery as guided by the national curriculum) and the real classroom teaching practices that they believed work better for their context (I refer this as *preferred teaching practices*). The tension has forced teachers to play a ‘drama’ of enacting ‘official pedagogy’ when they were monitored by the local school supervisors and tend to do the preferred teaching practices in the absence of the supervisors. The notion of this ‘drama’ emerged in individual interviews as well as in focus group. One teacher in individual interview said:

*I have come to the point where I keep telling myself to do the paper works for admin, and teach whatever I think best for the students, later on, during the national exam preparation period I will teach my students how to answer the tests, that's another thing (T1iC).*

Another teacher in individual interview comment:

*I choose how and what to teach...that's definitely the way I have been working. But there are times when you need to perform according to the detail guidelines, especially when I am being supervised. This is the most stressful time in my work because I have to plan and prepared the teaching and learning scenario that fit into their [School Supervisors] assessment criteria. Some time I need to rehearse the lesson with the students before the supervision to make sure that the students are engaged in the process, to make sure that they can respond to what I am teaching... so it's like playing a drama, you know... we prepare to show the best based on the guidelines... to meet their [school supervisors] expectation about what have to be taught and how to teach them (T5iC)*

During the focus group one teacher made this point:

*The classroom is so dynamic and there are lots of things happening during that 90 minutes or 135 minutes [standard one-hour lesson is 45 minutes]. It's good to have a detailed guideline, learning scenarios as required by the curriculum administration, but you know, you can never predict what exactly going to happen during your teaching. Most of the time, I found that following the planned scenarios did not work. I cannot respond to immediate need of my students.... The learning process will be very teacher-centered because the focus is not on what the students have learnt or wish to learn but on finishing the target materials according to the curriculum. That's the difference. But those who come to our class with the teacher performance assessment sheet [i.e. schools' supervisors] don't really care about this. All they need is we can meet all the required performance standards. In this situation I choose to be tactful. Just do what they expect us to show them (T9fC).*

At organisational level, the change of the national curriculum has forced the school to provide more financial resources to support the changing in learning resources such as books for teachers and students, and other expenses associated with the change including funding for teacher professional development programs.

Besides the change of the national curriculum, most of participants agreed that another change force on their organisational practices is school accreditation program. This is presented in the following subsection.

### **5.3.1.2 School Accreditation**

SHS Caporo is accredited as “Category A”, the highest-level school according to the school categorisation accreditation program. This means that SHS Caporo has an adequacy score of greater than 85 (score range 10-100) in meeting the National Education Standards 10 (NES). The school accreditation was conducted as an ongoing assessment in the cycle of every four years by an organisation called The National Education Accreditation Body. The next cycle for SHS Caporo was 2014, which means at the time of my fieldwork the school was in the time of final preparation for their upcoming accreditation assessment.

The principal admitted that achieving the A level was not an easy task because the NES covers all aspects of organising schools based on ideal condition that he illustrated as “Utopian standards in the existing realities of national education” (CPI). However, the school has no choice but “to have all boxes ticked” (CPI) in order to succeed.

The school benefited from having the School Committee that was supportive in meeting the standards particularly in meeting the standards of finance and infrastructures. However, as emerged in the data, this was obtained with the expense of school’s independence in organisational leadership and management. One deputy principal said:

*Almost everything must get their [the School Committee] approval. So they are the real boss...the real power...the real administrator because they have the money, the lobbying power to government, and the networking to partnering organisations. What left to us here is teaching in the classroom because they can't do that. But you can't complaint because that's how it works here, without their*

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<sup>10</sup> See the Appendix A for the National Education Standard of Indonesia

*support it would have been very difficult for us to be chosen as RSBI [pilot project for International standardise school] (DP2i).*

The Principal commented:

*in a staff meeting, I remember, a teacher encouraged us [the management team] not willing to be wayang<sup>11</sup> [shadow puppet] and it was like a slap on my face. But that's the risk of being in this position. I totally understand. My role is to convince everyone that we all have good intention for the school, we just have different perceptions, different functions, different roles.... Those differences are critical for us in order to be a good school... to have all boxes ticked [of the school accreditation program] (CPI).*

The data related to school accreditation have illustrated that the school accreditation program has forced the school to meet the criteria of a nationally enforced standard that was designed a single ideal measurement of school quality. The most of the participants agree that this standard is difficult to achieve without support from government as reflected in the principal statement about 'utopian standard'. The lack of support from government has forced the school to maximised support from the local community. As elaborated in the respective section on change forces from meso level, this has led to a change in the nature of school relation with the community into more transactional.

Another emerging major change force for teachers enforced through national policies (macro level) is a program called Teacher Professional Certification Program. This is presented in the following subsection.

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<sup>11</sup> The use of term *Wayang* or shadow puppet in this context is a metaphorical not literal. Metaphorically it refers to people who are visible having roles but actually they are played by or under the command and control of invisible players.

### **5.3.2.3 Teacher Professional Certification Program**

Since its implementation in 2006, as mandated by the law number 20/2003 on National Education, Teacher Professional Certification Program has been regarded as one of the major educational policies that enforced change in SHS Caporo. All teachers were required to meet the standards of professional competencies as outlined in the law number 14/2005. In terms of meeting the standard requirements of the regulation such as the minimum academic qualification (bachelor degree), and the minimum teaching workload of 24 hours per week (Ministry of National Education, 2011), for the teachers at SHS Caporo is no longer an issue. All teachers have bachelor degree and 18 out of 64 teachers hold master degree. In terms of minimum workloads, all teachers in SHS Caporo have far exceeded the minimum requirement of 24 hours due to the large number of classes.

What remains an issue that seemed to be an 'ongoing change force' is the administrative process enforced for the teachers in the school by the local education office. The teachers admitted that the administration of the certification program at the local education office (district level) was not well managed in particular regarding to the payment process of professional incentives. According to most of the participants, the payment is not on regular basis (very often behind schedule) and the process was complicated and abstruse. One teacher explicated:

*They [the staff of local education office] are supposed to have a data-base so that we don't need to resubmit the same paper-work over and over, it's inefficient. Not surprisingly it [the payment] always come late...everyone knows there something wrong with this" (T3iC)*

Although the program is a national program the implementation was decentralised to district government level in accordance with the law on regional autonomy. There is a clear indication of disconnection between the implementation of the program at the district level and the original guidelines of the regulation from the central government. During individual interviews, six participants indicated that the district education office often made them confused with the administrative process. One problem identified that causes this disconnection because of the lack of capacity and irrelevant background of the staff at the district office of education. One teacher commented, 'they are bureaucrats, not educators, they have different worlds' (T6iC). The data has indicated a general desire of most the participants to revise the administrative procedures related to the incentive payment system of the program. They perceived that the existing system is ineffective, inefficient and complicated.

While all participants agree on revising the administrative aspects of the program, responses to question about the impact of the program to their teaching performance were various but generally can be categorised into two groups. The first group were teachers who confidently articulated their improvement in teaching due to the program. For example, some told that the increase in payment have enabled them to undertake higher degree. Some said that the increase in payment has helped them to be more focused on teaching because they do not need to do extra jobs to have additional salary. Some admitted that the increase of payment has supported their participation in self-funded professional development events.

The second group, however, are participants who were not so confident in identifying their improvement in teaching practices due to the professional certification program. To these teachers, the certification program was perceived more as a salary increase as compensation to their difficult work of teaching rather than a stimulant for professional improvement. A small but potentially important observation I noted in my fieldwork journal is that the split of the perceptions between the groups in relation to professional certification program is related to their age where more junior teachers (relatively younger teachers) seemed to be in the first group and senior teachers tended to be in the second group. The dichotomous terminology of junior and senior emerged during the interviews as the way participants identify themselves in terms of the length of their service in the school (which generally related to age as well). After individual interviews completed, I wrote in my journal:

*It seemed to me that younger teachers- junior - were more excited and enthusiastic with the certification program. Senior teachers were happy with the program but have lesser initiatives in improving their teaching performance compare to their younger colleagues. One teacher told me at the canteen this morning that she only has less than 5 years to her retirement so she thought she just need to wait until that time while teaching as usual (Fieldwork Journal, 24 February 2014).*

Indications of the dichotomy of the participants' perceptions were present in 6 out of 10 individual interviews. Some comments clearly indicating this for example, one junior teacher said:

*I thought it's good to have this program to give you a sense of professional recognition not only from the government but also from the society.... You know just like medical doctor, they are highly respected by the society because people know they are professional and it is not easy to become a medical doctor. People*

*tend to assume that the more difficult a profession to get into, the higher quality the profession is. There is an assumption in the society that becoming a teacher is regarded as the last option of all professions. This opinion is confirmed by the fact that teachers are not-paid well yet. Therefore when this program was introduced, I was like woouuw, here we go... it is our turn to prove that we deserve respect and salary as high as medical doctor (T8iC).*

Another *junior* teacher commented:

*...not a problem at all. I mean, what I like from this [the teacher professional certification program] is that professionalism does not necessarily relate to the length of your teaching experience... that's what we used to have in the old system. You get paid more if your rank is higher and we know that the rank order in the system of civil servant has nothing to do with the quality of teaching (T6iC).*

In contrast, one *senior* teacher said:

*This program is good in terms of having more salary. I knew the government has good intention to up lifting teachers' welfare. But the requirements we need to fulfil in order to get that extra money, I think that's way too much. It does not compensate the headache and the time we are using for doing it. I'd better sitting in my 'warung' [family owned small grocery stall] and earn more money without having to do the paperwork (T5iC).*

Another *senior* teacher commented:

*People are different. Some people are good at doing administrative work, some are good at teaching. You may disagree but in my opinion, what looks good on paperwork does not guarantee that it must be good at practice. It's perfect if one can be good at both. The certification program is very ideal, it's good for long term goal to create a new quality of teaching...to have new standard of teaching practices....it's good for those who still have long time to teach. To me, It was too late. I am very close to my retirement and I don't have that energy to be such an ideal teacher. For me now it is important to stay save until my retirement... as long as I can fulfill the administration requirement that is more than enough (T7iC).*

The data revealed that ongoing changes driven by the Teachers Certification Program seemed to be more on the technical level of administration. The changes emphasised compliance to local government

policies via the education office and less on the substantive level of improving teachers' performance on teaching. Nevertheless, for the teachers in this school this administrative pressure remained important part of their stories about their job because indeed doing administrative work to comply with various regulations has taken substantial proportion of their working loads. To them, compliance with regulations or in their terminology called '*ketaatan*' (obedience) is critical to official acknowledgement as professional teachers. In short, the paramount of change force due to the Teacher Professional Certification Program for some participants in this school is to be in the safe territory of compliance with the regulation. For some others however, the program was perceived as a pressure of creative tension that has forced them to expand their professional capability.

### **5.3.2 Change Forces from Meso Level**

#### **5.3.2.1 Local Government**

The influence of local government as change force on school organisational practices were linked to the shifting of centralised government model toward decentralised government. Decentralisation was introduced in January 2001 under the Law 22/1999 on Regional Government. One main provision of this law is to delegate the financial responsibility as well as the entire management and operation of activities in education sector to Local Government (district level). As a consequence of this shift, district (local government) has full authority in governing schools. The impact to SHS Caporo is in the allocation of budget to school, the assignment of teachers and school principal, and also

managing administrative process related to the implementation of all national policies and regulations. Under the current government system, the local government allocates a budget to the school to support school operational budget. Although the funds from government did not cover all school expenditures the government 'share' in school financial resources is significant, this includes the salary of teachers as government employees.

In terms of the assignment of teachers and school principals, all participants agree that it was one of the 'riskiest' areas for the teachers in their job because as government employees their assignment to the school is totally dependent on the local authority. The assignment of teachers and principal, in practice, as admitted by the all participants in the focus group interview, is regarded as a 'prerogative right' of the ruling agents (this could include people from the ruling political party/ies in the local parliament, and the people, who in one way or another, are affiliated to the high rank officers in the local government). According to the Principal, and as confirmed by two Deputy Principals, this political agenda is strongly related to the regional autonomy governance system-, called 'decentralisation', in which local government has authority to regulate on three major things to schools: school Principal assignments, teachers and staff assignments, and resources allocation. Within the regional autonomy governance system, the local government authority in some cases can superimpose central government authority. In the case of school Principal assignment this authority is clearly exemplified. The Principal said:

*There is a regulation central government regulation number 28 year 2010 about the recruitment of school Principal. It regulates the criteria and process that has to be complied in assigning a school Principal that includes a pre-service Principal training... none of this is compiled by the local government (CPI, p. 38-39).*

One Deputy Principal added:

*There are some cases where local government ignores regulation from the central government...Principal recruitment is one of the most apparent one. Another example is about the recruitment of Dewan Pendidikan 12 ...this is not in accordance with the Law number 20 year 2003 about the national education system (DP1iC, p. 27).*

There seemed to be agreement from the participants including the principal and school leadership team that the local government power is a change force that superimposed onto all school organisational practices. However, the participants are very careful in giving the exact examples of the events when the political influences are strongly present at the school, as indicated by the prompt 'off the record' comments. One participant put it, "it is like farting, everyone smells but none can prove it with the hard evidence" (T1fC). The data related to this has illuminated an important finding in regards to a notion of political and bureaucratic power upon the school under the regional devolution model of education.

### **5.3.2.2 School Committee via School-Based Management Model**

School-Based Management (SBM) was implemented in SHS Caporo in 2005 marked by the formation of School Committee. Despite only a few years of implementation, SBM is regarded as a major influential aspect of change forces to the school organisational practices. The most

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<sup>12</sup> Dewan Pendidikan is a government formed Education Board that has advisory role in the local government for education affairs. The recruitment of members of this board ideally should be in accordance with central government regulation no. 20 year 2003.

common response to question about how SBM influences the school organisational practices was the pressure of the School Committee to the school operational policies in relation to school budget and expenditure. The School Committee consists of people from various backgrounds as the representative of school stakeholders. At SHS Caporo the board members (management team) of School Committee comprises principal and the representatives of teachers, students, parents, local governments, and community representatives. In total there were 23 members as board members where only 4 people from internal school (the principal, and three teacher representatives), while the rest are external stakeholders.

The response to the question about the impact of having School Committee as implementation of SBM, is mixed. Some teachers admitted that having School Committee have improved community participation in school. One teacher during focus group said:

*Having them in the school's structure means they carry the same responsibility with the people in the school.... I believe there are lots of people out there wanted to contribute something to school but they don't know how. School Based-Management is the channel for these people to contribute to school. People are now more engaged with the school (T6fC)*

One teacher added:

*Our 'rubbish bank' program is a good example of how School Committee and the community support us. We don't have the truck to pick up our sorted recycle rubbish to the buyers. But the School Committee helped us to connect with people who have truck and are willing to participate in our environmental program. Without support like this, it could have been difficult for us to conduct such program (T8fC)*

The most 'tangible' advantage of having the School Committee is financial support for the school. With the financial support, teachers are

able to participate in professional development activities (mostly self-funded) whether outside the school or organised by the school. This has been possible since the school through the School Committee supports teacher professional development. The view that supports School Committee as the governing body of the school reflected in the comment like “as long as it is for quality improvement they will support us” (T5fC, p.19).

There are, however, some participants who were critical to the role of School Committee. They believe that the school management system, as it become a shared-authority with the stakeholders, it becomes a rather a corporate management system that emphasises efficiency of resource use productivity and accountability of teachers work. The critical views were represented by the following comments:

*Almost everything must get their [the School Committee] approval. So they are the real boss...the real power...the real administrator because they have the money, the lobbying power to government, and the networking to partnering organisations (DP2iC)*

*Our task as education institution have to focus on creating values in human, not quality in goods production in a production-line. But the way we run school today with this SBM stuff, School Committee, ISO, quality management system and all that stuff, you name it,.. have made us like a company. As if people would say, here are my kids, here's the money, make the kids good people, good citizens, and let me know how you made them good.... Let me know what else you need, but make sure that every single cent you spent you spent for good reasons, here is the check list just follow them you will be okay...and remember I will audit you every day (T2fC).*

The participants especially teachers felt pressures as they need to undergo all process of micro-management in which everything is regulated in details with standard operational procedures with its checklist. They felt that their work is highly scrutinised by the ‘external’ agencies in particular

the School Committee. This is apparent since the school applied The Quality Management Standard (QMS) using ISO 9001 in 2010. The teachers who were critical to the QMS ISO commented that this corporate model of micro- management is not appropriate to be used in the school as an education institution that “focus on creating values in human, not quality in goods production in a production-line” (T2fC).

Some of the teachers admit that they feel more like working for a company with a very restricted space for flexibility. Instead their working routines become monotonous according to the management standard operational procedures. Teachers, to illustrate, are required to finish daily activity journal in which they need to write down every single thing they do during the day. This journal has to be submitted every Saturday to the Principal and the Leadership team. In addition, some teachers concerned that because in SBM model the biggest portion of the school budget was from the parents under the School Committee coordination, this has turned the relationship between school and the community become a rather transactional in which the members of School Committee have played the role as ‘share-holder’ that are influential in the decision making process.

The data also indicated that there is a phenomenon of the school being ‘politically-interfered’ especially during the event of political elections because in fact, some key members of the School Committee are affiliated with some political parties. However, although the teachers are aware of this invisible hand over the school authority, most responses during individual interviews were pragmatic as represented by this comment,

“Everyone knows that the School Committee has interests, to me, as long as they are supportive to my needs as teachers, I don’t care” (T4fC). One deputy principal admitted the political interference always happened and was eventually taken for granted as ‘normal practices’. He commented, “it is one of the unavoidable consequences of having shared-authority...there is always take and give” (DPi1C). These data have brought to surface the issue of school autonomy (management wise) as well as teachers’ personal autonomy and the indication of transactional nature of the school relation with the community.

Another perspective about QMS ISO model came from the admin staff. They found that working under SBM that enforced the adaptation of QMS ISO model has made their job more organised and easier. One staff exemplified:

*For example, before applying ISO, it is hard for us to collect monthly report from teachers, because most of the teachers tend to procrastinate the monthly report. As a consequence, it is difficult for us to meet the due date of administrative monthly report submission to the School Committee. But since the School Committee enforces the ISO model, the teachers need to submit on time otherwise they will get administrative discredit which accumulatively counted for their performance review by the management (Ad1iC).*

This finding illustrated that to the routinised works that require standardised, meeting the targets [of production] in a scheduled time, the corporate model management prescribed by QMS ISO appeared to be working nicely fit into the nature of that work.

Overall, there seemed to be an agreement by participants that the implementation of SBM that required school to be collaboratively managed with stakeholders via School Committee is influential to organisational

practices. Although the change in organisational practices due to the influence of School Committee seemed to be mostly on the domain of school financial resources and administrative element but it is agreed that the impact of having School Committee is critical for the school. One of the school organisational practices relevant to the impact of the School Committee's influence is the enforcement of QMS model of organisational management. The data revealed that the implementation of QMS model has supported the school endeavour to meet the NES in the school accreditation program. This indicates that because both of these standards having the same root and emphasis on accountability both can be complimentary to each other. However, as the data indicates the pressures on schools and especially teachers remain unresolved within this system despite the 'good' performance of the school on the formal assessment of school categorisation.

### **5.3.3 Change Forces from Micro Level: School Internal Dynamic**

The term *Internal School* was coined by the participants in SHS Caporo to address the people in the school (teachers, administrative staff, management team, and students), separated from the School Committee and other external agencies. It is important to note that although according to the policy on School Based Management that the School Committee is an integral part of the school organisation teachers and administrative staff often identify themselves as a separate organisation regardless strong influence of the School Committee. Therefore, when participants mention '*internal business*' it indicated the isolation of themselves from the

‘external’ parties including the School Committee and the local government or any other external agencies.

Pertaining to forces that drive the change in school organisational practices, the data highlighted three major needs that participants saw as acting as a catalyst for change from within the school:

- a) The teachers’ need for professional development
- b) The need for more effective work management
- c) The need for more ‘internal’ (i.e. school as organisation excluding government and school committee) and personal autonomy

#### ***5.3.3.1 The Teachers Professional Development***

All teachers in SHS Caporo have been certified as professional teachers in accordance with the national policy on teacher certification. Nevertheless, despite their official status as ‘professionally certified teachers’, it appears that the need for ongoing professional development remains important internal change forces in SHS Caporo. During interview, the teachers shared their insights that being a certified professional teacher do not guarantee that they are ‘truly professional’. The term ‘truly professional’ was heard during the interviews with teachers and the principal as well as during focus group. This term indicated the way teachers saw themselves while reflecting on their professional identity. They saw a discrepancy between the status of being certified professional teachers and the teachers’ expectation to be effective teachers who can meet all the ideal criteria as professional teachers in their real teaching practices. The implementation of Teacher Professional

Certification policy and the standardisation of teacher competencies have introduced a pressure on teachers to comply with the standard of what is supposed to be 'professional teachers'.

Teachers' perspective on the pressures of professional development as response to imposed change of teacher professional certification varies but most of the participants agree upon the importance of continuous professional development as part of their effort to construct professional identity. One professionally certified teacher commented,

*I keep asking myself, am I really a professional teacher if I cannot keep myself up to date with technology while students are really good at using technology for their learning (T6iC).*

There was a strong demand from the teachers in SHS Caporo for Professional Development. Three areas of Professional Development need have been identified during the interviews are: The demand for higher study/ higher degree to improve their subject content knowledge; ongoing training for practical pedagogical knowledge in accordance with the ever-changing curriculum; and IT training for them to be up to date with technology advancement and its use in teaching.

#### **5.3.3.2 The Need for More Effective Work Management**

With the current teachers' workload of teaching over than 24 hours a week plus plenteous administrative works, teachers were demanding a more effective work management. Effective work management according to the participants is the working system that can facilitate maximum teaching hours but less non-teaching workloads. The school has taken this as a change force to its current system. The management has tried to

facilitate the use of technology in teaching and learning. One Deputy

Principal explained:

*Every class is equipped with LCD Projector. Teachers can borrow laptop whenever they need it for teaching in the classroom. With the equipment we expect that teachers can be more creative and effective. They can make a video of their teaching and they can use it for more than one class, so it save then energy. Those who are creative will use the facilities to reduce their working load (DP1iC).*

In terms of technological facilities, SHS Caporo has more facilities than most schools. The school has one computer lab that they used not only for teaching but also for teachers professional development programs including the teacher training program managed by the government that involving teachers from other schools. SHS Caporo also used this lab for public IT training. It was unfortunate that the lab, was one of the school parts that badly impacted by the natural disaster in January 2014.

Regardless of the sufficient IT facilities, based on the teachers' stories, the use of IT in managing teachers' works has not been embedded in organisational operational procedures as an official practice. The effort to reduce administrative workload seemed to be more individual rather than a collective practice. Moreover, some administrative procedures were designed in favour of 'manual' verification; for example, teachers' daily journals must be completed in hard copy (hand writing) because it is formatted as a workbook. They also have *Teacher Parents Communication Book* that they need to write manually. This book is a kind of weekly report to parents of what their children have been doing in the school during a week. The number of the books for one teacher to complete is equal to the number of students in their home group. Teaching

administration such as lesson plan can be completed electronically but it seemed that only few teachers (especially the *juniors*) were keen on using the internet facilities to search for online sources to make their work easier. Vast majority of *senior* teachers for the reason of *authenticity* still use manual procedures (hand writing) in designing their lesson plan and other administrative paper works.

### **5.3.3.3 The Need for More Personal Autonomy**

There was a concern among teachers about the decrease of teachers' authority upon their work as educator. This issue was linked to the policy of centralised curriculum and the national exit examination. On the issue of curriculum, teachers agree to have a national guideline but the fact that it becomes too prescriptive when it is implemented especially when they link their teaching with the national exit examination. The deviation from the prescribed curriculum will pose risk to their students on the national exam. The teacher urged for a space of autonomy in their teaching where they can be more innovative. Nevertheless, some teachers are brave enough to deviate from the prescribed curriculum as the way to express their teaching innovation. One teacher eloquently said,

*I have come to the point where I keep telling myself to do the paper works for admin, and teach whatever I think best for the students, later on, during the national exam preparation period I will teach my students how to answer the tests, that's another thing (T1iC)*

This data has illuminated a fact that in practices teachers were faced with the tension of obligation to comply with regulations and standardised practices of organisational management as well as prescribed pedagogical practices at the same time they were conflicted

and challenged to hold their belief on what best teaching practices that suit the need of their students. One teacher commented:

*You see, here in the standard of process for example, we are required to deliver a learning process based on the phase, speed, and students learning absorptive ability, which to me sounds fantastic. This suggested that in a large mixed-ability class the completion of one topic can vary and not necessarily in line with the timeline of the curriculum and the semester target of achievement. Now, when our performance will be assessed, the first criteria to be called as successful teachers is how many topics have been completed at the time of assessment... is that in line with the timeline, or behind.... If you can meet the dateline of curriculum target, then you are a professional teacher, if not your will be considered failed which in turn affect your score on performance review, and if that happens I'm in a big, big, trouble. In my opinion what this system suggest is just ignore your students' mastery of the lesson, the most important thing is to finish the target and report it. That drives me nut! (T3iC).*

To sum up, In this section I have described and review the data regarding the research question one (RQ1) about changes forces on schools originated from the three levels of the origins. The change forces originated from *macro level* in this case was originated from the central government through enforcement of law, regulation and policies on educational change. The data pointed out that laws, regulations, and policies of the current education reform that are influential to school are: *The ever-changing curriculum, school accreditation, Teacher Professional Certification Program.*

Concerning the change imposed on the schools from the central government, SHS Caporo as a public school owned by government seemed to have a limited option to reject or deviate from the national guidelines. Although participants commented that they were relatively able to comply with those changes, they expressed their concern over the unprecedented change that in many cases do not give them enough time

to prepare. They also expressed their concern regarding the overemphasis on the administrative aspect of education reform that seemed to take the biggest proportion of teachers' energy that led to shifting their focus from teaching to doing paper work. This finding has indicated the pressure of accountability in the current education systemic reform in Indonesia.

Pertaining to change forces on *meso* level participants shared their concern about the politic and bureaucratic power upon school under the regional devolution model of education. The local government involvement in school organisational is crucial in supporting school operation. However, participants pointed out that when the involvement in school is associated with political agenda then the school would coercively comply with the local authorities' policy. This clarifies the dichotomy of 'us- as internal' and 'them-as external'. The strategic organisational practices for SHS Caporo is where the school can 'fit' into the changes imposed on them from 'external' such as the local government without sacrificing their 'internal' organisational practices. This has indicated a need for more school autonomy. Moreover, organisational practice of 'seeking for fitness', maintaining harmony and avoiding conflict with external agencies indicate a degree of micropolitics in the school. The finding suggested that micropolitical practices appeared to be inherent practices that grow on the fertile ground of the current system of education reform that emphasis accountability enforced through decentralisation of education to local government and local community.

Regarding *micro* level of change forces on school, the data delineated that participants were concerning about the need for ongoing professional development beyond the formal status of 'certified professional teachers' that according to them do not directly improve their teaching capability apart from the administrative compliance in order to have financial incentives. Participants expressed their self-awareness of the need for professional development to close the gap between their real capabilities with the expectation of the teachers' certification program. The majority of participants also expressed their concern about the massive administrative work that need to be done as a consequence of curriculum change and the paper work to satisfy the school management model of QMS ISO that requires compliance with all standard operational procedures, which according to participants as mimicking the corporate model of management that is not suitable for school. Therefore, one of the emerging issues in the data is the need for more effective work management, which specifically means having more time for teaching and less time for administrative work. Another aspect of organisational practices that has also become a serious concern for the participants is the need to have more personal autonomy in doing their job. They argued that having personal autonomy in particular the flexibility in designing their own lesson plan that are not necessarily following the template of the curriculum and materials will enable them to deliver tailored lesson that are more relevant to students' need. In addition to personal autonomy, data also indicate that school need their organisational autonomy which

seemed to be taken away in the current system of devolved model of school management.

After all, since the changes in school are unavoidable, regardless of the origins, the school is in the position of adapting those changes through adjusting their organisational practices as the adapting mechanism in the existing education system in Indonesia. The next section will explore these organisational practices and discussed the *content* of what are changing in the schools when they are adapting to change.

*What are the changes in the schools as they are adapting to the changes forces originated from the three contexts (Macro, Meso, Micro)?*  
(Content)

#### **5.4 Section Two: Content of Organisational Practices of Adapting to Change**

The previous section has identified change forces on SHS Caporo originated from three levels of change contexts: *Macro*, *Meso*, and *Micro*. This section deals with the research question that focuses on the content of organisational change. The content in this section referred to changes in the school procedures, structures, facilities and any other changes undertaken as the school is adapting to change. The research question that guide this section is:

As an initial clue, the emerging overarching answer to this question is '*changes in organisational practices*'. The phrase 'organisational practices' is used in this study to refer to how the school organise day-to-day operational routines. This includes procedures, protocols, school-wide policies and any kind of activities that are considered as organisational routines. Having the origins of change forces identified, the data analysis in this section is organised in accordance with the level of the origins. In other words, this section will discuss in specific what are the changes in SHS Caporo's organisational elements as they are adapting to changes at each level of change context *Macro*, *Meso*, and *Micro*.

### 5.4.1 Adapting to Change from Macro Level

The current changes enforced from macro level as discussed in Chapter Two are changes in relation to Indonesian education reforms initiatives driven from central the central government. This is mainly enforced through national policies in all aspects of education encapsulated in the NES. The emerging themes from the participants' responses when ask their practices in adapting to change from macro level are predominantly related to school accreditation program, teacher certification program, and the implementation of the new curriculum 2013. The data revealed that, the organisational practices in adapting to those changes are mostly regarded as *normative practices*<sup>13</sup> which the school initiated to adjust their strategic practices through formal school policies. Based on their characteristics, the school policies undertaken by SHS Caporo in responding to macro level change are categorised into procedural and structural changes as illustrated in the Table 5.2.

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<sup>13</sup> The term Normative Practices was frequently heard and used by the participants during interviews to refer to formal and standard practices according to, or in attempt to be aligned with rules, and policies. The term implies a sense of tight control and power to keep people on the 'standard norms' set by the government. I will use the term throughout the thesis to refer to the contextual meaning of this specific term.

**Table 5.2 The Content of SHS Caporo's in Adapting to Change from Macro Context**

The Content of 'what' has changed, being changed and, to Change	Characteristics of Organisational Practices	Change Category <sup>14</sup>
Reviewing strategic planning and school policies.	Change in organisational strategic policies, structure, and strategic planning that this involves alignment to regulation, participation process of negotiation among stakeholders, and accommodation to different interests.	Structural
Aligning school's Standard Operational Procedures	Involves technical alteration, procedural changes and alignment to regulation.	Procedural
Improving of the quality of school facilities and resources	Involves community participation, Government support, and the process of negotiation among stakeholders	Involves both structural and procedural. In the case of SHS Caporo this predominantly structural as it encompasses external participation
Participating in government initiated professional development	Involves alignment in procedures	Procedural
Managing workload and job restructuring	Involves change in organisation structure, workload and finance adjustment.	Structural and procedural

These five *normative practices* that emerged as the 'content' of change and organisational adapting mechanism to comply with imposed systemic changes are discussed below.

<sup>14</sup> Change category is based on simple categorisation of Whitaker's (2010) identification.

#### **5.4.1.1 Reviewing School Strategic Planning and School Policies**

Setting up new rules and policies as a strategic adaption to higher level policy intervention is the first and most frequent action taken by SHS Caporo. The first and considered major action taken by SHS Caporo in adapting to systemic change enforced from macro level was to review the strategic planning and strategic policies. This is become the first concern because the strategic planning in the school is the overarching guidelines for the school. Included in the strategic planning is the school annual program and the budget and expenditures planning. According to the principal, the change in the strategic planning is fundamental because “[it] will be the base for all internal organisational strategic policy and procedure changes” (CPi). The strategic planning of SHS Caporo is developed for 5-years period. But as the principal said, “it is not a bible that cannot be changed” (CPi), the strategic planning is always subject to review. Although it is admitted that, “changing a strategic planning is not an easy task especially when dealing with things that need financial adjustment” (CPi). One example of changing strategic orientation is what the school did with the IT lab the Principal explained below:

*For example, in our strategic planning it is said we want to be the IT centre for education in the Metroville City. This is done by advancing our technological equipment in the school and having the best IT teachers. But then IT is no longer the focus of the new curriculum.... We change the action planning by turning our equipment into cash generator by opening public training....We still recognised as the centre of IT... we stick on to our strategic planning...to be the best school with IT expertise (CPi).*

The principal’s statement about changing the strategic direction is also confirmed by the teachers in the focus group interview and the

interview with two Deputy Principals participating for this research. One Deputy Principal shared:

*In terms of changing strategic or action planning I think we are very dynamic because we have semester program and annual program. As indicated by its name each program is evaluated every semester for semester program and annually for annual program....when things change along the way we can always look at our strategic plan and action plan. Our School Committee is very supportive and collaborative (CDP2).*

During the focus group interview, teachers are also candidly shared their experience about the change in school strategic and school policies. The emerging concern related to change in strategic planning and school policies is that teachers are mainly focus on the availability of funding support for their teaching needs and less focus they put on management aspect of the school. One teacher commented:

*I'm not really worry about changing things along the way because as long as they provide what we need to enact that change especially in our daily job, to me no problem at all and thank God, so far I never get the problem with that [resources issue]. Moreover, to me change in strategic planning or action planning is something a bit different from pedagogical thing; it's more on management kind of thing. So basically as a teacher what I need to pay more attention is when it is come to how should I teach in classroom. Other than that, I think everything can change overnight.... Of course including schools action planning, so I keep telling myself, just enjoy and teach better (T5fC).*

In changing organisational strategic action, there seemed to be a difference of focus between the teachers and other stakeholders, as distinguished by the dichotomy 'internal' and 'external' used by participants. One teacher in the focus group interview stated:

*What we actually pay more attention to is how the change in school's strategic or action planning affect our teaching and learning process.... you know, things like if there is a program introduced and changed based on the School Committee's recommendation or based on a new regulation or instruction from local government, the first thing we need to make sure is how*

*does it affect our classroom teaching, if it does affect then the next thing will be, is everything we need to make that happen in place already. If not, then we open the dialog how do we go about it.... there is always this questioning process but of course the goal is to make things done successfully (T1fC).*

It is noticeable that in changing strategic action planning and school policies as an adapting mechanism to externally enforced change, there is a process of negotiation among stakeholders. From teachers' perspective this negotiation tends to emphasise job 'security', in which the availability of supporting resources becomes the main concern. From the school management perspective however, the change is focused on the accommodation of stakeholders' interest and the compliance to higher-level authorities as well as alignment to government regulations and policies. From the School Committee, changing is always concern about *"the accountability and the efficiency of the use of resources"* (CPi). This difference in focus actually delineated three different interests that constitute the characteristic of a school under the current education system in Indonesia.

Another emerging structural change within the school as organisational adapting mechanism to comply with imposed systemic changes from *macro* level is managing workload and restructuring the job of teachers' and administrative staff as discussed below.

#### **5.4.1.2 Managing Workload and Job Restructuring**

Another organisational practice in adapting to *macro* level change in SHS Caporo is managing workload and job restructuring. This organisational practice was linked to two main change policies imposed by the central government (macro level) that affect the teachers' job in

general namely: teacher professional certification, and the changes in curriculum. The regulation about minimum of 24 hours face-to-face teaching in classroom in relation to the teacher certification program has led to teachers' job restructure in order that every teacher can meet the minimum requirement. In fact, as one deputy principal explained, even though 24 hours of teaching seems to be reasonable workloads but to distribute evenly among teachers is challenging. Moreover, she explained,

*It's challenging because we also need to comply with the time allocation regulated in the new curriculum. For example, there are some subjects omitted and no longer taught...some subjects are reduced in terms of workloads and teaching duration. Meanwhile until now there is no further instruction or guideline from the government in this case the Ministry of Education what we have to do to deal with such changes. But we need to take action, and what we decided to do here is to restructure the teachers' job. For example, the number of workload for physic teacher is less than 24 hours due to the reduction of this subject in the new curriculum; I then assigned one of our physic teachers to be the head of Biology Laboratory in order to help her with minimum standard of workload (DP1iC)*

In addition to the workload of minimum 24 hours of teaching, another issue emerged during the interview was the excessive workloads due to large class sizes. Teachers admitted that the current system of counting their working load did not take the large class size into concern. They raised the issue about the teaching workload that exponentially increase when they have big number of students in one class. However, this increase seemed to be uncounted in their workload portfolio since the system of counting their credit points only recognises the number of hours they are teaching per week.

The issue of workload is even more intensified by the implementation of QMS ISO 9001:2008 as mentioned earlier. This model

of management system requires a well-documented process of organisational practices that to the school is something relatively new and demanding. Consequently, all teachers, administrative staff, and leadership team have more paper works to do every day as part of their daily practices. Within the current system in which the school does not have the authority in recruiting human resources it seemed that managing workload and restructuring job is the most doable option for SHS Caporo in adapting to changes driven by macro level that relates to teachers' job. This emerging issue has given more evidence to the notion of teachers' over workloads in the current school reform.

Besides introducing new policies, managing workload and restructuring job to adapt to the Macro changes, those change at macro level of national policies often required alignment in schools facilities and other supporting resources such as school infrastructures. Therefore, improving school facilities and resources emerged as one of the 'content change' within the school as strategies to cope with and adapt to changes. This is presented in the following section.

#### ***5.4.1.3 Improving School Facilities and Resources***

As a national standardised school certified as an A category, SHS Caporo has quite complete facilities and resources that meet at least 80 percent facilities required by the NES. The school has seven buildings with various sizes. There are four older buildings that have four classrooms each building. The standard classroom size in this school is 9x7 metres. There is another L-shaped building that hosts the staff office, teachers and the principal rooms and the biggest part is the library. Another two newest

buildings are two-story building that host various functionality rooms such as computer lab, chemistry and physics lab, language lab, biology lab, guidance and counselling, school health units and student union, and a function room. There are also 4 smaller buildings about 2x6 metres function as toilets located at the four corner of the school area. In the centre of the area is an open field used for sport activities as well as students assembly and flag raising ceremony every Monday. In addition to those, the school is also equipped with quite sophisticated IT facilities and internet *Wi-Fi* that is expected to facilitate teaching and learning process. These IT facilities were funded by the students' parents and community via the School Committee, and co-funded with donation from Corporate Social Responsibility (CSR) Programs of some companies in Metroville city. According the principal the newest two two-story buildings and other facilities were built as an effort to meet the standard of facilities requires by the SNE in order to be accredited as an A (the best) category.

The importance of sufficient resources as part of organisational capability in adapting to change is explained by the principal as follow:

*If people ask me what makes a good school, to me the answer is simple. A good school is made of good people, good program, and good resources. So whenever changes comes or imposed to schools by the system, the first thing we have to be able to answer is the questions related to these three essential elements of a good school...how the change affected those three, and what needs to change in those three areas to implement change successfully (CPi).*

The Principal exemplified with the case of IT subject when the IT subject is no longer a must-taught subject in new curriculum 2013, SHS Caporo changed the function of Computer Lab for students into a public IT

training centre room. The principal also explained that part of the changes in resources is to review the School Budget and Expenditure Policy.

#### **5.4.1.4 Aligning School's Standard Operational Procedures**

As mentioned earlier, SHS Caporo applies the Quality Management System (QMS) as their management model. The QMS guidelines of ISO 9001:2008 requires them to follow a standard operational procedure (SOP) in almost every single thing they do in the school. This standard operational procedure regulates schools organisational routines with obligation to document all actions taken by the people in schools. The guidelines for example apply to procedures for teachers to conduct home visits for students with behaviour problems, or even simple thing such as daily attendance check in/out. The QMS was implemented in 2010 endorsed by the School Committee in order to meet one of the main requirements for the school to be an RSBI<sup>15</sup> School. Although the implementation of QMS is no longer enforced as school obligation since the abolishment of RSBI program, the management of SHS Caporo with the endorsement of the School Committee still maintain the QMS ISO 9001:2008 as their operational guidelines.

From the school's ISO document analysis it appeared that the school has a quite detail Standard Operational Procedures in organising its day-to day operation. The following excerpt is a sample of ISO

Document clausal in SHS Caporo:

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<sup>15</sup> RSBI was government initiative project, piloting the school to be International Standardised School but later, the Supreme Court due to public dispute annulled the project in January 2013.

*SHS Caporo standardises and controls the quality records that are used as evidences of implementation of the quality management system on daily bases in accordance with the quality procedure (ISO Document of SHS Caporo Quality Guidelines, clausal 3.4.1).*

Having such a detail SOP, it is understandable that whenever a change policy introduced, the school need to revisit and to make necessary alignment with the higher policy. One remarkable change was when the Information and Technology subject was omitted in the new curriculum 2013, the SOP related to this subject was totally changed. The computer lab is now function not only for students and teachers to use in formal learning but also it is available for public IT training, and therefore some related policies were enforced for example the space for internal data storage for each user was reduced from 3 gigabytes to 1 gigabyte per user.

Change on school enforced from macro level often incorporated with government funded/initiated training. When identifying the organisational practices in adapting to forces at the Macro level, almost all participants refer to Government initiated training as part of formal practices undertaken by the school. This is presented below.

#### ***5.4.1.5 Participating in Government Initiated Professional Development Programs***

Teacher training initiated by government is a formal mechanism for SHS Caporo in adapting and implementing the change enforced by the national education system. During the year 2013, there were quite intensive teacher training conducted in regards to the implementation of the new curriculum 2013. At the time of data collection, the school was in

the process of implementing the new curriculum of 2013. As mentioned in the previous section, SHS Caporo was selected as the model for piloting the new curriculum before the implementation to all schools in the province of North Sulawesi. Therefore, when the curriculum was implemented to all schools in the province, this school was appointed by the Provincial Education Department as the information and training centre for the new curriculum. This in fact, has driven major change of the schools organisational design and practices. The Principal explained:

*As the model school we were forced ourselves to understand it better and show others how we enacted in the classroom...this needs preparation in terms of facilities and other supporting resources and more importantly our teachers...changes in our organisation in particular how we do things [implementing the curriculum] of course is unavoidable (CPI).*

Some of senior teachers in the school were trained as national facilitators for the subject they teach. However, the teachers' perceptions about government-initiated training are various. Those who have been involving in various trainings held by the government either local or national for few years were criticising that such training as merely projects that emphasise on the accomplishment of the program and less attention is put on the quality of the program delivery and the achievement of the participants of the program, and therefore most government-initiative trainings were not effective. They participants commented that since the training is perceived as 'projects', the most important part of such project is 'neat administrative report' especially dealing with financial report. Many of the programs in its implementation were 'corrupted' in terms of duration and the content of the training program. One teacher illustrated:

*The training, for example is programmed for 5 days. Then you need to sign attendance list for 5 days. But in fact, the program only conducted for three or four days.... The content is also most of the time is just a 'short-cut', for example, there are some topics in the training that supposed to be presented but then the facilitator only give 'home works'(T8iC).*

Regardless of the teachers concern about the quality of the government initiated training, the management team (Principal and two participating deputy principals) admitted that although in its implementation government initiated trainings need improvement, so far it is still considered as a formal way of adapting to systemic changes enforced on the school.

In summary, in this section I have highlighted the content of change in the schools as they are adapting to change forces from the macro level. The formal forces of changes from macro level required the school to align their organisational structures and operational procedures. The data revealed that there was very limited option for the school to deviate from the macro level driven changes. As the data illustrated, the most viable option for the school is to change their organisational structures and operational procedures. The participants regarded this strategy as 'normative practices' which symbolically indicating the power of system change forces as the 'norms' that need to be complied. What is made clear by these data is that in implementing systemic changes imposed through policies, the school had to deal with the domino effects of those policies that often neglected or 'unthinkable' in the education reform policy design process. The case with the restructure of job workloads and the change of function for IT laboratory as found in this case illustrate this domino effect of imposed change on the school.

Having elaborated the change forces from macro level, in the following section, I present and review the data that categorised as the school organisational practices in adapting to change from meso level.

#### **5.4.2 Adapting to Change from Meso Level**

The previous section has been shown that at *meso* level the change forces on SHS Caporo originated mostly from local government and from the local communities via the School Committee. The school responses and adapting to these two forces through two main organisational strategies: Exercising organisational political astuteness and opening channel for community participation and public engagement as discussed below. Unlike the nature of change content where each organisational practices can be easily categorised into *structural* and *procedural*, the content of change at the meso level is much more dynamic as they are closely related with day-to-day life of the school operational. They encompass not only structural and procedural change but also, as the data indicated, a degree of cultural change. Therefore, in this section the content of change at meso level is presented based on the emerging themes and not on the category. The example of each category is instead listed in a table for each theme to exemplify the actual organisational change in the school.

##### **5.4.2.1 Exercising Organisational Micropolitical Astuteness**

When it came to questions about the influence of local government on school, there was a 'softly pronounced' concern among the participants about the powerful influence of local government in determining the way school operates. This is mainly because as a public school SHS Caporo is

under the local government administration. As mandated by the law of regional autonomy, the local government as the extension of central government is responsible for and therefore has the authority to control the administration of national policies such as curriculum, or school accreditation. Moreover, local government also has the authority over several components of school organisation such as human resources in school starting for recruitments, promotion and demotion, assignment/posting of principal, teachers, and non-teaching staff as well as allocation of non-human resources (financial and facilities/infrastructures). This has made the local government influence over the school is inevitable. Very often these influences were politically laden. The participants agreed that political influences are unavoidable consequences of the current regional government system applied in Indonesia. The Principal explained,

*The head of district government [in this case specifically refer to the Major and Vice Major] were nominated by political parties and were elected through public election, and therefore the political ties between the head of local government with political parties are undeniable (CPi).*

The most apparent political influence is during political events like the general election. My fieldwork coincided with the preparation of the general election in April 2014. I did notice that during my voluntary work in cleaning the school from the post disaster rubbish, there were some people got involved in the voluntary work wearing political emblems. Participants confirmed that those people were *task forces* from certain political parties. The Principal as confirmed by two Deputy Principals admitted that the political influences, however, are difficult to be

documented because the *politically-loaded instructions* are mostly in the form of spoken instructions.

In responding to or adapting to changes from the local government, SHS Caporo in most cases apply the *normative practices* (i.e formal procedures, as discussed in the previous section) in adapting to those *must-do* changes. However, the data delineated that the most common response to the question about how school, then responding to or adapting to such politically loaded interference was “to be politically smart and to avoid conflict” (CPI, 26).

The phrase *to be politically smart and to avoid conflict* indicates an organisational practice identified in the data about how the school responding and adapting to political influence, not only from local government but also from other local stakeholders including community via the School Committee. This practice is about exercising the micropolitical astuteness in the ‘*internal*’ people. This micropolitical astuteness, indeed, is critical for SHS Caporo to maintain the harmonious relation with the local stakeholders. People in the school are aware of this practice as they easily distinguish certain topics in discussion or informal talks with clues, for example, ‘*this is just for internal*’ or ‘*that’s external business*’. In general, what they refer to ‘*internal business*’ are things that are kept as practices that are not expose to all stakeholders but only for people in school (i.e.) as what they define the term *internal* exclusive to teachers and all staff.

There was a phrase in local language that described this in a very specific contextualised meaning that repeatedly emerged during the

interview, “*tong deng tong*” which literally translated “*we and we*”. This expression perhaps would be grammatically inaccurate in English and therefore the closest translated would be “just between us”. However, that translation ‘*just between us*’ semantically could not capture the intrinsic contextual meaning described in “*tong deng tong*” because “*tong deng tong*” indicates two subjects that are bounded by and co-constructing a ‘tacit’ consensus, while “*just between us*” simple refer to singularity of collectiveness. Hence, the phrase ‘*tong deng tong*’ revealed a kind of collective censorship to a subject of change. It is also highlighted a contextual construction of organisational political astuteness that had eventually become a form of tacit organisational consensus of the adapting mechanism.

One teacher comment in the focus group interview represented this view:

*One of our duty is to accept all instructions from the external, but how we do it here, whether we do it their way, or our way, that's our 'tong deng tong' internal business, because we know what the best for us...but in all cases you know, we need to say yes first, to play save (T8fC) (emphasis added)*

The micropolitical astuteness in this context is clearly defined in the data as a practice of maintaining the safety zone of the dynamic relation with external stakeholders or finding the ‘fitness-zone’. This ‘fitness-zone’ is constructed by intelligently distinguishing the nature of changes enforced on the school through collective censorship and adapting with each of them in the way that more contextually relevant to the organisation. To illustrate the content of change within the school as response to/ result of change forces at meso level, some examples

emerged in the data in relation to this micropolitical practices is listed in the Table 5.3.

**Table 5.3 The Content of Change in SHS Caporo in Adapting to Meso Change**

Example of Cases	Organisational Practices	Representative Excerpts/Data	Change Category <sup>16</sup>
Instruction from local government to wear a batik <sup>17</sup> with blue colour every Friday to represent the symbolic colour of the Major political party.	Changing the procedures of dress-code for Friday uniform. <i>Micropolitical practice</i> : Alignment and congruency with local government policy	We used to wear informal cloths on Friday, it's free choice... to be more relaxing, some wear sporty cloths, some wear smart casual, but now everyone must be in blue batik (DP1iC).	Procedural
Random visit from Local School Supervisors	Making the completion of teaching administration compulsory and part of performance evaluation. This is embedded in organisational SOP. <i>Micropolitical practice</i> : Teachers were instructed to complete all teaching administration such as lesson plan and are instructed to demonstrate that ideal lesson plan in the presence of school supervisor.	Everyone knows this golden rule, 'do the admin for the admin purposes' and therefore everyone should have comply with the administration requirements of their job. I said to the teachers, when teaching in the class, it's your show time, it's your space. But when you are being assessed by the school supervisors, you know what kind of performance is required...what is expected from you. Don't risk yourself and don't risk the school (DP1iC).	Procedural and some structural adjustments in school policies
Instruction from local government to keep the rate of success in the national exit	Making a special program called "Pengayaan" [Enrichment] as an annual program with special budgeting. <i>Micropolitical practice</i> :	National exam is one the most important assessment in our system, no one wants to fail, the kids, the parents, the government. And it is our duty to make that	Structural and some procedural instructions and cultural change

<sup>16</sup> Change category is based on simple categorisation of Whitaker's (2010) identification.

<sup>17</sup> A fabric printed by an Indonesian method of hand-printing textiles by coating with wax the parts not to be dyed. Usually printed with colorful motif.

examination high and maintain the 100 percent passing percentage	Budget negotiation with the School Committee Teachers' micropolitical practice: Teaching for the test	happen. Therefore, we take this seriously (CPI). I keep telling myself to do the paper works for admin, and teach whatever I think best for the students, later on, during the national exam preparation period I will teach my students how to answer the tests, that's another thing (T1iC)	Procedural, underlying cultural change
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#### **5.4.2.2 Opening Channel for Community Participation and Public Engagement**

One of the changes in organisational practices in SHS Caporo is to be more open to community and to have shared management with the local community. The School's Principal explained that the concept and practices of opening channel for community engagement and participation was originally introduced through the program School-Based Management through which the school need to work collaboratively with communities to provide better education service to students and local communities. From the perspective of organisational management, the principal and deputy principals agree that opening channel for community participation and public engagement as strategy to *sharing the risk*, and *creating school's competitive advantage*. The Principal explained:

On sharing the risk,

*When talking about change, no matter how small or trivial it is, it is a result of decision, and embedded in every decision is risk. Especially in the position like me as the principal .... The challenge in this position is I have to keep people 'above me', my staff, and the community and stakeholders surround me happy and supportive to the initiative and all decisions...it's not an easy work because everyone has different expectation...the risk here is included the by-product of our decision if we cannot make everyone happy with the decision.... By having more people on board, provide how they can be part of or contribute to the action and realisation, we will share this risk. It works fine so far (CPI).*

Concerning creating the school competitive advantage, the

Principal explained:

*We invite the parents and school committee to discuss this [the change in curriculum] and we come to idea that we can use our lab [computer lab] for training and we offer the training to public. One of our students' parents, as a coincidence, knows how to get certification training with companies like Adobe and Microsoft... and everyone say yes that can be our flagship program because*

*there is no school doing that,.... And there we go, we use that lab for this flagship program and we have done the certification training once and now it's in the second batch.... Unfortunately, it was interrupted by the natural disaster...It all starts with inviting everyone to figure out what we can do (CPI).*

These excerpts of data illustrated that micropolitical practices is an inevitable in school leadership roles in this context. This finding also confirmed how the lexicon of corporate world such as 'competitive advantage' has become vocabularies of school in this particular context.

Another advantage from having community and public engagement and participation to school was the school has been able to get more partnership with a wide range of organisations and some of this were private companies that help the school through their corporate social responsibility (CSR) programs. The data about the school's program partnership with other organisations is illustrated in the Table 5.4.

However, there were also some disconfirming evidences emerged in the data that contrast with the advantages as previously described. Those disconfirming evidences are embedded in some organisational changes in relation to community participation and public engagement/shared management are illustrated in Table 5.5.

**Table 5. 4 SHS Caporo's Partnership Program**

Program	Purpose of the Program	Partners and Sponsorship
IT Certification Training	To offer IT training to Public while promoting schools as IT Training Center in the city	Two IT based companies
Rubbish Bank	To collect and sell the recycle waste in school and the environment surround the school (e.g. plastic bottle, plastic food containers, etc)	A MNC soft drink company
Enviroweek	To introduce and develop a habit of keeping the environment green and clean	<ul style="list-style-type: none"> <li>• One Environmental Conservation group in North Sulawesi</li> <li>• The Department of City Cleanliness</li> <li>• One Food Company</li> </ul>
Scholarship "Sponsor a child"	To give financial support for economically disadvantage students	Personal Sponsors organised by School Committee. The sponsors consists of public figures and business community
One week one book	To build reading culture among students and teachers	Provincial Public Library
English Debating Club	To promote and build critical thinking skills among students and improve English speaking skill	English Debating Society of North Sulawesi
Honesty Canteen	To promote culture of honesty among students and all people in the school	<ul style="list-style-type: none"> <li>• Endorsed by Corruption Eradication Commission</li> <li>• Supported by The Governor of North Sulawesi</li> </ul>
Open Day and School Showcase	To promote school to public by opening the school to all people to visit on a particular day. This include school expo for the whole day, gala dinner and art performance	<ul style="list-style-type: none"> <li>• Local Business Community</li> <li>• A leading local news paper</li> </ul>
Teachers Writing Week	To motivate and promote writing culture among teachers	One Publishing Company
Adult Back to School	A pilot project aims at giving second change to adult who want to get High School Certificate	<ul style="list-style-type: none"> <li>• Provincial Education Service</li> <li>• Personal sponsorship</li> </ul>

Source: The school's Partnership and Memorandum of Understanding Documents 2012 - 2014

**Table 5.5 SHS Caporo's Organisational Change in Relation to Community Participation and Public Management/Shared Management**

Organisational Changes (The Content of 'what' has changed and being changed)	Disadvantageous Impacts	Change Category <sup>18</sup>
Shared management system, Collaborative process in policies and decision making process	More time needed to make a decision and school policies become bargained and transactional products	Procedural and Structural
Employ shared monitoring and evaluation on organisational performances via QMS ISO (including teachers' performances) for example: Daily Journal, Teacher Parents Communication books	More pressure on accountability that leads to 'culture of fakery' when dealing with administration work of assessments	Procedural, Structural, and Cultural
Commercialisation of School Facilities (e.g. IT Lab, function room, sport facilities)	The presence of external people during school time creates an atmosphere of crowdedness that make the school more look like a company. Most teachers complain about this.	Procedural, Structural, and Cultural
The implementation Partnership Programs that required teachers' involvement.	Add extra work to teachers on top of their teaching and excessive regular administrative job	Procedural and Structural
Teachers Professional Development sponsored/funded by the School Committee	In return of this is more demanding accountability and higher expectation to students academic achievement as measured by quantitative methods such as national exam	Procedural, Structural and Cultural
Commodification of professional knowledge	Promote more individualistic culture that hinders collaboration and leads to shifting orientation of teaching into financial benefit	Procedural, structural, and Cultural

<sup>18</sup> Change category is based on simple categorisation of Whitaker's (2010) identification.

In what follows, emerging data related to each of these organisational changes is presented.

#### **5.4.2.3 Shared Management System**

Since the implementation of SBM, SHS Caporo applied a shared management system model. As a consequence of this shared management requires collaborative procedure in decision-making process. Some participants commented that it makes the process of decision making take longer time. In a circumstance when immediate decision is needed, this collaborative procedure is not effective. One Deputy Principal commented:

*We have standard operational procedures for decision making process. We can't by pass them. Although we have tried to simplify many things and reduced bureaucratic procedures, still we can't omit them. In many vital decision making there need to be three parties involved, government, school committee, and us. We cannot omit any of these from the equation. (DP1iC)*

Some participants were critical about the shared management model and argued that the shared management with collaborative process of decision-making often ended up as a transactional process of decision-making. The school need to accommodate external interests that not always effective and relevant to the school operation. One participant critically commented, "these days, no one will give you free lunch. If you need support, you need to prove that you deserve. That's the golden rule. There is always exchange" (T1iC).

#### **5.4.2.4 Shared Monitoring and Evaluation on Organisational Performances**

As part of shared management model, SHS Caporo employed procedures of shared monitoring and evaluation on organisational

performances. This includes teachers' performances, administration audits, financial and assets audits. Teachers' were required to report their work through *Daily Journal*, *Teacher Parents Communication Book*, and *Semester Report on Students Achievement*. According to participants, this obligation has added more burdens on their workloads. Moreover, majority of participants agree that this procedure of accountability has put more pressures on them. One participant remarked:

*We have to submit it [the daily journal] because that's part of the deal. Although I'm not sure whether they read it or not, ...most likely not, but that's standard procedures required in this collaborative management system. Although there is no national regulation on teachers that tell us about this (T4iC).*

#### **5.4.2.6 Commercialisation of School Facilities**

One organisational change as response to meso change forces is the commercialisation of school facilities. Since the implementation of SBM that requires local financing (as the central government continuously reduced their 'share' to school), one of the strategic response of SHS Caporo is to improve the school facilities (as previously mentioned) and commercialised some of the school facilities. Data from school business unit shows that the commercialised (available for public to rent) are: IT/computer lab, function room, school gymnasium, and some electronic devices that are used for seminars or meeting such as sound system devices and LCD Projectors. While all participants agree about the financial advantage of this change. The downside of this is that it creates a crowded atmosphere in the school as many people come to the schools. Participants especially teachers commented that this crowdedness is disruptive to their class. One participant exemplified:

*If there is an event in the function room, its going to be very noisy not only because of the people voices but also because of the sound system. Our buildings here are not designed as soundproof buildings so every sound above normal will be very noisy... I don't think it's good (T4fC).*

#### **5.4.2.7 The Implementation Partnership Programs that Required Teachers' Involvement**

As part of developing school 'competitive advantage' the school management under the school committee has been intensively initiated partnership with external organisations. Data from documentation as previously illustrated in the Table 5.4 shows there are numbers of partnership programs in the school. Those programs required teachers' involvement in its implementation. Teachers argued that those programs indeed have added more workloads and responsibility for them. Some of the programs are ongoing programs and teachers' involvement in those programs is not one-off involvement but continuous. It means that the workloads of these programs upon teachers are part of their routine work on top of their teaching and other administrative works. One teacher stated:

*Look, I am teaching 38 hours a week, I'm also a home group teacher, responsible for science lab, and I need to be in four committees in four different programs. It takes most of my time. Sometimes even during semester break I need to work with those committee... sounds scary ha? daunting! (T5iC)*

#### **5.4.2.8 Teachers Professional Development Sponsored/Funded by The School Committee**

Another feature of organisational changes since the implementation of SBM is and the adoption of QMS ISO is the focus on Teachers Professional Development. The teacher professional development program is documented in the school has professional development

program as part of their whole annual plan. Most of the programs were sponsored and funded by the School Committee. While this has brought advantages in terms of improving teachers quality, some teachers commented that this is another kind of pressure for them because in return of this funding is more demanding accountability and higher expectation to students' academic achievement as measured by quantitative methods such as national exam. This has forced the teachers to focus on teaching what is testable on the national exam.

#### **5.4.2.9 Commodification of Professional Knowledge**

In relation to professional development and the effort of school to develop their competitive advantage as an elite school, the data also illustrated how SHS Caporo use their teachers professional knowledge as part of organisational asset and *capital*. Since the school was selected as a *Teacher Professional Development and Training Centre* (TPDTC) by the local government, the management under the School Committee has expanded this role to be more commercialised. The TPDTC has been managed as part of school business unit that offers *paid trainings* related to teacher professional development. The data from this unit illustrated that the programs ranging from computer skills training to classroom action research training. This has been possible because many of the teachers in the school have been certified as National Instructor for the subject they are teaching.

Moreover, as the management focus is developing the school competitive advantage and maintaining the school image as an elite school, teachers' professional development has been construed as part of

the community investment. Therefore, the funding for teacher professional development, as confirmed by the participants, is always available even though with some limits and conditions. What emerged from this data is that the commodification of professional knowledge has seemed to promote a cultural change into more commercial culture where individuals are encouraged to invest in their self-improvement so that they have 'knowledge product' that can be commodified. It is indicated that this has leads to shifting orientation of teaching from common good into financial benefit.

To sum up, in this section, the data has depicted that the content of change in organisational practices of adapting to change enforced from the meso level encompasses procedural, structural and some degree of cultural change. Those change are predominantly organisational practices of accommodating external pressures including politically loaded interests and internal negotiation to find the fitness zone for the organisation. Compared to the content of school organisational practices in adapting to the macro level in which the school applies normative practices, adapting to meso level needs more informal practices, this include constructing an internal tacit code of conduct such as '*tong deng tong*' (micropolitical astuteness) as an adapting mechanism. As a result there were indication of underlying cultural change occurred as part of the content of organisational change in SHS Caporo.

I will now present the data that identified as the content of school organisational practices in adapting to change forces from micro level.

### 5.4.3 Adapting to Change from Micro Level

In the previous section, it has been identified that the change forces at micro level are related to three major needs from internal school:

- 1) The teachers' need for professional development
- 2) The need for more effective work management
- 3) The need for more 'internal' (i.e. school as organisation excluding government and school committee) and personal autonomy

According to the Principal, the change driven from internal school is the most crucial one in terms of keeping the morale of the people. The Principal believed that, *"The role of leadership team is critical factor that determine the extent of successful handling of internal dynamic"* (CPi). In dealing with these internal change forces, the data revealed that there are three key adapting strategies for SHS Caporo:

- 1) Facilitating professional development
- 2) Providing enabling structure for effective work management
- 3) Developing internal mechanism of coping with external pressures

The organisational changes that substantiate those three themes are illustrated in the Table 5.6. below

**Table 5. 6 SHS Caporo's Organisational Change in Relation to the Change Forces Originated from Internal/Micro Level**

The forces of change from internal/ micro level	Organisational Changes/Responses	Change Category <sup>19</sup>
The teachers' need for professional development	Facilitating professional development; In house training programs (IHT); Subject-based and Cross Disciplinary learning groups	Structural, Procedural, and Cultural
The need for more effective work management	Providing Enabling Structure for Effective Work Management	Structural
The need for more 'internal' (i.e. school as organisation excluding government and school committee) and personal autonomy	Developing Internal Mechanism of Coping with External Pressures	Cultural (micropolitical practices)

#### **5.4.3.1 Facilitating Professional Development**

According to the principal, leadership team recognises the importance of keeping the balance between the workloads and the professional capacity of its people. As they learnt from organisational history and experiences that *“change requires adjustment and up grading in people capacity”* (CPi), the school has put teachers and staff professional development as their key organisational strategy. In SHS Caporo, there are three main professional development activities: *Government initiated training, In house training, and subject-based and cross disciplinary learning group.* The government-initiated training, however, due to the nature of the data, is categorised under the school

<sup>19</sup> Change category is based on simple categorisation of Whitaker's (2010) identification.

adaptation to change from macro level in previous section. The other school organisational practices are discussed as follow.

### **In House Training**

SHS Caporo has a regular in house training (IHT) schedule. The IHT is held at the beginning and at the end of every semester. But sometimes they conduct IHT as an immediate response when they need to catch up with new regulation or new changes that need to be implemented immediately. The Principal said:

*IHT is one of our programs as our mechanism not only to anticipate change but also to initiate change.... We do it at least four times a year but sometimes more if we think we need something in particular. Last year we did one extra IHT focusing on developing teaching materials for the preparation of the new curriculum (CPI).*

At the time of my fieldwork, the school is supposed to be conducting a regular IHT for the beginning of new semester. But due to a natural disaster that impacted the school decided to postpone it. When the IHT is linked to the school's capacity in adapting to 'abrupt' change in the curriculum, all participants agree that IHT helps them to adapt to changes better. One teacher responded, "If you ask about the importance of IHT in relation to our readiness to change, I will say that IHT is very important and indeed that's the time when we try to answer the puzzle together" (T2fC).

The teachers are being positive and pride about the IHT program. Indeed, the program has been in the school program documents since 2010, it was the time when the current principal was assigned to this

school. This has signposted the importance of leadership role in improving teachers' positive attitude toward change in SHS Caporo.

In terms of professional development, it should be noted however, that there is lack of information about non-teaching staff professional development. In the interview with administration staff, one said:

*It perhaps because of our job mainly administration and all of our job have very clear formats especially with the ISO, then I'm rarely assigned to training. Unless it is required by the government, just like the one I participated about three years ago...it's about the requirements in relation to government regulation about providing and purchasing of goods and services protocols... other than this we usually receive information from teachers about what need to change in administration (Ad1iC).*

It seemed that force to changes between teachers and non-teaching staff are different. Administrative staffs admitted that they face less pressure in terms of the change as compare to teachers. This is perhaps due to the nature of their works that deals with paper works, which have been standardised through the QMS ISO.

### **Subject-Based and Cross Disciplinary Learning Group**

The data indicated that besides IHT, SHS Caporo also has some small learning groups. These groups are subject-based learning groups where teachers are grouped into small groups based on the subject they taught. In addition, there are also some cross-disciplinary learning groups that are formed based on the compatibility of the subjects in the curriculum. Each of these subject-based and inter-subject learning groups meets on monthly bases. The meeting is informal and attendance is voluntary. The meeting is not necessarily held in the school because sometimes they join the regional level subject-based teachers meeting

which they called MGMP<sup>20</sup>. In 2012, the school has initiated a collaborative teaching strategy that they called 'thematic learning'. In this thematic learning, the teachers are requested to collaborate with other teachers of different subjects and design a project-based learning for students. One example of inter-subject collaboration is students' end of semester projects that combine arts, language, IT, social sciences, and biology. In this project, students are asked to make a short video of their interest and explain how it relates to certain subjects. The teachers of those subjects then assess the projects based on the competency level and standard of achievement they have developed. In the focus group interview, teachers were keen to share their experience about this model of collaborative learning strategy. One teacher commented:

*It's an excellent idea, indeed, for us to reduce the workload of students and also teachers. If you work by yourself and never have conversation with others, you will never know about the students' work load in total...you know, you gave students home works or projects of your subjects, the next teachers after give another project, and the next teacher give another ... can you imagine how much work the students end up with in a week?...then in the next meeting the only thing you expect from students is to complete and submit the work... when your students cannot complete on time you never asked them how they go about other subjects.... This integrated and collaborative learning strategy has helped us to actually count how much work that can be done in integration, thus lessen the working of teachers and students...and it's working so well (T3fC).*

This model of integrated learning through cross-disciplinary collaboration seemed to be another distinguish feature of this school. However, some participants admitted that inter-subjects collaboration is

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<sup>20</sup> MGMP Stands for Musyawarah Guru Mata Pelajaran is subject-based teachers forum. This forum is a formal teacher forum at provincial level as well as regencies and municipality level.

not always doable due to the limitation of autonomy to deviate from the national curriculum guidelines. This is mainly because in the curriculum the each subject is centrally designed as an independent unit. As a consequence, it is always challenging for them to identify themes in a subject that are relevant and can be taught in collaboration with other subjects in one semester. There were cases where some subjects are interrelated but according to curriculum guidelines they need to be thought at different semester or different level. Hence, cross-disciplinary collaboration has become more challenging to be conducted. This has illustrated how a national curriculum designed as 'one size fits all' prescription prohibits innovative practices in a school.

#### ***5.4.3.2 Providing Enabling Structure for Effective Work Management***

As indicated earlier, the issue of excessive administrative workload has been seemingly a predominant among teachers in relation to implementing new curriculum and organisational management system that apply QMS ISO 9001: 2008. This issue had triggered the need for a more effective system in managing teachers' workloads. Concerning this, there are three noticeable organisational practices as effort to solve the issue. Firstly, the teachers are encouraged to use the IT facilities to reduce their workloads by electronically documenting some teaching material to avoid repetition. For example through making a video presentation (as described in the previous section). This method seemed to be effectively applied by those who have sufficient technical knowledge on IT, while those who do not, this method does not help a lot.

Secondly, the school has initiated a mechanism of subject-based and cross-disciplinary collaboration through which teachers are encouraged to manage and reduce the workloads by sharing the teaching workload without reducing the total number of their teaching hours. However, since their teaching need to comply with the guidelines of the curriculum national curriculum in which the target of each subject is not always compatible for a collaborative lesson, this method alone is not enough to solve the problem.

Thirdly, as discussed earlier, the school has also applied an internal professional development through IHT program through which the teachers can allocate a special time to prepare administrative works related to teaching such as lesson plan, annual and semester program and material development. This method had gain positive feedback and many teachers were positively associate this with their professional growth. One teacher commented:

*[I]ast time we did IHT about the new curriculum and we did it for six days and when it is completed, all teachers were so happy because they can complete or almost complete teaching materials that we need for our teaching to comply with the new curriculum I was at the steering committee for this even last time and I can see the feedback were so positive (T2fC).*

There was, however, an inconsistency found in the data about the teachers' views on the workloads despite their positive comment about the organisational practices in dealing with the issue of managing and reducing the workloads. Some teachers still felt that the administrative workloads were still a great deal of burden for them. This indicated at least two critical points; firstly, teachers were experiencing a mental fatigue

through enduring the constant changes on their works. Secondly, since those administrative workloads are rigidly structured as routinised obligation, this could be taken as a signal of the need for more personal autonomy in doing their job.

#### **5.4.3.3 Developing Internal Mechanism of Coping with External Pressures**

At this point, it has been apparent that the current system of school operational under School-Based Management has put the school under scrutiny of public stakeholders. While this model has advantages in terms of financial support and public accountability towards school practices, it has some downsides in terms of school internal autonomy and teachers' personal autonomy. The pressure of maintaining the accountability has lead the school to eventually and naturally constructed the 'tong deng tong' (just between *we and we*) practices as internal mechanism to stay in the *fitness zone* and maintaining the harmonious relation with the external stakeholders. One teacher said:

*Everyone knows the risks of saying no... we understand that there are people whom we have to say yes to. Overtime people understand that there are difference signs of saying yes and we know that when we implement it is going to be different...We realise that some business is just for tong-deng-tong... not meant to be publicly known (T9fC).*

The Principal explained:

*It is part of eastern culture that people tend to avoid confronting things if they don't agree. People will likely be nodding all the time as a sign of saying yes. But we have to understand the body language. I know instantly if people disagree or don't like something even if they say yes or nod their head. Part of this culture has made us difficult to be assertive. Therefore, part of my job is to understand the unspoken language of the people in this school. To make the people honest and assertive we need to let them say their voice. I constantly remind them about this. But I*

*also remind that there are time and space where our voice need to be kept just between 'tong deng tong'. That's the way to avoid conflict and make everyone win (CPI).*

This data illustrated has added more evidence on the notion of micropolitical practices as embedded elements in school leadership in this context. The practice of *tong deng tong* as internal mechanism to cope with external pressure has been admitted effective. It is regarded as a safe way to be in compliance with external change forces.

In addition, the issue of decreasing teachers' personal autonomy seemed to be constantly emerged in the data. Personal autonomy was related to the pressure of accountability enforced by the school management system. Moreover, accumulated rigidly structured routinised workloads have seemed to take the biggest proportion of teachers' work. So teachers admitted that they have very limited time to improve their professional capability in the way that resonates their passion. As the result, many teachers felt that they do their job because they have to do it , not because they passion about it. The pressures of accountability that manifested in excessive administrative works remains a big issue for the school.

In summary, in this section I have presented the analysis of the data relevant to the research question about the content of change in SHS Caporo as they are adapting to change. The answer to this question as delineated by the data can be summarised as follows.

In dealing with the *macro* level (the central government) changes the school has very limited options. The most viable option for the school

is to adjust their local context to be in compliance with those changes. The efforts to adapt to systemic change from macro level are referred to as *normative organisational practices*. In SHS Caporo the *normative organisational practices* were perceived as the most viable strategy to comply with the imposed systemic changes. The content of changes through normative practices most of the time is in the form of setting up new rules or school-wide policies.

Change forces at the *meso* level in this research are originated from the local stakeholders which are local government and local community/parents via the school committee. In many cases, those changes were politically laden. Since this political nature of the change forces was eventually considered as a common practice. The school has constructed their organisational capacity that I called as *micropolitical astuteness* through a symbolic metaphor '*tong deng tong*' micropolitical practice. This is an organisational practice for identifying and distinguishing issues that should be kept internal (collective censorship) and determining actions to maintain the harmonious relations with the external stakeholders as well as to minimise risk for the internal organisation. Another organisational practice that strengthened school relationship with external stakeholders is by opening channel for the community participation and public engagement. The data however illustrated that having this community partnership and engagement, in particular in the form of shared management as mandated by SBM has advantages and disadvantages for the school.

The *micro* level change forces originated from the teachers' need for professional development as well as personal autonomy; and the organisational need for internal authority and autonomy. SHS Caporo seemed to be quite successful to facilitate professional development issues by implementing some strategies such as initiating various kinds of IHT and promoting teachers' collaborations. However, some issues that related to school's autonomy and authority as well as personal autonomy remain an ongoing challenge.

Nevertheless, in the current system SHS Caporo has been certified as an 'A' category of national standardised school and therefore has been acknowledged as a 'successful school' from the perspective of the current education system of Indonesia. This indicates that the organisational practices that have been undertaken in this school are outstanding as compare to other schools in Indonesia that has not been certified as an 'A' School.

In the next section, I will discuss the process of how those organisational practices were enacted. I also highlight the data about local conditions that influenced the school's organisational capability as they are adapting to systemic changes.

How have school been adapting to those change forces?

## **5.5 Section Three: Change Process in SHS Caporo**

At this point of this thesis, I have presented the data analysis from the first case – SHS Caporo in relation to the change domain of *context* and *content*. As introduced in the Chapter One, this research explores the dynamic of changes within schools in three domains: *context*, *content*, and *process*. This section focuses on presenting the data analysis related to the question about the *process* of change in school. The question is:

The data illustrated that the organisational practices in adapting to change is multifaceted. The complexity of organisational process encompasses both readily observable changes of organisational practices such as ‘normative practices’ and some underlying process of changes that are not always observable in the routines organisational normative practices. In this section, the data analysis of the change process is presented in terms of three broad phases: *Institutionalising*, *Transitioning*, and *Reaching Equilibrium or Continuous Adapting*. The conditions affecting the process are presented following the three phases.

### **5.5.1 Institutionalising Phase**

As the data illustrated, within the level of education system, the school is position at the micro level that most of the change impacting the school was driven by external context (i.e. meso and macro). In the process of adapting to change, therefore, schools always commence with

a process of seeking for compliance through integrating the change into the institutional structures (hence the name). As the data suggested, in many cases of school changes, this compliance and alignment process is the most immediate response of the school to adapt to changes. In the case of SHS Caporo, this 'seeking for compliance' and alignment to change forces consists of two main processes: *socialisation* and *initiation*.

#### **5.5.1.1 Socialisation**

The phase of socialisation is essentially introduction phase through which the new change is introduced to the people in the school. I am using the word 'socialisation' as used it is used by the participants to refer to the process of introduction of the change. Indeed, this terminology is used officially by government organisation when a new policy is being introduced. For example, in relation to the change of curriculum, there was a phase called 'socialisation of new curriculum. I will be using this term to refer to the same phase, throughout this thesis. During the socialisation process the new changes were introduced to the people in school and ensure that everyone is aware of the change. The Principal explained:

*Socialisation process is part of [organisation] normative practices. It aims to makes everyone well informed about the policy, regulation, laws, government instructions or whatever we are going to implement. This is the very first step in any change or policy enactment (CPI)*

Socialisation was usually conducted by organising meeting, distributing printed information (including school newsletter) or displaying on school or staff notice board.

### **5.5.1.2 Initiation**

Following socialisation is an initiation process. This process includes making decisions that can embed the change into organisational structure. Procedures related to the implementation were also prepared and design during initiation process. In terms of organisation structures initiation process involves the arrangement of special committee, the defining process of task descriptions and the assignment of personnel, the arrangement of structural and procedural standards before proceeding to further phase of implementation. One Deputy Principal commented:

*[Initiation is the process through which] we prepare all structural instruments such as school policies, procedures, job distribution, establishing ad hoc committee or task forces and also rewards structures. We want to make sure that once we start [making/enacting change] we have system in place to implement. (DP2iC).*

Following the phase of Institutionalising with socialisation and initiation processes is the phase where people as the agent of changes connect themselves to the changes and “making sense’ of the changes. In this thesis this phase is called *transitioning* phase as elaborated in the next subsection.

### **5.5.2 Transitioning Phase**

The data suggested that there were times after the socialisation when people start making sense of the change. During this phase the data indicated some practices of individual sense-making and collective sense-making. To be congruent with the ontological ground of social constructionism this research has built upon, the categories of those data

were called: *personal (de)construction*, and *collective co-construction of change*.

#### **5.5.2.1 Personal (De)Construction**

Personal (de)construction is a process where individuals take on and make sense of a change. During this process, a person will re-think and reflect the changes being introduced to the school and assess them based on his/her personal values and belief. This process of includes deconstructing of the change meaning and constructing meanings base on his/her personal understanding of a change. One participant reflected:

*I think the curriculum 2013 was confusing. It says, the teachers need to focus on individual learning and progress of the students. I agree with this but then, something is not quite right, we need to have mid semester exam and semester exam where we need to complete target of curriculum achievement. To me this is wrong because if we need to assess the student individually then they cannot be assessed with the same standard of achievement. Some students may proceed faster, but some are slow. The curriculum seemed to neglect this truth. (T7fC)*

#### **5.5.2.2 Collective Co-construction**

Collective Co-Construction is a process during change initiatives to find the common ground for everyone to change. This process involves negotiation, accommodation, compensation, and co-constructing a value consensus. The following excerpt of data vividly illustrated this process:

*We acknowledge that every person is unique, and that's ok. Everyone has their own thoughts, backgrounds, beliefs, experiences that shape how they behave in the school. To me that's our strength. But of course, as an organisation we are regulated, managed and controlled under a system. A collective awareness is needed in order that the school can operate as an organisation. We recognised the challenges of aligning diverse individual interest and therefore I always tell the people, we need to see ourselves as part of others and sometimes we cannot just forces what we want. My roles in facilitating these difference into a shared understanding, shared vision, and shared responsibility (CPI)*

Some more data that reflect these practices are illustrated in the Table 5.7. below.

**Table 5.7 Dynamic Process of Transitioning Phase of Change**

Transitioning Process Category	Representative Excerpts/Data	Change Reference
Personal (de)construction	“to me this [curriculum] is wrong “(T7FC)	Change of Curriculum
	“I don’t think this [QMS ISO] fit our nature of organisation” (T5fC)	Implementation of QMS ISO
	“I prefer to provide two models [of lesson plan], one for the supervisors to assess, one for my own guidelines” (T3iC)	Prescribed pedagogical practices
Collective Co-construction	“It’s [IHT] very helpful because we can learn and share our knowledge and experience with others” (T6fC)	Implementation of IHT
	“There is always give and take, negotiation, accommodation, compensation, it’s a process of human interaction , we need to understand that is part of our nature as human (CPI)	Dealing with shared-management model

As I will discuss further in the discussion chapter, these process are not linear process that the occurrence can be easily identified in a point in time. Rather, they are recursive and evolving process dependent on many conditions. Moreover, as the data suggested, these two processes are not mutually exclusive characteristics in which they are intertwined and affecting each other. In other words, *personal deconstruction* as individual sense-making and value filtering process contribute to collective co-

construction, but it also can be seen in other way round, the collective co-construction influence personal deconstruction process. The data suggest that each of this function as antecedent to the other and they are mutually dependent. The separation of the category is presented for the purpose of clarity.

### **5.5.3 Reaching Equilibrium and/or Continuous Adapting**

There were substantial evidences in the data indicating that after transitional process, the process of change within the school came to a phase when the change is stabilised and reaching a state of equilibrium. This state of equilibrium is the conditions where the school has successfully aligned their organisation with the change forces imposed on them. In relation to governmental laws, and regulation, or instructions, this equilibrium state is the compliance state. In relation to societal change forces from local community this equilibrium state is the negotiated state of mutual consensus. For example, commenting on teacher certification program, one teacher said, "As long as I can fulfil the requirements [of teachers certification] I'm safe" (T5iC). One Deputy principal commented on the school alignment and compliance to the regulations as follow:

*We need to make sure that we fit into the required change. For example, in the curriculum change, you need to work hard only at earlier stage because you need to meet all required conditions. After that we are pretty much stable. We are safe. I told the teacher, why stressful? Once you have everything in place, all you need to do is pulling the stuff you need from the shelf (DP2i).*

However, there were also data that pointed out indication of alternative beyond this equilibrium state. This associated with the effort of individual and collective to continuously learn and adapt. Those data were

categorised under a theme called continuous adapting. The following excerpts substantiated this theme:

As presented in the previous section, there are some content of organisational practices that corroborated the indication of continuous adapting (and continuous learning). The organisational practices that constituted the theme of continuous adapting are illustrated in the Table 5.8. below

**Table 5. 8 SHS Caporo Organisational Practices of Continuous Adapting**

<b>Continuous Adapting</b>	<b>Example of Organisational Practices</b>
Exercising organisational contextual astuteness (political, societal, economic) and developing internal “mechanism of survival” /collegiality/ organisational cohesion.	Micropolitical practices of “ <i>tong deng tong</i> ” (just between us and us) strategy of coping with external pressures.
Providing enabling mechanism for effective work management.	Providing IT support to lessen the administrative workloads.
Supporting/nurturing individual professional growth.	Encouraging and supporting teachers to be National Instructor for the subject they are teaching.
Facilitating Professional Development.	Conducting regular IHT, having Professional Development Plan.
Fostering collaboration or Informal knowledge sharing.	

It is important to reiterate before proceeding to further discussion in Chapter Eight that the process of change in schools within this particular context is complex and dynamic. Therefore, the process cannot be captured and depicted in a linear model. The three phases presented in this section should not be understood as a mechanistic process through

which one phase of process will not be taking place until the preceding phase is completed. Instead, it should be understood metaphorically as an organic process that encompasses multiple possibilities of changes to happen. Some changes might not necessarily go through socialisation due to the emergence and contingency nature of a change. In this case, such emergent changes were found in terms of local government instructions and policies imposed onto the school that need immediate response. However, the three phases presented in this section, as they were (co) constructed with the emerging data, are substantive to represent the general phase of change process in this school.

In the following section I will present the data analysis that related to the research question about the enabling practices and internal conditions that positively affecting organisational capability in change process in the school.

## **5.6 Section Four: Enabling Practices and Internal Conditions Affecting the Process of Adapting to Change**

At this point, I have presented the contextual dimension from the three levels of macro, meso and micro that affecting and forcing the dynamic change on the school. Some content of organisational practices in adapting to those changes that emerged from the data have also been outlined. The process how the school carried out the changes in their organisation have been identified and presented. In this section, I will focus the presentation of the data analysis that pointed out the 'idiosyncrasy' of the school in terms of organisational practices that enable the school to adapt to change in this particular education reform context.

The presentation in this section deals with the following research question:

*What are the enabling practices and internal conditions affecting the school in the process of adapting to change?*

The emerging enabling practices and internal factors affecting the process of adapting to change in the schools are associated with three key elements: *Leadership, organisational management, and supporting resources*. Although those enabling practices have been illuminated in the preceding sections, in this section those data are subtracted and organised in one place to better illustrate the school unique characteristics of organisational practices as they are adapting to change.

### **5.6.1 Leadership**

The notion of '*strategic*' leadership emerged as an important feature of SHS Caporo that influential to the school capability to adapt to change. The leadership practices that most of the participants mentioned as '*strategic*' identified in the SHS Caporo seemed to be associated with some key characteristics as follows: *Micropolitical skills, shared-leadership, and managerial skills*.

#### **5.6.1.1 Micropolitical Skill**

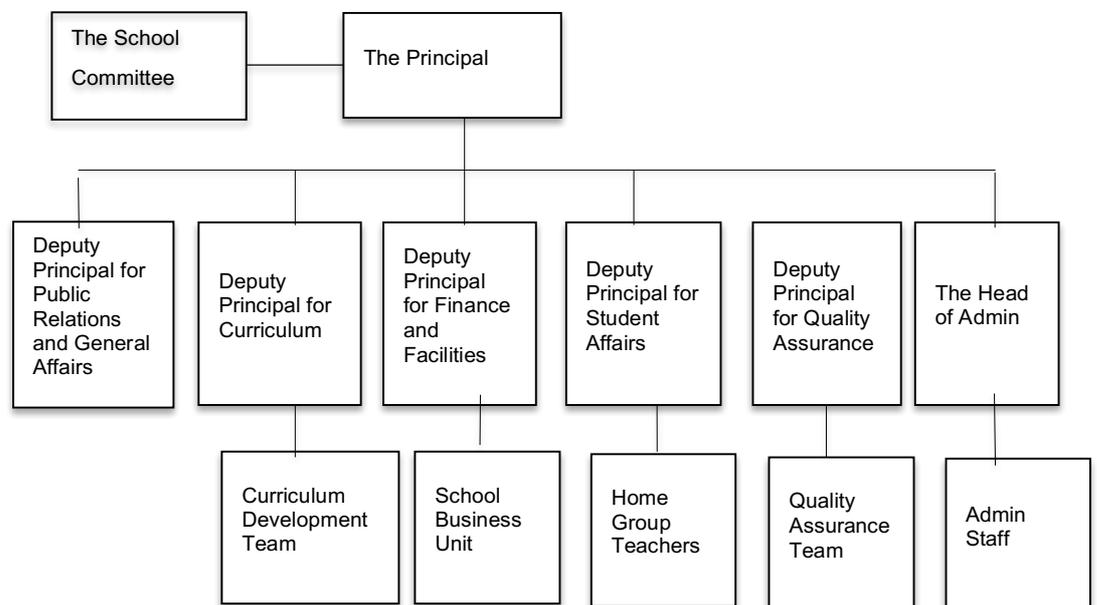
As indicated by the Principal that the role of school leadership is very much dependant on local political atmosphere. Indeed, everyone in the school is aware of this as they regard this '*common secret*'. The data revealed a clear message that local political influence is an unavoidable reality of the school. The Principal said, "we cannot pretend that school is

independent from such thing” (CPI). In such politically crafted school system, micropolitical has appeared to be a leadership skill that is needed. School Principal and leadership team need to be able to navigate smoothly through the politically unstable situations. In many cases, as revealed in the interviews with all participants, it is indicated that the school leadership team demonstrated high degree of political savvy in dealing with external agents. The fact that this school has a strong connection with different communities and the local government suggested that in highly political influenced education system, school leader who have the skill of political savvy is an organisational asset that contribute to strengthening organisational adapting capability. Through Micropolitical practices, the principal of SHS Caporo has seemed to successfully balance between the school internal dynamic with the obligation to be congruent with external agencies.

#### **5.6.1.2 Shared-Leadership**

The practice of shared-leadership is another feature of organisational practices emerged in this school. The organisational structure of SHS Caporo as illustrated by the Figure 5.1, shows that although the school applies the hierarchical model of organisation structure, which consists of layers of authorities, but as the principal explained that they have attempted to distribute the leadership roles more widely. Principal has specific leadership role and has his/her subordinate team that reported to him/her. In addition, there is also a head of administration that, together with the four Deputy Principals and the Principal formed the school leadership team. This leadership team meet

on regular basis once a week usually on Saturday. Although depicted as the top leader, the Principal, according to the school management system is also obligated to follow the procedures of quality management such as being the object for quality audit by the quality assurance team. However, the fact that such more distributed roles in organisational structure was one of the main mandates of QMS ISO, it has come to a question whether this shared-leadership practices was part of original culture of organisation even before the implementation of QMS. What is made clear by this data is that with the implementation of QMS ISO which was mimicking corporate model of organisational management, school leadership roles are 'designed' to be more distributed and more task-specific.



**Figure 5. 1 Organisational Structure of SHS Caporo**

### **5.6.1.3 Managerial Knowledge and Skill**

The principal's managerial knowledge and skills also emerged as enabling practices of leadership in this school. The managerial skills encompass knowledge and skills in risk management, human resource management, and a degree of business and financial management skill.

The principals explained:

*Our school is a modern school.... [we] not only deal with how teachers can teach better, how students achieve better result but more than that we need to deal with the task such as accommodating community's needs, obeying the government, at the same time we have to ensure availability of resources. That means to be a principal in this school has to be multi-tasking. Yes, you must understand the core business of education like improving pedagogical skills of teachers, but you also need some skills like performance review, financial planning, marketing and so on and so forth. That's what our system demanded us to do (CPi).*

The risk management in this school was reflected in the way teachers are encouraged to practice their preferred pedagogy as alternative to the prescribed pedagogical practices when they think they need to. As the principal commented:

*I always remind my colleagues... don't be dictated by the admin work or regulation that we think is silly... do the admin for the sake of admin.... But for your teaching do the best as you know how it supposed to be (CPi).*

Example of human resources skills emerged in the data where the principal need to do a 'constructive' performance reviews for teachers and staff. While the knowledge and skills of business, financial and marketing were demonstrated in many programs of the schools that oriented in creating school 'competitive advantage' and maximising the capital gain through the school potential as illustrated in the previous presentation (e.g.

opening IT training centre, proactive marketing through media, and partnership program with external agencies).

### **5.6.2 School Management System**

As described previously that the school applied QMS ISO as their model of management. The implementation of QMS ISO was problematic for the school. On one hand it caused internal coerciveness as reaction to rigidly structured organisational process that seemed to (over) emphasise accountability on the school. On the other hand, however, the QMS ISO has nurtured a school dynamic atmosphere of '*continuous improvement*' and the importance of building school competitive advantage. Although from broader perspective of social function of education this might be controversial (as discussed in the literature review and discussion chapter) but within this particular context, some management practices of the school illustrated how to deal with and adapt with contextual challenges and change forces on them. Most of data related to this school management practices have been illuminated in the preceding sections. In this subsection emerging data that associated with school management system enabling practices are summarised in the Table 5.9 below.

**Table 5.9 SHS Caporo Management System-Enabling Practices**

Dimension of the School Management	Enabling Practices	Description and Examples of Practices
Strategic policies	School Partnership with external agencies	<ul style="list-style-type: none"> <li>• Partnership programs such have enabled school to have more support from external agencies (see Table 5.3)</li> </ul>
	Focus on certain program as competitive advantage	<ul style="list-style-type: none"> <li>• The establishment of School Business Unit that responsible for marketing school programs (products)</li> <li>• The establishment of Teacher Professional Development Centre</li> <li>• The establishment of IT training and certification centre</li> </ul>
Human resources	The Ongoing Teacher Professional Development	<ul style="list-style-type: none"> <li>• Regular In House Training (IHT) program</li> <li>• Professional learning community (PLC) via subject-based and cross disciplinary learning group</li> <li>• Annual Professional Development Planning</li> <li>• Continuously participated in Government initiated learning and encouraged the teachers to be national instructors for their subject</li> </ul>
	Reward [and disciplining] System	<ul style="list-style-type: none"> <li>• Regular Performance Review</li> <li>• Reward for the ‘teachers of the year’</li> </ul>
Other resources/ Facilities	Shared Financial Management to ensure accountability and transparency	<ul style="list-style-type: none"> <li>• The school has internal audit and external audit system of financial management. Transparent and accountable financial management as facilitated by QMS ISO that enable the school to gain more trust from external agencies</li> <li>• Shared financial planning process with the school committee that enables re-budgeting in contingency situation</li> </ul>
	Innovative program to support school financial resources	<ul style="list-style-type: none"> <li>• The School Business Unit is operated as supporting unit that help to generate school income</li> </ul>

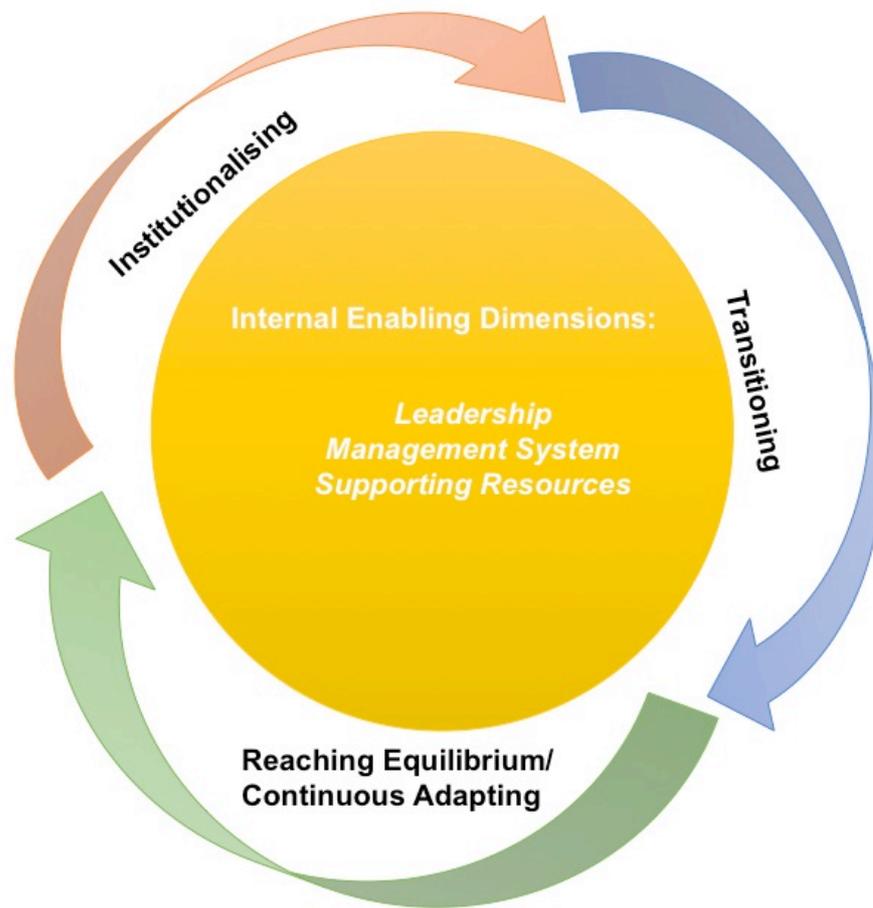
- The use of school facilities for multipurpose (function room, sport facilities) to strengthen school financial resources as well as to maintain school relation with external agencies
- 

### **5.6.3 Supporting Resources**

Another emerging characteristic of SHS Caporo is their effort to provide adequate supporting facilities that enabled them to adapt to changes and accredited as an “A” category school through the program of school accreditation. What might be highlighted from this case is that, the adequacy of supporting resources in SHS Caporo is gained through their innovative programmes that are directed toward strengthening financial capacity (managed and operated under the School Business Unit). While this may be perceived as a ‘marketisation’ practice of education, this emerged as adapting capability within the context where school needs to survive and finance most of school operational as a consequence of decentralisation policy. Therefore, the school efforts to provide adequate supporting resources (school physical facilities and infrastructures) within the context of decentralised education system has emerged as important quality that characterised the successful adapting school in the current system of education reform in Indonesia.

In summary, in this section I have presented that the process of change in SHS Caporo was a multifaceted process that encompasses various dimensions. The emerging data that illustrated the dynamic process of change in this school were categorised and depicted as three phases of process: Institutionalising, Transitioning, and Reaching

Equilibrium and/or Continuous Adapting. As data illustrated, the degree of successful of each phase were largely determined by and dependent upon three key internal conditions and enabling practices (enabling



**Figure 5. 2 The Dynamic Process of Adapting the Change and Internal Enabling Dimension of SHS Caporo**

## 5.7 Summary of Chapter Five

At this point of the thesis, I have presented the result of data analysis in the first research site SHS Caporo in regards to the context, content, and process of change as well identifying the enabling practices and internal conditions that are influential as the school are adapting to changes. In terms of context, this chapter has highlighted the interconnectivity among the three nested domains of *macro*, *meso*, and *micro* context and provided empirical data that illustrated the interconnectivity of the context. Due to the nature interconnectivity of the phenomena perceived as change forces from the subjective perception of the participants, the mapping and identification of those domains are not definitive. However, the mapping of the domains was useful in understanding the organisational practices in adapting to change forces accordingly.

In regards to the content of changes, the data illustrated that SHS Caporo seemed to be successful in meeting the normative standard as a quality school in terms of school management as well as other parameters required by the SNE. This was proven by successfully accredited as an A category school via School Accreditation Program. Data illustrated that the content of changes in SHS Caporo reflect the changes in the procedural, structural, and cultural domains of the school. These three domains seemed to be associated with the level of complexity of the change. In other words, some changes just need simple adjustments in procedural,

while more complex need structural adjustment via school policies change. Beyond, procedural and structural, some change might need or affect cultural changes.

Integral to the change of the content in SHS Caporo is the implementation of SBM. Data has revealed that the implementation the School-Based Management in this school has reached a point where the school has demonstrated characteristics of a globalised school where the involvement of community in the school management is apparently strong. For example, even though in the formal system the school committee has not been granted the authority to assess principal and teachers performance, in this school this has been enabled via the QMS ISO. With the current system of SBM in good combination with QMS ISO the school has seemed to be successfully dealing with and adapting to the changes imposed from the *macro* (national education system) and the *meso* level. However, there was a concern in the internal organisation in dealing with the internal dynamic of *micro* level. The majority of participating teachers have posed their concern upon the disorientation of the school as an educational institution as a consequence of complying with the imposed macro changes and strategically accommodating the pressures (including political pressure) on the *meso* level. This has led to rather pragmatic internal practices to maintain the balance and keeping the organisation in the 'fitness zone' of the three domains of change forces.

In regards to the process of change, as data illustrated, in adapting to change, SHS Caporo went through three dynamic phases of change: Institutionalising, transitioning, and reaching equilibrium state and/or

continuous adapting. Institutionalising phase indicated that as a formal and government –owned organisation, most of the change cannot be proceed unless it is formally embedded into ‘normative’ structure and procedures of the organisation. Transitioning phase that refers to the process of individual (de) construction and collective co-constructing of change meaning indicates that change is an inter-personal relating process (social relating). The phase of reaching equilibrium and/or continuous adapting indicated that as an organisation that attached to bigger nested system, the school needs a state of stabilisation (equilibrium) in terms of compliance and congruency with higher systems. Nonetheless, as organisation that was also forced to continually adapting to abrupt changes in the three levels of context (macro, meso, micro), the school also needs to build their continuous adapting capability.

The data analysis indicated that there was not definite state of change results. Some changes might end up in an equilibrium state as with the case of SBM implementation, but some changes are continually evolving and needs continuous adapting. This illustrated that changes are dynamic and there were multiple possibilities (realities) can happen during changes. With this, it can be concluded that changes are not events that have starting point and definite finish line. Rather, it is an ongoing dynamic process. The degree to which the schools choose to proceed is dependent on countless dimensions. The data however, pointed out that in this case there were three key organisational dimensions that are determinant to school adapting capability: *leadership, school management system, and supporting resources.*

The data presented in this chapter has provided a solid ground for the discussion in the Chapter Eight in answering the remaining research question about the implication of this research. Nevertheless, in order to have a more holistic description about the school organisational practices in adapting to change forces in Indonesian context, the data from this urban school will be comparatively analysed with the data from a rural school in Chapter Seven. In the next chapter I will present the results of data analysis from the case of rural school at Songtown (pseudonym) of Sangihe Island

# CHAPTER SIX: DATA ANALYSIS OF CASE STUDY TWO

## 6.1 Introduction

This chapter presents the data analysis from the second research site SHS Songland. As introduced previously that the chapters that present the results of data analysis (Chapter Five, Six, and Seven) focused on the three domains of inquiry of this research: *context*, *content*, and *process*. The data analysis in this chapter addresses the following research question:

### ***Context:***

1. In the context of school reform in Indonesia, what are the change forces on schools originated from macro context, meso context, micro context?

### ***Content:***

2. What are the changes in the schools as they are adapting to the change forces originated from the three contexts (macro, meso, micro)?

### ***Process:***

3. How have schools been adapting to those change forces?
4. What are the enabling practices and internal conditions affecting the schools in the process of adapting to change?

The presentation of data analysis in this chapter is therefore structured into four main sections. Section one presents the data analysis related to the context of changes. Section two presents the data that related to content of changes, and section three presents the data analysis related to the process of changes. Section four identified the enabling practices and internal conditions affecting the school in the process of adapting to change. Before commencing the presentation of data analysis, a brief school profile is presented as an introduction to give a description of the context that will be useful in understanding the data analysis. After the presentation of four main sections, a conclusion is presented the end this chapter.

## **6.2 The School Profile**

The SHS Songland is a National Standard School category A located in the Eastern suburbs of Singertown (Pseudonym) the capital of Sangihe island district of North Sulawesi Province, Indonesia (See Figure 6.1). Sangihe Island is the northernmost district of Indonesia that lies in the border area between Indonesian territories and the Philippines. Sangihe Island District (regency) is a small and rural district with the total population of 129.008 in 2014 (Badan Pusat Statistik, 2015) scattered in 124 smalls islands with Sangihe as the mainland. Figure 6.1 illustrates the remoteness of the island.



Retrieved from: <http://www.ezilon.com/maps/asia/indonesian-physical-maps.html>

**Figure 6. 1 Indonesia Physical Map (Reprinted from Ezilon, 2015)**

The Sangihe Island District has 19 High Schools in total which 6 of them is senior vocational high schools concentrating more on vocational education training (Badan Pusat Statistik, 2015). SHS Songland is one of the 13 general senior high schools in the island. In terms of the number of students, the school is considered a relatively small high school with 273 students (year/grades 10, 11, 12), 24 teachers and 4 Administrative Staff. Located in relatively low socio-economic community, 85 % of students' parents of this school fell into category C1, D, and E of Nielsen's category<sup>21</sup> of socio-economic status (Nielsen Indonesia, 2013). In terms of

21 Nielsen's category of Indonesia SES based on monthly household expenditure (in IDR .000):

- A1 = >3000 (approx. >AUD\$.300.00)
- A2 = 2000 – 3000 (approx. AUD\$.200.00-300.00)
- B = 1500-2000 (approx. AUD\$.150.00-200.00)
- C1 = 700 – 1000 (approx. AUD\$.70.00-100.00)
- D = 500 – 700 (approx. AUD\$.50.00-70.00)
- E = < 500 (approx. <AUD\$.50.00)
- E = <500 (approx. <AUD\$.50.00)

students' achievement in the national exit examination, SHS Songland is able to maintain its record of 100 % success in the last five consecutive years which give me another reason to choose this school as one of my research site to represent 'successful' school in rural context. Table 6.1 summarises the key information of SHS Songland.

**Table 6. 1 The Summary of SHS Songland's Profile**

School Category (Based on School Accreditation Category)	A (Considered the highest rank in school categorisation ranking)
Location	Rural School
Grades/Year	10,11, 12
Student Population	273
Number of teachers	24
Admin Staff	4
Students SES Background	A1 = 2%; A2= 2%; B= 11%; C1=35% D= 43% E=7%
Percentage of Students' Successful on the National Exit Examination for the last 5 years	100%( the last 5 consecutive years)

(Source: School Annual Report, 2013)

The following section presented the data related to the changes forces in SHS Songland.

### **6.3 Section One: Context of Change Forces in SHS Songland**

This section presents the change forces on the school the originated from the three levels of context: *macro*, *meso* and *micro*. Although the change forces on have already been identified in the literature, the data analysis in chapter is focused more on looking at which of the change forces have been affecting the school, based on the participants' points of view. The next three subsections present the

contextual issues facing the schools in adapting to change from the three contexts of changes.

### **6.3.1 Change Forces from Macro Level**

SHS Songland is a subsystem of the national education system that in many ways is dependent on national policies in education. As a school located in rural area, it seemed that all organisational practices in the school were directed toward complying with the mandated tasks from the national policies and regulations. When the data was collected, teachers and all staff at SHS Songland were in the time of changing organisational practices to comply with some major systemic changes. Three policies identified by the participants: *implementation of the new national curriculum 2013, Teacher Professional Certification Program and Internet-Based Teacher Competency Test*. Each of these is now discussed.

#### **6.3.1.1 The Ever-Changing National Curriculum**

As a nationally standardised school with category 'A', SHS Songland was one of the schools that were chosen as the pilot project for the implementation of the new curriculum 2013. The new curriculum was introduced and implemented in 2013. According to participants, the implementation of this new curriculum was too sudden and that giving them very limited time for preparation. The principal said:

*Our school was chosen as pilot project for the implementation of this new curriculum. We don't have any choice but to implement this national policy. Teachers were complaining because this shift was taken place in the mid of academic year. Sadly, we have very short time to prepare... Although there were some training, still the transition was not easy. There was confusion among teachers on what evaluation format we had to use because the shift was forced to be implemented in the mid of the year with minimum information on how we are going to do it (SPi).*

According to the Principal, the implementation of the new curriculum has impacted tremendously how the school re-organises and re-structures teachers' work because there were changes in the structure of curriculum that impacted the teacher working hours. The Principal explained:

*In the new curriculum, the workloads for some subjects were reduced significantly. Information and Technology (IT) subject was even discontinued. This change has forced us to find the way to save our teachers from being disqualified from the teacher professional certification program (SPi).*

Moreover, as the change was enforced in the mid of financial year, it posed a challenge for the school in terms of changing the financial plan.

One Deputy Principal commented:

*Our funding was mainly from two sources, the government and the tuition fee from the students. The money was planned in a fixed one-year term. Everything happen in the mid-year that needs financial adjustment was a really a big problem for us...Resources is one big thing here, we need to carefully manage. Our school need to provide resources to address the changes. It costs extra money and it is unpredictable. But this new curriculum need to be implemented now, we cannot say wait we are not ready yet,.. it is not an option (DP1iS).*

From the teachers' perspective, most of the teachers participated in the interviews commented that the change in curriculum was unexpected because there was no hint from the government. They were critical of the lack of thorough evaluation on the previous curriculum. Additionally, lack of training in implementing the new curriculum has forced teachers to guess how to deliver their teaching in the classroom. This 'guessing' game emerged as one issues most of the participants mentioned during interview. One participant said:

*So the majority of teachers here were still confused. We don't really understand how to teach the materials in this new curriculum. We used to have cognitive, affective, and psychomotor [components] of a curriculum. Now we have, spiritual intelligence, social intelligence, knowledge and skills. My understanding about the curriculum, it seems to me that the focus is on spirituality and social intelligence (T6fS).*

Another participant in the focus group responded:

*And that spiritual thing is ridiculous. I mean I am not anti-spiritual, but when we have to measure or assess the spirituality this to me is ridiculous. I mean look at the guide for assessment in this new curriculum. We are provided the assessment indicators for spirituality that says like this [while reading a document] for example, to surrender to the almighty god after doing an effort<sup>22</sup>, to feel the presence of the almighty god when learning science; ... bla bla bla ... come on, I believe in god but scoring our students from 1 to 4 in responding to such indicators to me is nonsense. How come you measure the difference of level of god presence? You see this is just ridiculous (T2fS).*

One participant in individual interview commented:

*To be honest, I am still confused to differentiate between the compulsory and lintas minat [literally can be translated as cross-interests]. I teach English and it has to be thought with these two modes, one is compulsory, another is cross-interest. I don't know what is the difference. I also don't know what to teach. Moreover, as it is called as cross-interest, it is difficult to organised my teaching in one class because students may have different interests (T2iS)*

The issue about the clarity of the curriculum seemed to be related with the lack of professional development in implementing the curriculum. All teacher professional development related to the implementation of the new curriculum were conducted in Metroville City the capital, more than ten hours travel by ship. There were flights connecting the Singertown to Metroville but not on regular base, moreover the flights were too expensive for the teachers to afford. While the government-initiated

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<sup>22</sup> These are quoted by the participants from the official assessment guide lines of curriculum 2013

training is fee-free, due to geographical location, teachers needed to fund their transport and accommodation during the training. Lack of financial support from the local government to fund teachers' professional development related to new curriculum has led to minimum participation of the teachers. Only few of the teachers can self-funded their participation in the teacher training for curriculum. One participant commented:

*I have no idea how to participate in the new curriculum training. Not now, unless I have sufficient money from the school or local government. What usually happen is the school give us some money for transportation, and that's it. Other cost like accommodation have to be paid from our own pocket.... Trainings outside the Island are hard to afford for me (T3iS).*

One of deputy principal commented:

*Our main challenge here is the readiness of our human resources. As I told you, that only few of our teachers can be sent to the training in Metroville. The lack of funding still becomes an important issue for us to deal with. Therefore, I'm not shocked when hear some teachers expressed their confusion about the new curriculum. I often overheard teacher said, it was like this... they said it was this way, or no it wasn't like that ...when the teachers were discussing about their teaching practices according to new curriculum. In other words, teachers are still guessing the content of the curriculum (DP1i).*

First and foremost, among the changes required by the new curriculum, was a shift in financial resources. School was facing extra 'unplanned' expenses for the change in administration of the curriculum. This has not been easy considering the SES background of the school. The second emerging challenge was in terms of teachers' workloads. This change has forced the school to re-structure teachers' workloads because some subjects was totally change in terms of the content as well as the workload. Some subjects were reduced while some were increased. IT subject was even discontinued. This had become a serious issue for the

school because at the same time the teachers were required to meet the minimum standard workloads of the Teacher Professional Certification Program (TPCP). The teacher need to meet the minimum 24 hours teaching per week or they will not qualify for receiving the teachers' professional incentive. In rural Island like Sangihe where schools are not too many, finding extra hours of teaching in other schools in order to meet the requirements was not easy. Therefore, the school was forced to initiate programs that can help teachers to fulfil the minimum requirements of the TPCP.

In regards to teacher's workloads, there was excessive administrative requirement. As illustrated by teachers in the focus group, for assessment alone they were required to provide numerous forms. Not to mention other administrative works integrated to their daily routines. Documents collected from the teachers about the assessment, lesson plans, teachers' diary and many other documents confirmed the teachers' comments about the excessive administrative works. Most of the teachers stated that their non-teaching works have consumed more time than teaching time. Coupled with the issue of the lack of training for the curriculum implementation, lack of time in exercising their teaching practices have caused most of the teachers working based on their preferred practices in the classroom which are not necessarily in accordance with the prescribed teaching practices.

The data also indicated that the change in curriculum as presented above has a direct link to another national change initiative in improving the quality of teachers. This national program called Teacher Professional

Certification Program. During interviews, teachers mentioned this program as one that has strong influence on their work. This is presented in the following subsection.

### **6.3.1.2 Teacher Professional Certification Program**

Teacher Professional Certification Program (TPCP) is a national program that aimed at improving the quality of teachers through standardising the teaching practices. With this program, teachers were required to meet performance criteria developed by the central government as outlined in the law number 14/2005. Since its implementation in 2006, TPCP has been a key driver for change for teachers in SHS Songland. Four participants reported that they had to take further study to bachelor degree in order to meet the standard criteria of minimum academic qualification. Undertaking further study for these teachers was not easy considering that the distance location of the teacher training university was located in the mainland of North Sulawesi. As this study is considered a part of in-service training, according to the regulation, the teacher who undertook the up grading study were not allowed to have a full study leave permit. In other words, the teachers had to do their teaching job while undertaking the study. This has made their effort to finish the up grading study even harder because they need to travel back and forth from Sangihe Island to the mainland very often. One teacher commented:

*During my study I had to stay in Tondano for about two weeks, and then I need to come back here to teach for about two or three weeks, then I had to go back to university again,.. that's the cycle of my life during that time. You can imagine, how hard my life was. Luckily I have a very supporting family. I was also lucky to have*

*supporting colleagues at school who understands my situation and were willing to be flexible with their teaching schedule to adjust with my time (T3iS).*

Beside the issue of the distance these teachers also face a conflicting situation in dealing with regulation on their status as government employees. One participant explained:

*I have to keep teaching because I'm not allowed to have full study leave. If I want a full study leave, I was suggested to apply for unpaid study leave, which was like a suicide for me because then I will have no money to support my study and my family (T1iS).*

The stories of these teachers about their effort to meet the professional standard criteria enforced by the central government are important findings of this thesis. They elucidated the challenges facing the teachers in rural areas of Indonesia in regards to the implementation of policies and regulation from the central government.

Another enduring change posed by the TPCP on teachers' work is on the administrative workloads. All participants seemed to agree that the current system of TPCP put too much pressure on administrative work. The administration was not only those of the formal requirements of the performance standards but also some additional administrative requirements set by the local education office. Participants commented that on many occasions; the additional requirements issued by local education office were irrelevant to the administrative TPCP. During focus group, this topic was one of the most commented topics emerged as key issues in SHS Songland. One participant commented:

*Last time we were required to submit documents such as tax payment receipt, daily teaching journal, test analysis, and many other documents which has nothing to do with the requirement for the certification [TPCP] from the central government. I know they*

*[local education office] were ordered by the regent office to force us pay the tax but you know it is nothing to do with this certification process. Nothing. But as government employee we don't have any choice (T6fS)*

Another participant added:

*Every time when the incentive payment scheduled local education office always issue additional administrative requirements. Moreover, every time this happen, we are required to submit all the paper works which was actually most of the paper works have been submitted many times... it is unnecessary repetition. I was thinking, if you ask what has changed in my work in regards to certification program, well one of the most obvious is am now become rather an administrator not a teacher, same thing with the new curriculum. All these policies want us to be good administrator. May it is easier for them to assess. I'm not sure (T8fS).*

As part of change in the nature of teachers' work, the participants also pointed out that TPCP posed a challenge in regards to meet the minimum requirement of teaching hours. Some teachers have to find extra teaching hours in other schools in order for them to qualify for the program. One teacher said:

*I have to teach Islamic religion subject in two other different schools to meet the minimum of 24 standard teaching hours for certification program, because there were not to many students with Islamic religion here. One school is located at subdistrict of Tamako, about one and a half hour from here by motorcycle (T2iS).*

The data revealed that few participants could relate the impact of TPCP to the change in their teaching practices. Most of the participants associated the TPCP program with the excessive workloads on administration/paper works but less comment were found in terms of the improvement of their quality of teaching pedagogy. However, most of the participants agree that the TPCP has positive impact on their welfare. This was important because many of the participants reported they had had to

do second job in order to support their living. Since the implementation of TPCP they reported that they could reduce the time for their second job and to be more focus on their teaching job. The following comment represented this view:

*I used to work as Ojek<sup>23</sup> at night time to have extra money. Although I can manage my time but it pretty much take my time. The certification incentives are very helpful for me. I do not have to do part time job to earn extra money, so I can support my family better and focus on teaching (T5iS).*

Some participants also reported that TPCP have increased their self-esteem and confidence for being recognised as professional teachers.

The principal explained:

*In our society, the social status tended to be associated with the material possession. If you have more material possession, you have lands, a good house, a car, or anything that people could see, people will address you as those of high social class. This I believe was residual of the feudalism inherited from the Dutch colonialism. As you know we have a long history of colonialism under Dutch. They introduced the system of social strata, which happen to be associated with the material possession.... This certification program has a significant impact in terms of teachers' welfare because we have now double payment. Compare to other government employees, teachers payment is better. So if the teachers told you about their confidence or their self-esteem, that's true, although personally I don't really agree that money can elevate your self-esteem (SPi).*

In terms of organisation practices TPCP posed a challenge for the school to provide organisational structures that ensure all teachers meet the requirements of the professional qualifications. One that emerged as the most often discussed in all interviews was the requirement to fulfil the standard minimum for teaching hours (24 hours per week). The school has initiated some programs to facilitate teachers to meet the requirements.

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<sup>23</sup> Ojek is Indonesian term used for those who offer transport service to public using their own motorcycle.

Those programs have been elaborated in the respective section about the school practices in adapting to change forces under the sub title of managing workload and restructuring job in this chapter.

### **6.3.1.3 Internet-Based Teacher Competency Test**

Teacher Competency Test is one of the enduring issues that were identified as sources of change in the school. This program was introduced in 2012 as part of national initiative to assess teacher competencies. This competency test was administered simultaneously for the whole country as an internet-based competency test, henceforth is referred to as Internet-Based Teacher Competency Test (IBTCT). The issue facing the teachers in regards to this was that teachers were worrying about the IBTCT because of their lacking capability in operating computer. In the school, not all teachers were familiar with computer-based technology. Based on their experiences, most of them were scored very low in the last IBTCT not because of their lacking of knowledge in the subject matter and the content of the test but mostly because they could not keep up with the pace of the test which, was administered as a timed test simultaneously for the whole country.

One participant commented:

*I have never used computer for the whole of my life. I think I'm part of the type-writer generation. But when I have to take IBTCT, I have no choice. Really, all I did in the test is just do it for survival. I'm not familiar with the technology, and by the time I started to understand how to do it, the time was up. What you going to do in that situation? Finger crossed (T5iS).*

Moreover, poor internet connection also contributed to the poor result of the teacher on the test. According to one participant who was

responsible to prepared the computer network for the test, the Internet connection in the school was often not stable and often interrupted with connection lost. He said:

*Our school can only afford to have internet with 128 kbps [kilo bites per second]. This was a very standard speed for internet, and with our location that is far from the server, this connection was very...very slow and often disconnected. With IBTCT this is a big problem. Actually if the connection was stable, with 128 kbps that would be okay but again here we are too far fro the server. We could have faster connection in midnight when the connection was not busy but of course that would be impossible for this test because it was done at the same time nationally at working hour (Ad2iS).*

The participants informed that next cycle of the text would be on November 2015. Although they agreed that they still have time to improve their computer literacy before the test, most of the participating teachers were concerning about the irrelevancy of the test in terms of real teaching performances. As one teacher commented, *"I see no benefit from the test, how can they assess our teaching performance through internet test?" (T1iS)*. They argued that the test was not a valid tool to assess teaching performance in the real situation. Mostly theoretical it did not reflect the current issues in teaching practices.

IBTCT obligated teachers to improve their ability in using internet technology as part of their job. While some teachers reported they were able to use internet technology to support their teaching practices, most of the participating teachers needed professional development in this area.

IBTCT forced schools to be equipped the school with adequate technology support. The lab computer had been used as a test center for teachers in the district but there was no financial support from the local

government to improve the facilities. The issue of lack of facilities that support the national policies on IBTCT seemed to be an enduring challenge that drove forces on the school financial management.

To sum up, findings at the SHS Songland in regards to change forces from macro context revealed that there were three most enduring change forces; *the national curriculum, teacher professional certification, and teacher competency test* emanated from the central government as part of current education systemic reform in Indonesia.

In the next section, the data analysis regarding the change forces originated from the meso level is presented.

### **6.3.2 Change Forces from Meso Level**

The data related to change forces at the meso level at SHS Songland indicated that there were two agents that plays role in forcing change to the school. First, and the most dominant force that driving the changes in the school was the local government. The second influential forces impacted the change in the school was coming from the community through the impact of low SES. Data related to these change forces on the Meso Level is presented in the following subsections.

#### **6.3.2.1 Local Government**

The role of local government in school operation was dominant. Participants related this dominant role to the law 22/1999 on *Regional Government* that has mandated the local government to manage education. According to this law, education at the district level is fully managed by the local government. The local government is powerful in

terms of budget allocation, as well as human resources assignment. In regards to financial, the biggest proportion of the school budget was from the local government as the Principal said:

*About 70 to 80 percent of the money comes from the government. Although some of the money were allocated from the central government, still the local authority controls the budget allocation. Small proportion of the money come from the parents through tuition fee, and some proportion of the school budget were from the school initiatives (SPi).*

The authority of the local government over the school in regards to human resources management of the school is manifested in the assignment of the school principal and all teachers. One deputy principal commented that as a public school, the teachers and all human resources are government employees and therefore their assignment, promotion or even demotion are dependent on the local authority. This has made the local government was very powerful in driving the direction of the school, as the principal commented, “the power of local government is absolute and very unlikely can be rejected” (SPi).

To illustrate, the local government has appointed the school to be the ‘model school’ for the implementation of the Standards of National Education (SNE). This was a big challenge for the school because as the participants reported, there was lack of support from the government to implement programs related to ‘model school’. School was required to deliver trainings or information sharing sessions for other schools in the districts while the local government did not support this with sufficient financial support. Therefore, all participants in the focus group agreed that this is a big challenge for the school that force the school to initiate a

*business unit* called “Koperasi Sekolah” to fund such kind of unexpected obligation from the government. One participant commented

*We are very proud to be the model [of the Standards of National Education], but we also need resources to realise the program. This program was introduced August last year and until now, there is no incentive whatsoever given to us to support this.... Not to mention, we also need to sacrifice our time to visit other schools, and also money. Most of the time we use our own money for transportation cost (T6fS).*

Many of the participants were criticising the local government for their policies on education as part of political move to impress public about the improvement of education. One policy identified as obviously politically driven was the prohibition of tuition fees. The school were not allowed to ask tuition fee from the parents to support their program of *Sekolah Gratis*<sup>24</sup> [Tuition Free School]. While this program sounds very popular and had gain support from communities outside the school, for the school this is problematic because the school was forced to find other sources of funding. Two participants commented:

*Money is a very sensitive issue for us, especially after the central government launched a program call BOS [School Operational Funding Assistance] , the local government use that program to promote Sekolah Gratis assuming that the BOS was enough to cover all school operational expenses, which in reality it was not enough (T4fS)*

*On one hand, the BOS program was good because the school has some funding from the central government to help the school with the operational expenses. On the other hand, the BOS program when it was translated by the local government as the only funding the school need, it becomes a problem for us because the school is not allowed to collect funding from community. This is the case with the Sekolah Gratis. The community knew that the school has had enough money, and the local government has proudly announced that all schools in the regency are tuition free...and*

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<sup>24</sup> The local government of Sangihe Island used to have this tuition fee program or called *Sekolah Gratis* for all elementary and secondary school but later amended by excluding the secondary school from the coverage of the program.

*when the roof of the school need replacement, the windows need fixing, the computers need to be replaced, the BOS was far from sufficient, and the local government does not really care about it (T3fS).*

The participants reported that, the government did not compensate the policy of *Sekolah Gratis* to the school by, for example, increasing the allocation of annual budget for the school. Therefore, most of participants agreed that this policy is simply to the shake off political impressions about the ruling authority. This finding has illustrated how local government policy has put pressures on school that forced the school to adapt.

The data also indicated that local government political intervention on the school management was evident at the school. An example was the involvement of teachers and students during political campaign which is illegal but done because of an order from the ruling politicians of the local authority. The participants had no options to reject such political order because as government employees they were fully under the control of local government. One participant commented:

*Quite often, we were asked to join political events. Not only campaign but also some events like if there was visitors from the head quarter of the ruling political party, then we were asked to join the events, to impress the politicians from Jakarta or from Metroville as if they were well supported and welcome here. But we have to do it, or we have to be ready with the consequences. Last year, one of our college was assigned to Marore Island [outmost island of Sangihe regency] because he was criticising the local government political move via Facebook, and that really scarred everyone (DP2iS)*

Change forces in participants' work in regards to local government was identified in terms of teachers' effort to be in compliance with local government policies. According to participants, the implication of the

regional autonomy law has caused local government has more and tighter control over schools. The impact on teachers' work for example, teachers reported that they were under tight scrutiny of the local education department. The school supervisors come to school without any earlier notification and on a randomised/irregular schedule. Teachers felt under pressure, as they need to perform the formal pedagogical procedures as prescribed by the national curriculum while in reality they did not fully master the content of the curriculum. The unexpected supervisory visits happened very often and according to the teachers this interrupted their teaching practices. One teacher said:

*Now the school supervisors come more often and without any notification in advance. They assess our classes while we have no preparation for the formal teaching steps. This does not only interrupt our class but also make us under pressure (T5iS).*

In a nutshell, the data indicated that the current government system of devolution regional autonomy with the delegation of power to local government has forced the school to operate within a contingency model, in which school authority was subject to change of local government policies and instructions. The Local government agenda was the main driver of change to school as organisational as well as to teachers individually as government employees. While the goal of the devolution model of school was to empower local government and local community to have more involvement in supporting schools, in particular to support the financial resources, in the case of SHS Songland, the delegation of the authority to local government resulted contrary to the initial objective. In

fact the school has been forced to be a self-sufficient organisation to respond to minimal financial support from the local government.

Moreover, as the system of regional autonomy provided the local government with a significant authority in decision-making, the school was at risk of being the object of the politically laden agenda of the leaders of local government who were come to power through political process. The political nature of local government has strongly influenced the way teachers work and complying with the regulation as well as the way school management was operated.

#### **6.3.2.2 Local Community**

In regards to change forces from the local community, the demand was not as strong and influential as compared to those of the local government. There was no identifiable demanding change force originated from the local communities reported by the participants. Although the school implemented SBM through which the local community could potentially enforce their intervention on the school, the role of local community via the School Committee was less dominant and tended to be receptive to internal school policies.

However, the observable change forces lie underneath the low Social Economic Status (SES) community in the data was the forces in terms of school financial resources. The participants were consistently report that they lacked in financial support in their endeavour for professional development. The leadership team from the school management also admit that the low SES has forced them to initiate some

programs such as fund raising effort to get financial support from various organisation. This has illustrated. Within the current educational management system that enforced SBM model, local community as part of school share-holder was expectedly to have a high degree financial contribution to the school. But this did not happen with the local community of SHS Songland. The principal explained:

*If we follow the guidelines of SBM, the local community especially parents through the School Committee has the same proportion of financial responsibility with the local government. Sadly, that cannot be implemented in our school (SPi).*

Nevertheless, the participants agreed that apart from lack of financial support, the participation of local community in the form of non-financial such as doing some voluntary works in some school facilities development projects were considerably high.

### **6.3.3 Change Forces from Micro Level: School Internal Dynamic**

Besides the change forces from the Macro and Meso level, the data also revealed some aspects of the internal organisational dynamic that were identified as the source of change forces for SHS Songland. The internal forces were identified associated with the issue of teachers' need for professional development and the need for more resources to support the school.

#### **6.3.3.1 Teachers' Need for Professional Development**

The need for teachers' professional development was an enduring issue in SHS Songland. The participants identified three areas for professional development, which are *computer literacy*, classroom action

research, and pedagogical skills. These three is presented in the following subsections.

### **Computer Literacy**

Most of the participants reported that they were in need of professional development in computer literacy to support their teaching practices. Moreover, the fact that they need to pass the Internet-Based Teacher Competency Test (IBTCT) has forced them to have skill in using computer and internet-based technology. One participant commented:

*To be honest I used computer because I have no choice. I have to, otherwise I cannot comply with regulations like teacher competency test which was done through Internet. I'm one of those who graduated with a thesis typed with typewriter and duplicated with carbon paper, back then, I did not even hear the word computer. But today, it is part of our job. It is not an option, it is a must and I know I have to work hard to keep up dated with this technology (T6iS).*

Of all participants, only three of them reported being able to use the computer in moderate to advance level. The majority of the participants have very limited capability in using computer. Since the central government insisted on having the online test as a method of competency test for all teachers in the country regardless of teachers' concern about the lack of supporting internet facilities in rural areas such as in Sangihe, the teachers in SHS Songland agreed that IBTCT has posed a new challenge and change the nature of their work to be more digitised. The need for computer literacy has been identified as one of their urgent needs for professional development.

## Capacity for Classroom Action Research

As discussed in the previous subsection, one of the driving force that change the nature of teachers' work was the teacher professional certification program. One competency that is required in this program is called *professional competency* in which teachers, apart from teaching duties, were also required to conduct Classroom Action Research (CAR). According to participants, this has been a critical part of the identified issues emerging in the school because CAR was not only required as part of professional teachers' competency but it also has been stated as one of the requirements of the teachers' *rank promotion*<sup>25</sup>. All participants identified they have lacked capacity in conducting CAR. They agree that they need professional development in this area. One participant commented:

*The word research itself sounds scary, and I used to think it is just for those who are teaching at universities. The only research, well kind of mini research project I have ever done it was my final project for bachelor degree. And that was, so simple... moreover, in universities, to my best memory, we rarely took the research subject into a very serious concern. Or May be my generation was not meant to be researcher... I don't know. But now, everything is changing, you need to do research or you will not be able to upgrade your rank. That's worries me (T2iS).*

The need for professional development in conducting classroom action research was also confirmed by the Principal as one of the area of improvement for the school. He said:

*I personally support the regulation that requires teachers to do classroom action research. That forces us to be professional practitioners who are able to reflect on our teaching practices. But to be honest, it is not easy to enforce this. It is a big leap on teachers work and we really need support in this area.*

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<sup>25</sup> The term rank promotion referred to the official rank promotion of teachers in the order and hierarchy of ranking as government employee. i.e. preferment.

*Unfortunately, even the Dinas [local education department] does not enough capacity to help the teachers. The whole idea of having professional teachers in all schools in the country is a good idea, but to enforce that in rural school like us here, I think the central government needs to think of other option to make it happen (SPi).*

During focus group teachers candidly commented that since they were required to submit a CAR report as a requirement for the rank up grading, they need to spend money to get someone who can help them with the research. Some often candidly spoke that they hired other people to do the research for them. Hence, the professional development in the area of classroom action research was a critical issue that need addressing in the school.

### **Pedagogical Skill**

Additionally, there was the need to improve teacher pedagogical skill. This has been an ongoing issue in responding to the ever-changing national curriculum. All participants agree that they need to improve their pedagogical skills to be more up to date and relevant to the requirements of the curriculum. One participant said:

*I found a big gap between what I had to learn in my teacher training education and what I have to face today. We were trained and prepared with pedagogical knowledge that perhaps was theorised tens of years ago. And we carry that tool until today. It perhaps good and really works years ago when the teacher was the only source of knowledge for the kids. Today, kids were more interested on playing video games than sitting in class and listen to us. Things are changing. Curriculum also changing all the time, and the basic knowledge of pedagogy we keep as our tools was the one that we had years ago at teacher training university. I think that really a serious issue (T3iS).*

Although the change of curriculum seemed to be the main driver for the teachers to improve their pedagogical skill, the participating teachers agreed that the need to improve pedagogical skills were driven by their

need to develop their self-identity as professional teachers and not merely by the change in curriculum.

### **6.3.3.2 The Need for More Supporting Resources**

The need for supporting resources was one of the main issues identified as the internal change force for SHS Songland. The resources in the context of this school was specifically referred to three categories: firstly, school infrastructures like building and other physical school facilities; secondly, teaching supporting resources like books and teaching aids; and thirdly financial resources to support teachers professional development and incentive for teachers excessive workloads.

#### **School Facilities**

One of the key internal forces to change is the condition of the existing schools facilities. Participants reported that although the school has adequate facilities (classrooms, laboratories, a school yard, library). They agree that the existing facilities need improvement. Some participants identified some issues related to facilities such as very slow internet connection that impacted their motivation to find teaching and learning materials online. Some teachers were reluctant to use Internet because of the super slow connection. Some participants commented:

*The internet connection in our school is very slow, it is frustrating. I spent too much time spent just to wait till it is connected, to find new teaching materials (T6iS).*

*Yes, we have supporting facilities like library, language laboratory, science laboratory. However, due to limited budget for maintenance, those facilities are now in poor condition. The fact that we scored good in the school accreditation criteria for the school resource, it was actually only because we reported that we have all these facilities. It is not about the condition of them... all facilities here I think need to be upgraded (DP1iS).*

Moreover, some other facilities such as language lab, science labs were also not in good conditions. Many of the equipment were not properly functioning. This condition emerged from the data as a change force for the school to change current strategy of resources management.

### **Teachers' Teaching Resources**

The ever-changing curriculum required teachers to change their teaching resources such as textbooks, teaching administration and other resources related to the change of curriculum. This has impacted the school in their financial planning. From the management perspective, as reported by the principal and respective deputy principal, the immediate and often unplanned changes imposed from the government always become a catastrophic financial event for the school. The principal said:

*I need to think hard to manage the financial in supporting the curriculum changes; teachers needed new textbooks, students need resources in the library, admin staff needed new stuff, supporting facilities... all need to be changed to address the change and it's not easy.... Well theoretically you know, we can say plan ahead and be ready for sudden shift. But the reality is, we are dealing with the stiff government financial system and people with low income... and everything need money. Money from the government in the mid of financial is almost impossible to get... money from the parents is even harder to get, so what you are going to do in that situation? (SPi)*

Some teachers also commented that finding the teaching resources like text books and other supporting materials for their teaching were challenging because most of the books not available in the one and only book kiosk in town. According to teachers, most of the textbooks can be downloaded from the Ministry of education website but due to the poor internet connection, downloading a book became a frustrating task that was rarely successful. Moreover, as the change of the curriculum

happened abruptly the teachers found that most of the books supplied from central government were not of good quality. The content was also considered contained mistakes and irrelevant materials, which according to the teachers indicate impetuosity of the central government to implement the new curriculum.

For the teachers that need other supporting resources like those of science subjects that need laboratory materials or chemical materials for science practicum, or Physical Education teachers that need some sport equipment, lack of resources has been a prolonged challenge that impacted their job. The teachers that complained about having lack of support in this area regardless consistent complain they have submitted. Lack of support eventually lead those teachers omitted the practical portion of their teachings.

### **Funding for Professional Development**

As participants were facing the changes forces on their job particularly in regards to requirements of professional standards, they identified that professional development is the key aspect that could enable them to meet the required professional standards. Hence, the issue of funding has emerged as another issue in internal organisation of the school. Having located in a rural Island far from the main island of the North Sulawesi Province has posed the issue of high cost professional development for the teachers. Even though almost all government-initiated teacher professional development trainings were funded by government, teachers still need to pay other cost associated with their travel to the main island. Hence, the teachers' financial capacity had

become a critical concern in regards to professional development. In many occasion, although teachers were aware of the importance of professional development, their financial capacity and lack of support supersede the teachers' will for professional development. The following comment illustrate this:

*From here to Metroville, there are three options of transportation we can choose, by flight it will take one hour, by speed boat it will take four to five hours, or by ship it will take to ten hours. None of them are cheap even with the ship, which was the cheapest option. So even if the training is free and funded by the government, other cost are still a big deal for a teacher. Therefore, people are reluctant to join professional development events. Unless people think it is an investment, then they will do. Like last time, our Physical Education teacher attended a certification for a volleyball referee. He did participate in the training although he needed to self-funded because he knew that with the certificate he could earn money if he was asked to be referee in a volleyball competition. But if the training is just like training to understand curriculum, people don't buy in the idea. They think it is not a good value for their money (T1iS).*

Moreover, some admin staff also reported that the lack of financial to support the professional development has made them rarely participate in professional development. One participant who was responsible for library administration said that he never been sent to participate to any training in library management and therefore he did not have any idea about library other than stacking books.

To sum up, this section has presented the data analysis related to context of change (RQ1) that impacted organisational practices in SHS Songland. The change forces originated from *macro level* in this case were imposed from the central government through enforcement of law, regulation and policies on educational change. Given the nature of SHS Songland as a public school, the system change imposed on the school by

the central government were identified as absolute power that drive change on school as organisation as well as on individual within the school (principals, teachers, administrative staff). Of the recent systemic changes, the emerging issues in SHS Songland found to be related to three policies: change of national curriculum, teacher professional certification, and internet-based teacher competency test.

On *meso* level, the data indicated that the power of local government was very apparent in school. The local government, to a large degree, even seemed to be stronger than the central government in terms of directing the daily bases school operation. Some degrees of politically laden policies from the local government were indicated in the data. This political nuance was linked to the nature of power legitimation of local government as mandated by the law 22/199 on *Regional Government*. This finding has illustrated how devolution model of government has impacted the school.

On *micro* level, the school faced the challenges from internal organisation in particular the need to cope with the external forces of changes on schools. Teachers for example were facing change forces on their job due to curriculum change and forces of teacher's professional standards. The change in curriculum needed to be supported with adequate financial support and other resources. Moreover, as the systemic change imposed from government regulation was emphasised on the aspect of teachers' accountability, teachers in the school were in need of professional development. Some areas identified in regards to the change forces by regulation were the areas of teacher capacity in using

computer and internet technology and also the capacity to conduct classroom action research. The main challenge facing the teachers and other staff members in their effort to adapt to changes is the lack of resource support, financial and other non-financial resources. This challenge was identified related to the context of the school as a rural school with low SES community background.

Having this context described, it is important to explore what are the changes within the school as they are adapting to such contextual change forces. This is presented in the next section.

## **6.4 Section Two: Content Organisational Practices of Adapting to Change**

This section presents the data analysis related to the *content* of change as guided by the following research question (RQ2):

*What are the changes in the schools as they are adapting to the changes forces originated from the three contexts (Macro, Meso, Micro)?*

To explore the *content of change*, this section is focused looking at the school's organisational practices of changing their day-to-day operational routines of the school. This includes procedures, protocols, school-wide policies and any kind of activities that are considered as change in the content of organisational routines. As those changes are associated with the three levels of changes forces of *macro, meso, and micro*, the content of change in this section is thematically presented and organised in accordance with those levels.

### **6.4.1 Adapting to Change from Macro Level**

As introduced in Chapter Three, at the macro level, the change forces on school are driven from the central government through the enforcement of national policies, regulations and laws. The macro level changes are enforced through national policies in all aspects of education encapsulated in the Standards of National Education (SNE). In SHS Songland, the emerging themes related to change from macro level are: *teacher professional certification program, the ever-changing national curriculum and the implementation of the new curriculum 2013, and the internet-based teacher competency test*. As the changes from macro level were essentially enforced through laws, regulations, and instruction, the identified content of changes was predominantly demonstrated the

characteristics of procedural and structural changes that were seen in the formal school-wide policies. The content of organisational practices in the SHS Songland in adapting to those forces of change is listed in the Table 6.2.

**Table 6. 2 The Content of Changes of SHS Songland in Adapting to Changes from Macro Context**

The Content of 'what' has changed, being changed and, to Change	Characteristics of Organisational Practices	Change Category <sup>26</sup>
Reviewing School Programs	Change in organisational strategic policies, structure, and strategic planning that this involves alignment to regulation, participation process of negotiation among stakeholders, and accommodation to different interests.	Structural
Aligning School's Standard Operational Procedures	Involves technical adjustments, procedural changes and alignment to regulation.	Procedural
Improving of The Quality of School Facilities and Resources	Involves community participation and Government support.	Involves both Structural and Procedural
Participating in Government Initiated Professional Development	Involves alignment in procedures such as adjusting the timetable so that there were no abandoned classes during the leave of the teacher.	Procedural
Managing Workload and Job Restructuring	Involves change in organisation structure, workload and finance adjustment. For examples: lengthening school hours and giving permission to teach in other schools.	Structural and Procedural

<sup>26</sup> Change category is based on simple categorisation of Whitaker's (2010) identification.

These five organisational practices that emerged as organisational adapting mechanism to comply with imposed systemic changes are discussed below.

#### **6.4.1.1. Reviewing the School Programs**

The school has their strategic planning that was design as a five-year term strategic planning. But as the principal explained, this strategic planning was rarely revised because it was used as a general guideline for the school. Moreover, since the discontinuation of RSBI Project (a national pilot project for International Standardised School) through which a comprehensive document of Strategic Planning was a must as part of administrative requirements, the school's five-year strategic planning was rarely reviewed and discussed in more operational level of the school. The school however, has semester and annual program that mostly linked to teaching and learning aspect of school operation. When a new change needed to be implemented, the school usually review the compatibility of the semester and annual programs with the change being enforced. One deputy principal commented:

*We need to review the school program because that is organisational planning for the year that guided our activities especially teaching and learning as our main duty here... I think all changes impacted the school program no matter how trivial it is because almost all program, if not all needs financial support and we need to do adjustment and switching some resources from the program that has been planned before (DP1iS).*

This data indicated implementing or adapting to change always has domino effects in the school. During the focus group, some participants, for example, shared that in the case of emergency, some of the programs need to be postponed or cancel due to the budget insufficiency. In relation

to changes imposed by the government, the most often impacted and become less prioritised is the program related to school facilities development.

#### **6.4.1.2 Aligning Standard Operational Procedures**

Operated as a public school under the government system, SHS Songland was strictly required to follow the school operational guidelines from the government. The general guidelines, known as the SNE, regulated all aspects of school as education institution under the government system. However, as every context is unique and needs a specific approach to management, SHS Songland also has its own organisational Standard Operational Procedures (SOP). Some SOPs observable during data collection for example, the teachers who are in charge of the school yard duty on the day needed to stand in the front gate to greet the students, they also need to ring the bell every one hour as a sign of the teaching hours. Apart from this routines, the school also has some more SOPs that regulated the daily procedures. However, these school wide-policies were not well documented. They, instead, were issued more like situational policies. The principal explained that, although the school has SOPs, in many circumstances, the school needed to adjust the SOPs in order to align with the policies from the local government. During the focus group, some participants also told some examples of the alignment of school SOPs to the policies enforced from the government. One teacher said:

*When there is event organised by local government, all teachers and students need to participate even it is during semester time. We need to cancel all teaching and learning activities in school*

*and attend the events instead. It happened many times, and many times those kind of authoritative order were without earlier notification. Some time they just ring the Principal on the day and we need to do it. So we have SOPs for example, to carry out teaching and learning activities during the active semester for six days from 7 am to 3 pm, but this can be easily abandoned if we are ordered to [by the local government] (T7fS).*

Another example, one teacher added:

*According to our school SOPs, we need to wear Batik shirt [traditional cloth] on Thursday. But then, the government order us to wear on White colour shirt. It was nothing to do with teaching and learning but that's an example even with trivial thing like this, we need to align our SOPs with the government stupid policies (T3fS).*

Another changes in the school as part of adapting to change imposed from macro context is related to the school facilities as presented below.

#### **6.4.1.3 Improving the Quality of School Facilities and Resources**

One requirement from SNE as standard minimum of school quality is dealing with the standard of facilities. According to the principal, the challenge in meeting the standard requirements for the school facility is that today, under the decentralisation government system the education budget is managed by the local government. This means that the school is totally dependent on the allocation of the budget from the local government. He explained, “in reality, the budget for education always not on the top priority of the local government” (SPi). Therefore, in order to meet the standard criteria of a good school according to the SNE, he explained that the school is challenged to maximise their internal potential. He argued that under the current regional autonomy governance system,

improving the quality of school facilities was one of the biggest challenges the school is facing. One participant commented:

*Here's the case, on one hand, we are forced to meet the national standard for facilities in order to be certified as an 'A' school. On the other hand, the money for this is not allocated directly from the central government to school. It is instead, as I told you, fully managed by the local government. And it is not easy to have this especially if don't have any connection to those who has the right to allocate the budget. But the funny thing was, if you are succeed to have your school accredited as an A national standardised school because of your hard work, the news will go viral and the local government would claimed it was because their effort to improve the school quality. Not to mention, when this issue was played on the local political domain, the ruling party would then claim publicly that the school successful was because of their hard work (T4iS).*

One example of the improvement in the quality of school facilities in regards to the SNE is the refurbishment of the staff room and the library. These two projects were fully self-funded by the school with some help from parents via the school committee. The school and the parents [school committee] initiated fund raising efforts such as selling food to community and renting out some facilities like LCD projectors to public and some other fund raising activities for about one year.

#### **6.4.1.4 Participating in Government Initiated Professional Development Programs**

One of the changes frequently mentioned by the participants in all interviews is their effort to keep up to date with the ever-changing curriculum with its loads of administrative work. At the time of data collection, the focus of the school is to implement the newly introduced curriculum, *The Curriculum 2013*. According to participants, this new curriculum requires teachers to perform quite substantive change in terms of materials and evaluation system. In order to meet the new requirements

of the curriculum, all teachers need to participate in some professional development trainings organised by government. The challenge for the teachers in the school however, most of the trainings were conducted in Metroville City, located in the mainland of North Sulawesi Province which located in the main island of Sulawesi, reachable by eight to ten hours travelling by ship. The geographical distance between the Sangihe Island and Metroville has made the teacher professional development training hardly affordable. One teacher explained:

*Although the government gives some money to compensate the costs, but some expenses are not covered by the compensation money. For example, we need to stay in hotel before or after the training to adjust with the schedule of the ship. Moreover, we need to be away from our family for at least one week and it was never been easy (T3fS).*

Regardless of the challenges in participating in the government initiated professional development trainings, all participants agreed that it is the best option they can do to enable them meeting the requirements of the new curriculum.

The principal explained that the school also has initiated some *In-House Training* (IHT) focusing on teaching administrative works in regards to the new curriculum. But these trainings, as confirmed by two deputy principals, were only directed to enable the teachers finishing the administrative works. This administrative works due to the change of the curriculum emerged as one important issues for all participants. Therefore, one of the organisational practices in SHS Songland as the way to deal with and adapt to enforced systemic change from the macro level was

managing the workload and restructuring the jobs of the staff including teachers. This will be elaborated in the next subsection.

#### **6.4.1.5 Managing Workload and Restructuring Job**

There are two government policies that were considered by participants as change drivers in terms of teachers' works. These policies were on teacher professional certification and the change in curriculum. In the teacher professional certification policies, teachers were required to teach in classroom (face to face meeting) at least 24 hours per week. In SHS Songland, these workloads were distributed in six working days from Monday to Saturday. While this working load seemed to be sensible, in practice, the distribution of teaching hours among teachers was problematic. The challenge of meeting the minimum working loads was made problematic due to the change in curriculum in which the load of each subject were not equal. One deputy principal explained:

*The load of some subjects was reduced in the new curriculum. For example English subject. It used to be three hours per week. Now it becomes two hours for each class per week. So we lose one hour per week per class. Now here's the Math: We have seventeen classes here, that means the English teachers' working load used to be ....[paused] about fifty of fifty one ... so it was enough for the teachers to meet the standard minimal of teaching hours. But now, with the new curriculum, it become thirty four hours in total for English, and that load has to be distributed to the two teachers. Obviously it is not sufficient to meet the standard. We need to compensate for quite a big number of the lost teaching hours. Therefore, we restructure the job. We created a unit called self-access learning as part of library unit. That unit is managed by one of the English teachers to make up his working load to meet the requirement. Even though, to be honest, this unit is not separable from the library. We just called a different unit as a sub unit of library so that on the paper work this teacher can be saved...and that just one example (DP1iS).*

Another organisational practice in SHS Songland that was initiated in order to meet the standard minimum of working loads of the teacher professional certification program was the policy of 'Teaching Outside' in which teachers were allowed to teach at different school to make up the amount of his working load to meet the minimum requirement. During focus group participants shared their opinion about this policy. One teacher commented:

*I'm teaching Anonimo [subject name altered] and need to teach in two other schools because of the reduction of the working load in the new curriculum. I'm extremely not happy with this. It takes my energy a lot because I have to move to different places in one day. One of the schools located in Manganitu, about thirty minutes from here with motor bike. At the end of each day, I'm exhausted (T4fS).*

Another teacher critically commented:

*I mean, why did they [government] design policies that did not goes well together. For example, when they design the standard minimum of workloads, they have the assumption that this can be met by a teacher in one school by counting from the number of teachers in their data base. So, why did not they take it into account when they design the new curriculum? I mean, why did not they design a compensation scenario or different system of counting the workloads so we do not need to move around the different places just to meet the requirements. For schools in Java maybe it is not a big deal. But for us here in a small island, it is a big problem (T1fS).*

Another change in the content of organisational practice as adapting strategy to the policy of teacher minimum teaching hours was the school has lengthened the duration of teaching and learning hours<sup>27</sup> from eight hours to nine hours with the extra hour is allocated to tutorial, remedial, and enrichment program. In addition, teachers were given the

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<sup>27</sup> One Teaching and Learning hour according to Standard Process of SNE is 45 minutes. As outlined in Permendikbud no 65/2013

flexibility to mutually arrange time with other teachers to swap the timetable as long as it does not conflict with the overall school timetable. This aims to give time for those who has less than 24 hours teaching to teach in other schools. This has helped teachers who still have less than the required working hours to suffice the working hours so they can meet the minimum standard of 24 hours per week.

The school management, as admitted by the principal and the two participating deputy principals, was fully aware that the national policies on teacher professional certification and the implementation of the new curriculum was not go well together. However, as the implementer of the policies, they argue that they do not have option but to implement the policies no matter how challenging policies for them to be implemented in their context. The school policies such as job restructure, teaching outside, and lengthening the school hours are therefore considered the best the school can do to adapt to the change enforced from *macro* level.

#### **6.4.2 Adapting to Change from Meso Level**

The previous section has presented the situation in SHS Songland when adapting to change enforced from *macro* level. In the previous section, it has been presented that one of the challenge facing the school in adapting to change from *Macro* level was the implementation of the regional autonomy governance system in which the local government has very high degree of authority in decision-making. This included the decision that related to education. The local government has become very influential agent in determining the direction of education at local level, and to large degree, as the principal of SHS Songland put it “intervening the

school process”. In this thesis, the influence of local government on school as the impact of the current decentralization governance system falls into the category of *meso* level. This section presents the data related to the content of changes in the school in adapting to *meso* level of change forces. Two main themes emerge from the data were:

- a) Exercising organisational contextual astuteness (maintaining the balance between obligation and the school autonomy as well as coping with low SES community.
- b) Opening channel for community participation and public engagement

#### **6.4.2.1 Developing Organisational Contextual Astuteness**

According to participants, the influence of local government (district government) in school was presence in many aspect of their organisation. The law of regional autonomy mandated the local government to take over the management of primary and secondary education level. Under this system, the management of human resources in education starting from teacher recruitment, assignment including the assignment of school principal, promotion and demotion is now fully under the authority of the local government. Moreover, the funding allocated to school need to be allocated and decided by the local authority. According to participants, the authority of local government was “*almost absolute power*” (DP2iS). Therefore, it is undeniable that the school in many circumstances were put in a very politically driven atmosphere especially during the time of political events. Within this system, the effort to have sufficient budget allocated to

school, according to the principal, has turned into a “*political bargaining game*” (SPi). He further explained,

*Well, theoretically a school should be free from political practices. But that theory just doesn't exist. Being in small place like here, it is hard to separate ourselves from the reality that school is under government that is driven by political system... We as government employees and working in a government-owned organisation, by nature, is in the circle [of political environment] (SPi).*

Participants in focus group also confirmed the fact that their school is being politically influenced by local government. One participant commented,

*One crystal clear example is about the national exit exam. You know why cheating on the exam cannot be stopped? Because it is actually an order from the local government to cheat on the exam. They don't want the failure rate on the national exam is high because that's going to be a political issue. They will be blamed for not being successful in developing education. No one is willing to be blame for the students' failure. So there's the evil. The local leader order the head of education department to 'play save' [showing a gesture of making quotation mark] on the exam. They don't want the students to fail. But what they really mean is they don't want to be blame for their failure in developing education. They head of education department then order all principals to 'save the students' [showing gesture of making quotation mark], which literary means an order for cheating. So as you can see, even cheating on the national exam is a politically-driven drama and we as teacher just don't have much option (T6fS)*

The political influence on the school was also clearly observable in terms of the Principal assignment. The Principal admitted that the job as Principal is more of a “political assignment rather than professional assignment” (SPi). Although there are some regulations on the assignment of a school principal issued by the central government, “for example regulation on Principal Talent Scouting” (SPi), but because of the local government has authority to manage education on the local level as

mandated by the law on regional autonomy, those regulations on the principal assignment have never been fully implemented.

The challenge on the meso level facing SHS Songland is also coming from the local community. As presented in the demographic data of students' SES background, the vast majority of the students' SES, which represent the SES of the community, came from low income and economically disadvantage family. This fact has posed a contextual challenge for the school in terms of financial resources. The Principal explained that the low SES really challenged the school to innovate on finding the other sources of funding to support the school operation. He illustrated,

*To suffice our money to renovate staff room and the library, we did some fund raising programs like selling cake, natural raw food, and even our students theatre group performed drama-play in many places. We also rent out some of our facilities like the LCD projector for the community (SPi).*

However, all participants agreed that regardless of the SES, the local community was very supportive of the school endeavour to improve the school's facilities. One participant said,

*But the support is not only in terms of money, right? Often people cannot give more when you asked them money because most likely they don't have it. But many people are willing to support us not in the form of money, for example, the parents [of the students] were actively helping us during the renovation project. Many of the parents have the building construction and carpenter skills and they are willing to work voluntarily because they now we are struggling with funding (T7fS).*

Another teacher added,

*Traditionally we have the values called Mepaluse, in which people are working together voluntarily. This support is very helpful for the school to reduce the cost for some works (T4fS).*

The data illustrated that the school successfully raise the awareness of the community to support the school, indicated for example the frequent voluntary working at the school. This has been indicated as another organisational practice of the SHS Songland in dealing with their contextual challenge on the *meso* level. The following section presents the data related to this practice.

#### **6.4.2.2 Opening Channel for Community Participation and Public Engagement**

One observable organisational practice in the data was how school have the community to engage in supporting the school. As presented in the previous section that SHS Songland located in the low SES community. As a consequence of this SES condition, reaching to a state where the school have a financial capacity to support their program such as professional development was a real enduring challenge for the school. Therefore, opening a channel for community to participate on supporting school programs was admitted as an effective option for the school in dealing with their contextual challenge. The principal explained:

*We realise that when we ask for more money from parents most likely they cannot fully agree and most likely they will withdraw from participating. They will never attend a meeting if they know it is about asking money. To open a dialogue, I always say things like, we have this plan... how can we make it? How can you participate? In other words, we try to open the channel for the community to participate and support us in the way that most suitable for them. Then, we can engage them in many of our works. So it is not about the nominal of the money, the value of their participation is more important. As you can see, this room, it is renovated with full participation from parents and the community. Many of the works were done voluntarily (SPi).*

During interviews, participants shared about traditional living values in the community that they believe as the driving values for the community

to participate in and engaged with the school. These traditional living values are: *Mepalose*' [working together], *Mekongkong* [co-financing], and *Mesasimbua wusa* [sharing] these three values encapsulated into one living philosophy called *Malusenmahe* [literary interpreted as existence and co-existence rules]. These terminologies of local community's living values emerged in many interview sessions and were lengthy discussed in the focus group. The explanation of those terms is presented in the Table 6.3 below.

**Table 6.3 The Emergent Traditional Cultural Living Values Embedded in SHS Songland Organisational Culture**

Traditional Cultural Living Values	Key meaning	Representative Excerpts/ Data
Malunsemahe	The overarching traditional philosophical values about existence and co-existence of <i>being</i>	Malunsemahe, embraces a very broad meaning but simply put, it is the philosophy of human existence. We believe that I existed because of your existence. So others become the precondition for my existence. I life because you live. If I want to live I have to keep you alive. That's the highest principal and aspiration of life in Sangihe people that has been driving the spirit of community and the sense of togetherness since our ancestors (DP1iS).
Mepalose	Values about cooperation and collaboration.	Mepalose means working together. People used to do this when they have work like opening a new plantation or building a house. They invited others to help and people come along to help bringing their own food to share. So it is really a great help for the one who host it. This value has been in the community since our ancestors. And as a matter of fact, the host is strictly forbid to pay with money or other things. But it has to be returned in the same form, which is you are obligated to pay back the work by working or helping other's work (SPi).
Mekongkong		It is financed through, what we call mekongkong, which literary means co financing. People are familiar with this because

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Mesasimbua Wusa	The values about sharing and having one goal/vision	<p>it is a traditional practice in the community. When we build a church, it is usually financed with mekongkong mechanism. Here in the school, the school yard for the students assembly was floored by community and they did this mekongkong (T6fS).</p> <p><i>There are inherited life values. And the community here is very traditional and they hold the traditional value as the life guidelines. Those values existed in the Sangihe tribe even before the introduction of Christianity values by the Dutch and Portuguese evangelist. One of these we call Mesasimbua Wusa. It denotes the spirit of sharing (T4fS).</i></p> <p>Literary maybe it [Mesasimbua Wusa] could be interpreted as having one banana together... like in a situation when food is scarce, who has one banana should be shared to others. This is to illustrate sharing with others. But it also means, sharing one vision and one goal (T1fS).</p>
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The Principal and other participants aware that being a school in a low SES community, these living traditional values of the community were valuable social assets that can be used to support the school. Therefore, one of the school organisational practices to cope with the challenges and adapting to changes was giving the community the channel to participate in supporting the school. That support was not necessarily in the form of money.

To sum up, the data analysis about the content of school change in adapting to change forces from *meso* level revealed that school's ability to exercise their organisational contextual astuteness is important. This contextual astuteness as the data illustrated encompasses school organisational practices in maintaining the balance between obligations to complying with the rules, meeting the expectation of the local authority, keeping some spaces for school internal autonomy, as well as coping and

engaging with the low SES community. The data also provided an important result that living culture values of the local community were great social asset that can be used to support the school if there are channels for the community to deliver these values in real practices to support the school.

At this point, the data analysis about the content of change in SHS Songland has described the content of changes in the school as they are adapting to changes from the *macro* and *micro* contexts. In what follows, the content of organisational changes in relation to micro context is presented.

#### **6.4.3 Adapting Change from Micro Level**

This section presents the data analysis that relates to the content of organisational practices in adapting to the change forces at *micro* level. As presented in the respective section about the change forces at *micro* level, the internal forces identified in the school were issues associated with the teachers' need for professional development and the need for more resources to support the school. To address those needs, SHS Songland initiated some changes in its content of organisational practices facilitated through *conducting teacher professional development*, and *nurturing the inherent cultural values of collective society*.

##### **6.4.3.1 Conducting Teacher Professional Development**

One of the emerging internal dynamic of SHS Songland is the urge from teachers and staff for professional development. The implementation of some regulations relating to teachers works such as teachers

- 1) In-house Training
- 2) Self-initiated Learning
- 3) Informal Knowledge Sharing and Collaboration.

professional certification program and the ever-changing national curriculum have been the key driver for this internal change. Although the origin of the change forces in relation to professional development seemed to be external, the data revealed that internal forces as the reaction to those external forces are critical. To facilitate the professional development, there were three organisational practices that related to professional development activities identified in the data:

### **In-House Training**

The term In-House Training (henceforward IHT) referred to any professional development activities initiated by the school and conducted in the school. This form of professional development activity mentioned by the participants as the most often professional development activities taken initiated by the school as the way to adapt to changes. The data from document showed that during the year 2013 there were four IHT programs carried out by the school. Three of these programs were about preparing the teachers to implement the new curriculum 2013. The other IHT was about preparing teachers to undertake the Internet-Based Teacher Competency Test. The Principal argued that conducting IHT is the most economical way to do professional development comparing to sending teachers to Metroville to participate in government-initiated trainings. He explained,

*Well, in terms of the coverage of the number of teachers participated in the training and financial efficiency, IHT is better and more affordable. If I have to send teachers to Metroville it cost a lot of money. Moreover, time wise, it is more efficient because we don't need to leave the school to do it. We usually use weekend and afterschool time for IHT. So it doesn't interrupt the teaching time in classroom or at least we can minimise the interruption (SPi).*

Some participants (T2iS, T3fS, T6fS, and DP1iS) mentioned that IHTs were not always effective because they were only like part time training programs because they need to teach during the day training; and the trainings usually conducted after school hours. One teacher commented, “when you start a training after school hour, everyone was already exhausted from a full day teaching, so what can we expect from the left-over energy?” (T2iS). Most of the participants, however, agree that IHT is the best way to prepare them in adapting to and implementing systemic changes.

### **Encourage Self-Initiated Learning**

Another form of adapting strategy emerged in the data was *Self-initiated learning*. All participants mentioned about this when they explained about the best way of coping with and adapting to change. The Principal, for example, told that although he has long history of career as a school principal he still needs to learn more on school management, leadership, and other aspects of schooling. He commented,

*Change happens every time and every single day we encounter something new....I believe, learning, by nature, is part of human being self-defend mechanism and survival. To live, we need to learn. That's what I told everyone here. As a principal, I need to learn many things that was not taught in my teacher training education. No one taught me how to be a smart principal in a highly politically –influenced school. I need to figure that out myself (SPi).*

Two Deputy Principals agreed that they need to learn regulations relevant to their job and that most of the time was self-initiated learning process not by specific training. During all interviews, teachers also shared their experience in self-initiated learning in particular to adapt to change in curriculum and to participate in the Internet-Based Teacher Competency Test (IBTCT). Self-initiated learning occurred in the form of small groups of teachers who initiate a subject-based sharing session. Though, it is more conducted as informal and unstructured knowledge sharing events. One teacher explained:

*We have three Maths teachers here, and we usually get together at the beginning of semester to prepare the semester plan and at the end of semester to discuss the learning process during the past semester. But it's just among three of us...not formal (T5iS).*

The administration staff also shared their stories about adapting to changes by doing self-initiated learning. One Administration staff shared:

*I have been working for about fifteen years in this school as admin, and I have never been sent to training or any kind of professional development. May be because our job is monotonous and quite well-structured according to SOPs [Standards of Operational Procedures]. But of course there are things that need to learn outside of doing paper works.... It's kind of boring job. We also need some trainings for example how to maintain computers, how to install a software, how to make library index, and many things related to our job.... I learned those skills as an autodidact, by trial and error (Ad1iS).*

The data indicated that self-initiated learning has been taken by individuals in the school as part of their efforts to deal with the contextual such as remote geographical as well as the limitation in the school financial capacity to fund the professional development for the participants. Of the two most apparent contextual challenges facing the school (besides the political issue as presented in the previous section),

the limitation in financial capacity seemed to be the most often mentioned by the participants, as reflected by comments like the following:

*“If we have enough money, I really wish to participate in training not only in Metroville but may be in Jakarta or other cities” (T5fS).*

*I think, to me it's not the family matters that become my reason why I don't like to go to training outside Sangihe. It's money. Because although we can get support from the [school] committee, most of the time we use to use our own money...money form the [school] committee is not enough (T8fS).*

The principal also explained that, as the financial resource has become one of the ongoing challenges for the school operational, the school needs to support and encourage self-initiated learning. The school support this by giving some small incentives for teachers who want to join self-funded teacher professional development programs conducted outside the island. One Deputy Principal explained,

*We support the teachers who are keen to improve their professional capacity although they need to pay themselves. We give some small incentive for transportation although it cannot cover all expense but we support and appreciate the teachers who are will to self-funded their professional growth (DP1iS).*

### **Promote Informal Knowledge Sharing and Collaboration**

Besides self- initiative learning, the school also encourage collective learning through knowledge sharing and collaboration as part of school organisational learning and adapting. The school promoted this by allocating one day every month to conduct a program called ‘*Pengembangan Diri*’ or ‘Self-Development’. In this program, teachers initiated knowledge sharing and collaboration. One teacher commented,

*It is very useful for me, especially to improve my skill in using computer. In the [self- development] program, we have time to ask help from anyone about anything related to our job for improvement. So I used that time to ask help from Opo [name altered] who is very good in IT to help me with my computer skill*

*such as making power point, inserting visual object to my lesson plan, and many other things (T5iS).*

The principal explained that the concept of one day for ‘*Pengembangan Diri*’ (self-development) eventually adopted by the local government to be implemented by all schools in the region. He maintained,

*Initially, it was not easy to propose this kind of program to get permission from the district education office because they think it will interrupt the time allocation for formal teaching and learning as outlined by the school calendar. But I convinced them that it will improve teachers productivity to teach better if we have time for self-improvement. Eventually they agree and it is now officially become their program to be implemented by other schools (SPi).*

All participants agree that this program is very helpful for them especially during the time of curriculum change or any other major change imposed on the school.

Another change initiatives in the school as part of their effort in adapting to changes is becoming actively finding additional sources of funding as the way to cope with the issue of lacking financial resources.

#### **6.4.3.2 Finding Additional Sources of Funding**

The lack of financial resources has been a forced for SHS Songland to actively seeking funding for any available sources. Two efforts that were mentioned in the interviews were *competing for special allocation of government funding* and *applying funding for international philanthropy organisation*.

##### **Competing for Special Allocation of Government Funding**

As a government-owned school, SHS Songland has the privilege of having financial support from the government. There is one fix budget

allocated from the central government (distributed through local government) called School Operational Fund Support known as *BOS* (stands for *Bantuan Operasional Sekolah*). But this funding according to the principal can only cover the very basic school operational expenditures. He explained that the school need more fund to finance the school development program that can facilitate the need for professional development which never been covered in the *BOS*. Therefore, in order to have extra fund, the school need to apply for special allocation from the local government, which is very competitive and considered more as a political bargain with the local authority. The principal commented:

*There are possibilities that we can apply for special fund from the local government. Even though it is not big amount of money but it is helpful if we can get it. However, to have the proposal accepted it is a real struggle because you need to have a very good negotiation and political bargaining skills, and convince the authorities that the funding will have good impact for them. So always find the way to say what is it for them. And it is work.... This year we have special funding to support our program called green school. The Regent was very supportive of this program because at the same time he was eagerly want to win an award from the central government for the cleanest city in the country called Adipura (SPi).*

### **Applying Funding from External Organisations**

Besides applying funding from the government, SHS Songland also has been actively seeking funding from corporate and international philanthropist organisations. Documents reveal that SHS Songland successfully granted some funding from *Pertamina – The National Oil Company* and some philanthropists organisations in the United States and from the Netherlands. For the funding from corporate organisations, the school applies for the CSR (Corporate Social Responsibility) program of

the companies. The Principal explained, “For the last two years, our school has been supported by Pertamina. They did not give us cash money but they gave us computers. They also support to fund the internet connection in the school” (SPi).

The school also had been granted some funding from international organisations. This funding however was not easy to get unless it is facilitated by those who understand the procedures of applications and have direct link to the philanthropist organisations. One Deputy Principal explained, “Last time we have some funding from an organisation from The United States, we were benefited from some people from Sangihe who are now residing overseas. They help us to get the funding from international organisations” (DP1iS).

The effort of the school to have funding from organisations other than government was initiative organisational practices that associated with the school endeavour to overcome contextual barrier in improving their quality and adapting to ongoing changes in their education system.

In summary, this section has provided the result of data analysis related to the content of organisational changes as they are adapting to change forces from the three change contexts *macro, meso, and micro level*.

On macro level, the emerging issues in SHS Songland were related to three policies: change of national curriculum, teacher professional certification, and internet-based teacher competency test. To adapt to such change forces, SHS Songland carried out some changes in the

*content* of organisational structures and procedures. Four organisational practices of changing content emerged in the data were: aligning of school's standard operational procedures, improving the quality of school facilities and resources, participating in government- initiated professional development programs, and managing workload and restructuring the job in order to meet the requirements of the regulations.

On meso level, the data indicated that the change forces were mainly driven by the power of local government. The local government, under the law 22/1999 on Regional Autonomy, has a very powerful authority to drive change in school. In terms of directing the daily bases school operation, this authority in some circumstances even superimposes the central government policies. A politically – driven environment in the school was consistently reported by the participants to illustrate how the local government drive the school operation. In addition, being a school in rural area with the low SES community background has also put the school in an ongoing challenge in dealing with financial resources. In adapting to such change forces, SHS Songland developed their internal organisational agility by exercising organisational contextual astuteness and opening channel for the community participation and engagement to support their school.

The change forces at macro and meso levels have impacted the school and posed change pressures in internal organisation of the school. This has led to a dynamic situation at micro level. Teachers for example were facing change forces on their job due to curriculum change and the requirement of the teachers' professional certification program. While they

are struggling to meet the requirements of those changes, they also need to deal with the challenge of having lack of financial support for their endeavour to improve up skill themselves. Issues such as teacher capacity in using computer and internet technology, and the capacity to conduct classroom action research remained challenging for the school. To cope with this challenge, the school initiate some strategies as their coping and adapting mechanism to internally driven change forces. Some organisational practices reflecting the content of change in the organisational coping strategy were: conducting teacher professional development and finding additional sources of funding other than the allocated government funds.

At this point of this chapter, I have presented the data analysis in regards to the context and content of change in SHS Songland. The results of data analysis have illuminated pathways to explore the pattern of the process SHS Caporo adapting to changes as well as to uncover internal/ local conditions that affecting the school's organisational capability as they are adapting to systemic changes. The next section will explore the process of adapting to changes in more detail.

## 6.5 Section Three: Change Process in SHS Songland

The preceding two sections, have presented the data analysis from SHS Songland in relation to the *context* and *content* domains of organisational changes. This section deals with the *process* domain of organisational change. The exploration of change process in this study was guided by the following research question:

*How have school been adapting to those change forces?*

The data analysis in regards to context and content of change has revealed the complexity of change context in SHS Songland and illustrated that the organisational practices in adapting to change is multifaceted. In this section, the process of organisational changes was analysed by understanding the characteristics of the emerging organisational practices in adapting to change as illuminated in the section of *content*. Those characteristics are categories into three categories that represent the broad phase of organisational change: *Institutionalising, Transitioning, and Reaching Equilibrium or Continuous Adapting*. After presenting the data about the process in these phases, the conditions affecting the process are presented.

### 6.5.1 Institutionalising Phase

In the layers of education system, the school is located at the very bottom of cascading layers of national education. Within the current devolved-centralised education system, the school is held [politically] between the central government (macro) and local government (meso). Being 'at the lowest' level of the system SHS Songland, as the data

illustrated, has been the subject of imposed systemic changes from external context (i.e. meso and macro). In the process of adapting to change, therefore, schools always commence with a process of seeking for compliance, alignment, and congruency to externally imposed change through integrating the change into the institutional structures (hence the name). From the emerging data, it can be seen that in many cases of school changes, this compliance, alignment, and congruency process is the most immediate response of the school to adapt to changes. In the institutionalising phase, the process of 'seeking for compliance' in the case of SHS Songland, entails of two main processes: *socialisation* and *initiation*.

#### **6.5.1.1 Socialisation**

In many circumstances of change related to formal change imposed by the government, the phase socialisation emerged as part of 'normative procedures' in adapting to and enacting the change. During this phase, the new change is introduced to the people in the school. Throughout the data, the word 'socialisation' emerged consistently when the participants refer to the very first process of change which technically means as introduction to change. Some documents of policies also contain the word 'socialisation' as a formal process of enacting policy. For example, in relation to the change of curriculum, the Principal explained:

*We need to identify what are the gaps, because there is always gaps from what they want in the policy, for example with the new curriculum, with the reality here in school... and since the socialisation phase of the curriculum we have known that there will be a lot of things to do to fill the gap" (SPi) (emphases added).*

The above piece of data illustrated that in SHS Songland, the socialisation process, besides its function an introductory phase to enacting policy and adapting to change, it is also a process of 'identifying gaps'. This indicates that one of the purpose of adapting to change in this school is 'filling the gap'. Socialisation phase in SHS Songland were carried out in several forms such as formal and informal meeting, distributing printed information, or displaying on school or staff notice board.

#### **6.5.1.2 Initiation**

Following the socialisation is initiation process. This process includes the process of making decision that can embed the change into organisational structure. Procedures related to the implementation were also prepared and design during initiation process. Taking the curriculum change as an example, initiation process is when people start changing their teaching administration such as lesson plan, assessment sheet, and changing the textbooks for references. This also often involves teacher professional development that associated with the change. In terms of organisation structures, initiation process involves the arrangement of special committee, the defining process of task descriptions and the assignment of personnel, the arrangement of structural and procedural standards before proceeding to further phase of implementation. For example, commenting on curriculum change, in the focus group one teacher said:

*We usually start with changing the teaching administrative works because that's what the first thing we need to ensure that we officially implement the new curriculum. Adjustment in practices will come later (T7fS).*

Relating to the change in organisational procedures as consequence of curriculum change, the principal explained, “at the beginning, my role is to convince everyone that we can do it because we have to do it. So, we *initiate* to program one day every month as self-development day” (SPi) (emphases added).

Following the phase of Institutionalising with socialisation and initiation processes is the phase of transitioning phase. This is presented in the next subsection. next subsection.

### **6.5.2 Transitioning Phase**

As the name of this phase suggested, the transitioning phase occurred characterised by process where people in the school do some more effort to understand the change and assess the values of change against their own personal set of belief, knowledge and experiences. The data suggested that, the transitioning phase was the phase where people making sense about change before they come to a crucial decision about change. From the emerging data, the characteristics are associated with the process of ‘individual sense’ making and ‘collective process of meaning construction’. These two characteristics represent the two broad categories of *personal (de)construction*, and *collective co-construction of change*.

### **6.5.2.1 Personal (De)Construction**

During personal interviews, participants shared their personal perceptions about the major themes of education change such as curriculum change and the teacher professional certification program. Most of the response to the questions about how they adapt to those changes suggested that there was a personal cognitive process involves in change process. One teacher shared her process of 'sense making' when need to implement the new curriculum:

*Like or dislike, I need to change the content of my teaching materials and adjust many things, lesson plan, assessment instruments, semester program... I used to teach based on some practical guidelines I got from a training with Alpha foundation (name altered) few years ago. That's really useful because they also provided supplementary materials. Now with this new curriculum, that emphasise what so-called character building, many of those practical materials do not fit because based on the guidelines, substantial proportion of learning need to be focused on things like 'appreciating god presence in the world, saluting the national flag', and many other irrational things, which do not have anything to do with the content knowledge of the subject I am teaching (T4iS) (emphases added).*

The data illustrated that personal (de) construction is a process when an individual taking on and making sense of a change. During this process, a person will attempt to connect his/her self to the change being imposed on him/her. This process includes process of filtering and assessing the values of changes against his/her personal values and belief through which some embedded meanings from the imposed changes were 'deconstructed' to be able to be understood better.

### **6.5.2.2 Collective Co-construction**

The emerging data also revealed that in the collective setting, change phases encompass a collective co-construction of meaning and

understanding about the change. According to participants, the atmosphere collegiality and collectivity is highly valued in the school. This is in part because of the traditional local values of social coherence. One participants commented, “we have, *mepalose*’ [co-operation], *meghaghighile* [discussion leading to consensus], *metategu* [reminding each other], these mechanisms of reaching common understanding or consensus” (T2iS).

As the data illustrated, during a process change initiatives, collective co-construction of meaning is fundamental process through which the mechanisms of change enactment were discussed, designed (constructed) and also the result of change is envisioned, negotiated and agreed. Some data that illustrated these processes are illustrated in the Table 6.4. below.

**Table 6. 4 Data Illustrating Personal (De)Construction and Collective Co-construction of Change**

Transitioning Process Category	Representative Excerpts/Data	Change Reference
Personal (de) construction	<p>It's way too much, because we are forced to include unnecessary stuff (T5iS).</p> <p>In my opinion, it's more of a computer test, not teacher competency test. I don't think it measured what it supposed to measure (T1fS)</p> <p>This [professional certification program] does not mean anything that you are good and professional. What is good teacher? What is professional teacher? It simply mean if you do it [prescribed teaching practices] accordingly, you get financial reward (T5fS).</p> <p>Here's the case, on one hand, we are forced to meet the national standard for facilities in order to be certified as an A school. On the other hand, the money for this is not allocated directly from the central government to school (T4iS).</p>	<p>Change of Curriculum</p> <p>Internet-Based Teacher Competency Test</p> <p>Teacher Professional Certification Program and Prescribed pedagogical practices</p> <p>Changing in financial system in relation to school accreditation program and decentralisation of government.</p>
Collective Co-construction	<p>Of course it's not easy because everyone wants to be seen, to be listened to, but there are times where we need to listened to each other and put aside individual ego and find a resolution where everyone can accept although not one hundred percent agree (DP1i).</p> <p>But many people are willing to support us not in the form of money, for example, the parents [of the students] were actively helping us during the renovation project. Many of the parents ...work voluntarily because they now we are struggling with funding (T7fS).</p>	<p>Job restructure in relation to change of curriculum</p> <p>Dealing with shared-management model (SBM) and low SES community</p>

In the discussion Chapter Eight, these two processes are discussed. The key points that revealed through the data analysis process is that the two process should be seen as evolving and recursive process that intertwined and influenced one another. This is to say that there changes in schools although they were mostly remarked by events, especially enforced by change in policies, the process do not occur in linear fashions according to the timeline of policies implementation. Therefore, the data did not show any hints to make claim that those process are easily identifiable on the surface of day-to day organisational practices. The separation of the category is presented for the purpose of clarity and general understanding of the change process in this case that preludes the further discussion in the Chapter Eight.

### **6.5.3 Reaching Equilibrium and/or Continuous Adapting**

Following the process of transitioning, the process of change within the school in general situation usually arrived at a phase when the change is stabilised and reaching a state of equilibrium. The principal explained:

*[T]he very purpose of bureaucratic system of government is to regulate things into order and keep it stable...stability. This is also the case with policy implementation in school reform. Any kind of policy, from my experiences, has this [purpose]"(SPi).*

Throughout the data, the theme of reaching a stability of equilibrium state emerged consistently across the issues identified by participants as change forces. To illustrate, commenting on the national curriculum change one teacher said, "initially it was difficult but once all requirements completed, business as usual" (T1iS). Another teacher commented on teacher certification program, "the most important thing is we need to

comply first, no one like to be left behind. So we make sure that everything is in place, we make sure that we are able to tick the list” (DP2iS).

Data illustrated that the state of equilibrium is the conditions where the school has officially met the standards or achieve result of change implementation. This indicates a state of ‘safe zone’ or ‘fitness’ zone for the school. In relation to governmental laws, and regulation, or instructions, this equilibrium state is the compliance or congruent state. In relation to societal change forces from local community this equilibrium state is the state of mutually agreed condition.

However, there were also data that pointed out that there were some efforts that within the school that demonstrated characteristics of continuous learning and adapting of individual and collective. Those data were categorised fit into a theme called continuous adapting. The following excerpts (Table 6.5) substantiated this theme.

**Table 6. 5 SHS Songland Organisational Practices of Continuous Adapting**

Continuous Adapting	Example of School Organisational Practices
Improving the quality of school facilities and resources	Continually seeking external funding to support their development in school facilities.  Proactively encourage the community to participate and engage in the school development.
Managing workload and restructuring job	Provides flexibility for teachers to arrange teaching schedule according their mutual agreement as long as it do not have conflict with the overall school timetable and program. This is to help teachers who has less teaching hours than the required 24 hours, so they can arrange time to teach in different schools.
Continually Developing organisational contextual astuteness	Continuously promotes the practices of local traditional values of collectivity, cooperation and collaboration – “ <i>Malunsemahé</i> ” values while strategically maintain good relation with local government and community.
Encourage Self-initiated learning	Provides incentives for teachers who participate in self-funded professional certification program
Promote knowledge sharing and collaboration	Provides formal structure of knowledge sharing and collaboration through monthly ‘self-development’ program

As the data illustrated that the process of organisational change in SHS Songland demonstrated a dynamic interwoven process of personal and collective efforts to cope with and continually adapt to changes in education system. The data analysis revealed that the process of adapting to change is an ongoing organisational process that encompasses multiple possibilities and involves multiple factors and actors (agencies). In the

*What are the enabling practices and internal conditions affecting the school in the process of adapting to change?*

section that follows, I present the data analysis that identified the enabling practices and internal conditions affecting the process of adapting to change in SHS Songland.

## **6.6 Section Four: Enabling Practices and Internal Conditions Affecting the Process of Adapting to Change**

In previous section, I have presented the data analysis of the contextual dimensions of school changes that comprises three contextual levels (macro, meso and micro) that drive the dynamic change on the school. The process of how school adapt to those changes have also been presented. In this section, I will present the data analysis that associated with the contextual uniqueness of the school as they are adapting to changes. Although, the previous data presentation has illuminated some influential factors originated from external agencies and describe some enabling practices of schools adapting capability, in this section, the data that demonstrated characteristics of enabling practices and internal conditions that affected schools adapting capability are presented in more details in order to provide answer to the following research question:

The data revealed that emerging enabling practices and internal factors affecting the process of adapting to change in the schools are associated with three key elements: *leadership, organisational culture* and *supporting resources*.

### **6.6.1 Leadership**

One of emerging dimensions of school enabling practices is the leadership practices that demonstrated a unique combination of enforcing bureaucratic roles and relational leadership practices. Data pointed out some leadership characteristics associated with organisational practices in adapting to change within this specific context. The leadership practice in the context of SHS Songland showed a complex blend of the ability to accommodate and align with external forces. The external forces, in particular, coming from system enforced by government through policies and regulations as well as the local societal context of the school community. Evidences from the data suggested the leadership practices in SHS Caporo are associated with two predominant characteristics as follows: *Micropolitical skills, and relational leadership practices.*

#### **6.6.1.1 Micropolitical Skill**

The data indicated that the presence of the local political and government entrenched bureaucracy over the school is part of school reality in this context. This data suggested that within the current regional autonomy government system, the school was strongly influenced by the local authority. As discussed in the literature review chapter, this has been possible since the delegation of the authority to manage education from the central government to the local government as mandated by the 22/1999 on *Regional Government*. According to this law, the local government was authorised to manage regulate school and this includes school principal assignment, teachers and staff assignment, and resources allocation. This has made the school as subject to local

government (more specifically the Regent/ Head of district's political agenda).

In regards to the alignment with the system enforced by government, the role of school leaders was as the guardian of the system who is making sure that everything is working on the track and align with the formal system being enforced by the higher authority. The Principal commented,

*My main responsibility is to make sure that we do not break the rules. Although that's difficult, I have to. For example, we want to have only five working days and that's possible. But the local government doesn't allow us to that. Even though we argued that the regulation on teachers workload allows us to do that by having nine teaching hours a day... In fact we still do the nine teaching hours a day. For the reason that we don't know, local government still insisted instructed us to work six days a week. Teachers complain because other government institutions only work for five days. But as a principal under government control, I have to implement that six working days policy and I have to be willing to be labeled as leader who lacked of initiative, does not have courage as a consequence of avoiding risk to misalign with the policy (SPi)*

Principal of the school also admit that being a leader in school is a very dilemmatic position because he needs to accommodate internal aspiration while keeping the alignment with the external forces, which in many cases are conflicting. The principal commented,

*The key to be successful in this position, I have to be a smart and tactful player who is able to orchestrate different sounds and voices...managing risk of competing expectations of different parties, local government, community, parents, teachers, and also students. So being politically smart, definitely is important especially in seeking alliances to support our decision or to back up our position in times of crisis (SPi).*

To illustrate the local political influence on the school, there were cases when teachers were demoted and assigned to even more remote school only because they were asking about their financial incentives,

which according to participants was on the risky issue to talk about. One participant commented:

*One of our friend here was demoted to be an administrative staff at the district education office because he sent a letter to the Presiden Jokowi telling that our remote teachers incentives [special incentives for teachers at remote and rural areas], which is our rights, has not been paid for on year. Everyone knows that the money has been distributed from the central government according to its regular schedule. But for some reason, we don't know why, that incentives have not been paid for so long.... My friend [the person who asked] was demoted with what they called 'discipline punishment' because of asking this to the President (T4iS).*

As the data suggested, the teachers and principal assignment turned to be more of political assignment and not professional merit based assignment. Political intervention on the assignment of Principals and teachers (as government employees) were confirmed in all interviews. The principal plainly explained, “[it] has been an unavoidable consequence and the risk of being a government employee. The option is to take it or leave it, end of story” (Spi).

As indicated by the Principal, having this political context the role of school leadership is to manage the risk by employing some strategic leadership practices. This has made school leader's micropolitical practices in this context is more pronounced as one dimension of school leadership. The School Principal and leadership team in SHS Songland seemed to be successfully demonstrated this micropolitical skill strategically in particular in coping with pressures from and dealing with the local government.

### **6.6.1.2 Relational Leadership Practices**

Another emerging characteristic from the school leadership practices in SHS Songland is the ability of the principal to foster an atmosphere of *relating with others* as part of organisational culture. Data associated with this characteristic were categorised under a theme called *relational leadership*. Some excerpts of data illustrating the relational aspects of the principal practices of relational leadership are depicted in the Table 6.6 below.

**Table 6. 6 Relational Aspects Characterising the Principal Leadership Practices in SHS Songland**

Relational Aspects of Principal Leadership Practices	Representative Excerpts/Data (Not that 'he' in all comments refer to the principal)
Engaging and proactively relating with teachers, staff and community in an ongoing dialogic process	<p>To open a dialogue, I always say things like, we have this plan... how can we make it? How can you participate? In other words, we try to open the channel for the community to participate and support us in the way that most suitable for them. Then, we can engage them in many of our work (SPi).</p> <p>most of the time he will be sitting with us here in teachers room... very flexible, less formality, and we talk just as friends (T3fS).</p> <p>Every time when we have something unusual to do something like extra job he will ask, 'is that ok with you' or 'let me know how I can help' (Ad2iS).</p> <p>Parents are very welcome and he is really good at making parents feel welcome and participate in our program (T1iS).</p> <p>He usually avoid to put conversation about money as the very first topic in meeting with parents because that's topic is quite sensitive to many people and people start to lose interest and withdraw once you talk about money.... He usually start with what we are going to achieve and how important it is for us and for their [parents/community] children, then he will let others to figure out what we need to make that happen and the community start calculating how much money they will need to contribute (DP1iS).</p>
Fostering collegiality through the traditional collective cultural living values of "Malunsemahe"	<p>No, we don't need complicated formula. We are very traditional... It is as simple as I live because you live. So to keep both of us alive we need to support each other, that's what we called 'malunsemahe'...everyone knows this, it is embedded in our culture, and we live with that... in this school (SPi).</p> <p>we have, mepalose' [co-operation], meghaghighile [discussion leading to concensus], metategu [reminding each other], these mechanisms of reaching common understanding or concensus (T2iS).</p>
Empowering and supporting personal growth	<p>It's true that we have very limited [financial] resources to support our professional development, but in terms of permission to leave for professional development activities, we never have any problem with that... He will support, quite often he will say, ok I'll pay the ticket (T5fS).</p>
Trusting and believing in others	<p>One of his favourite command is, you know what is the best, I don't need to tell you, just do it.</p>

Relational Aspects of Principal Leadership Practices	Representative Excerpts/Data (Not that 'he' in all comments refer to the principal)
Demonstrating empathy/valuing interpersonal relationship	Before he cross-off the attendance list, he will usually call us to talk in his room and ask the reason for our absence... he talks to us personally...from my experience, he is a very good listener (T1iS).
Demonstrate servanthood quality	He often cook for our lunch if we have something to celebrate or if we need to stay longer at school when we have extra work, usually if we are in the midst of preparation for special events like National Exam preparation (T3fS).  He knows that everyone is busy, then he will do the photocopying at the down town for us (T2fS)
Responsive and sensible to the local context	One of his best skills, I think, is to read behind the lines. He understands the situation we are dealing with, and responses in the right time (DP2iS).  He knows that if we ask money from people that would be difficult and does not make any better engagement. He did not ask for money to support the school, he just tell the people that they can help us with anything they can do and people start volunteering (T4fS).

The emerging data about relational aspects of school leadership practices in this context suggested that the leadership qualities such engaging and relating through dialogic process, fostering collegiality and collective culture, empowering and supporting personal growth, demonstrating empathy and valuing interpersonal relationships, demonstrating servanthood, and being responsive and sensible to the local context are essential characters of school leadership in the context of schools that continually adapting to imposed change with a very limited space of autonomy.

### 6.6.2 Organisational Culture

Another characteristic that appeared to be the idiosyncrasy of SHS Songland is the strong influence of local traditional living values in their organisational culture. The data associated with traditional living values of collegiality and collective community were consistently emerged in all interviews. During interviews, participants shared about traditional living values in the community that they believe as the driving values for the community to participate in and engaged with the school. These traditional living values are: *Mesasumbala'* [working together], *Mekongkong* [co-financing], and *Mesasimbua wusa* [sharing] these three values encapsulated into one living philosophy called *Malunsemahe* [literary interpreted as existence and co-existence rule]. These terminologies of local community's living values emerged in many interview sessions and were lengthy discussed in the focus group (see Table 6.3 for the meaning of cultural terminologies).

The data illustrated that the traditional culture living values have strong impacts in shaping the school's organisational culture. Organisational practices that embedded the collegiality and collective culture of the school such for example, reflected through the informal knowledge sharing and collaboration that even though it was not officially structured, the teachers informed that such informal knowledge sharing and collaboration are part of their school culture.

In regards to school relationship with the community, the Principal and other participants are aware that being a school in a low SES community, these living traditional values of the community were valuable

social assets that can be used to support the school. Therefore, one of the school organisational practices to cope with the challenges and adapting to changes was giving the community the channel to participate in supporting the school. That support was not necessarily in the form of money.

In summary, in this section data analysis have illustrated that the process of change in SHS Songland was a multidimensional process. The emerging data that illustrated the dynamic process of change in this school were categorised and depicted as three phases of process: Institutionalising, Transitioning, and Reaching Equilibrium and/or Continuous Adapting. In this specific case, the degree of successful of each phase were largely determined by and dependent upon two fundamental internal conditions and enabling practices (enabling dimensions): *leadership*, and *school culture*. Figure 6.2 illustrates the dynamic process of adapting to change and the enabling dimensions in



SHS Caporo.

## 6.7 Summary of Chapter Six

This chapter has presented the result of data analysis in SHS Songland as the second research site in this study. The data analysis presented in this chapter has covered the three domains of change: *Context*, *Content*, and *Process*, which were chosen as the focus of this study.

In regards to context of change, the presentation data analysis has covered the three nested context of school changes *macro*, *meso*, and

### **Figure 6. 2 Dynamic Process of Adapting to Change and the Enabling Dimension in SHS Songland**

*micro*. Data illustrated that these three domains were interrelated. The mapping of the three domains was constructed to enable a comprehensive discussion about the context of change forces on SHS Songland organisational practices. The emerging data associated with the change forces imposed from the macro level pointed out three policies seen as the most influential forces affecting SHS Songland. These policies are: The national curriculum, Teacher professional certification program, and internet-based teacher competency test.

At meso level, the change forces predominantly originated from the local government through exercising political power as residual impact of the delegation of authority from the central government via the law on regional autonomy. This has made the school as subject to local

government policies which largely driven by political interest of the local authority. Data however revealed that SHS Songland has demonstrated their organisational practices as an 'A' school regardless of the influences being enforced by external agents in their local context. This indicated a degree of contextual intelligence in which the school can play smart and strategic roles to deal with such politically influenced environment. In SHS Songland such contextual intelligence encompasses accommodating different expectations and strategically managing competing expectations especially managing the internal dynamic with high degree of coerciveness to the change agenda enforced from external agents.

At the micro level, it appeared that the internal dynamic of the school centred around the issue of compliance and alignment with the change forces imposed from external, and the school efforts to suffice the financial resource so that the school is able to adapt to changes.

The central theme emerged across the context of changes is the notion of accountability. This has illustrated that the current education reform in Indonesia strongly emphasise the accountability of public education.

In regards to the content of changes, as a school that has been accredited as category 'A', SHS Songland appeared to be a school that administration wise has performed changes that meet the standard criteria of National School as required by the SNE. In adapting to change for forces required to reach that point, data illustrated that SHS Songland has undergone changes in the domains of procedures, structures and organisational culture. In its day-to-day operation, change in procedures

and structures are usually changes in adapting to formal systemic change enforced by the central government and/or local government. The most common approach to procedural changes and structural change is to employ what the participants called as '*normative*' approach through for example revising school standard operational procedures to align with the required change. There was indication of cultural changes emerged in the data in which the school is now more aware of the influence of local government's political agenda on the school and how it can pose risk if it was not dealt with a degree of contextual astuteness. This has made micropolitical practices more pronounced and exercised in the way school deal with local government. As the data illustrated, this change was associated with the change of governance system in Indonesia from the centralised government into more devolved where the local government is now more powerful to manage education at district level.

In regards to the process of change, data illustrated that the process of adapting to changes can be categorised into three recursive phases: Institutionalising, transitioning, and reaching equilibrium state and/or continuous adapting. Institutionalising phase refers to a process where all changes need to be inserted into the organisation's formal procedures and structure. In other words, make formal and official, or using participants' term make the change as '*normative*' process. Transitioning phase refers to the phase in which the participants as individuals related themselves with the changes being imposed by (de) constructing the meaning of changes and collective co-(re)constructing those meaning of change through relating to each other's in dialogic

processes. The phase of reaching equilibrium state and/or indicated that as an organisation that in adapting to change the school needs a state of stabilisation (equilibrium). In the case of compliance and adapting to the imposed changes this equilibrium state is a condition when the school has met required compliance and congruency with higher systems that enforced by the local government and central government. Beyond this point is continuous changes phase in which the school is continuously do efforts to deal with ongoing change forces or challenges to their organisation emanated from the three levels of context (macro, meso, micro). In the case of SHS Songland, part of the ongoing contextual challenges is how to suffice their resources in order that the school can improve their organisational agility to adapt to changes. The data illustrated that changes on the school are dynamic and that not always readily observable as events but rather ongoing processes that can lead to multiple possibilities (realities).

In regards to the enabling practices and internal conditions affecting the process of changes in SHS Songland, the data revealed that there were two fundamental aspects of organisation that emerged as enabling practices: leadership and organisational culture. In regards to leadership practices, the data revealed that leadership practices that emphasises the relational aspects such as valuing of interpersonal relationships, engaging and dialogic process, fostering collegiality and collective culture that is rooted in the traditional living values of the local community, empowering and supporting personal growth, appear to be the characteristics of leadership that works in the context of SHS Songland. This has indicated

the importance of relational dimensions of leadership practices for the school that are required in adapting to impose systemic changes.

Therefore, this will be explored further in the discussion Chapter Eight.

Another enabling practise emerged from the data was the organisational culture of collegiality and collectivity. This culture has enabled the school to foster an organisational atmosphere that favours informal knowledge sharing and collaboration. Moreover, as this culture is rooted in the traditional cultural living values of local community, the emphasis on sharing the responsibility with the local community has helped the school to improve their facilities with the public participation and engagement despite their low SES. This has indicated another important point about the school relation with the local community that need to be explored further in the discussion Chapter Eight.

To sum up, the data presented in this chapter has provided answers to the research question about the context, content, and process of changes as well as identified the enabling practices and internal organisational conditions affecting the school as they are adapting to changes. This information will be used as the basis to provide answers to the remaining research question the implication of this research. As this study was conducted as a multiple case studies, the result of data analysis in this chapter will be analysed in comparison with the result of data analysis from the chapter five that present the data analysis from the school in metro area. The cross- case analysis is presented in the next chapter.

# CHAPTER SEVEN: CROSS CASE ANALYSIS

## 7.1 Introduction

The previous two chapters (Chapters Five and Six) have presented the results of data analysis from each individual case: SHS Caporo (pseudonym), a school located in urban area of Metroville City (pseudonym) and SHS Songland (pseudonym), a school located in suburb of Singertown (pseudonym) on a rural Island of Indonesia. This chapter presents a cross case comparative analysis. The analysis has been conducted through looking at the similarities and the differences across the two cases.

The comparative analysis presented in this chapter helps to deepen understanding and explanation of the cases (Miles et al., 2014) to avoid “premature and often false conclusion” (Eisenhardt, 2002, p. 18). In addition, cross-case comparative analysis also enables the researcher to explain the different factors that contributed to the more holistic understanding of the case and making sense of the puzzling or unique findings, or further articulate the findings constructed from the original cases. Thus it enhances our understanding about the relationship that might exist among discrete cases (Khan & VanWynsberghe, 2008).

This chapter is organised into four main sections. Section one presents the comparative analysis of the results that answered the research question about the context (RQ1). Section two presents the comparative analysis of the results that answered the research questions about the content of changes (RQ2). Section three presents the

comparative analysis of the results that answered the research question about the process of changes (RQ3). Section four presents comparative analysis of the data that answered research question about the enabling practices and internal conditions affecting the schools as they are adapting to changes and (RQ4). As an introductory, the comparison of the two school profiles is presented preceding the section one and at the end of this chapter a conclusion that highlights key points that will be discussed in the Chapter Eight is elaborated.

## **7.2 Comparison of The School Profiles**

The characteristics of the two schools in relation to its contextual differences drawing from the data can be summarised as follows:

Firstly, in terms of school orientation, ownership and management, both schools are public schools owned by government and implement School-Based Management. Both schools were accredited as 'A' category schools under school categorisation policy and used to be RSBI school<sup>28</sup>. As the selected RSBI schools, both were required to run school management according to QMS ISO 9001:2001. Since the termination of the RSBI project, SHS Songland discontinued the implementation of QMS ISO school management model although in practice they have some 'residual' of this management model through, for example maintaining some standard operational procedures. SHS Caporo, however, still maintained the management model according to QMS ISO 9001:2008 that

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<sup>28</sup> RSBI schools were selected schools for the pilot project for International Standardised School. This project was discontinued in January 2013

was implemented through the series of organisational standard procedures and the ongoing surveillance audit procedures. This is illustrated for example in the structure of the organisation of the school where the school has a special unit called *Quality Assurance* in accordance with the QMS ISO principles. In SHS Songland, school management was largely influenced by and under control of the local government. While the school management in SHS Caporo more resembled the corporate model of management as enforced by the QMS ISO model and reinforced by the high degree of the school committee (share-holders) engagement in many of the school business process.

Secondly, in terms of school size, geographical location and socio-economic status (SES), the two schools represent two different contexts of urban and rural school. SHS Caporo, located in an urban area of Metroville city, the capital of North Sulawesi Province. With 831 students, 64 teachers and 12 Admin staff, this school is considered to be a big school. Moreover, with 72% students coming from high socio-economic background, this school represent an affluent SES of the community. In contrast, SHS Songland, located in a small town of Sangihe Island, a remote island of Indonesia. With the student population of 273, 24 teachers, and 4 admin staff, this school is considered to be a medium size school. With 85% of students falling into the category of low SES, this school represents low SES community of rural areas. The data is illustrated in the Table 7.1.

**Table 7. 1 Comparison of the School Profiles**

	SHS Caporo	SHS Songland
Orientation	Public	Public
School Category	A	A
School Management Model	Implementing SBM and Adopting QMS ISO 9001:2008	Implementing SBM With Bureaucratic Organisational Model of Management
Location	Metro School	Rural School
Grades/Year	10,11, 12	10,11, 12
Student Population	831	273
Number of teachers	64	24
Admin Staff	12	4
Students SES Background (Based on monthly household expenses categorised by Nielsen's category)	A1 = 17%; A2= 55%; B= 22%; C1=6%	A1 = 2%; A2= 2%; B= 11%; C1=35% D= 43% E=7%

This introductory information about the school profiles provided a general description about the school situation that characterised each school context. In what follows, I will present the comparative data analysis in regards to research question one about the context of change forces in both schools.

### 7.3 Section One: The Context of Change

This section presents the comparative analysis of the two schools to address the first research question about the change forces on the schools that originated from the three cascading contexts of *macro*, *meso*, and *micro*. The research question that guided this comparative analysis is:

*In the context of school reform in Indonesia, what are the change forces on schools originated from macro context, meso context, micro context?*

Changes from *macro* context in this research refer to the changes forces from the formal system, therefore is called 'systemic change' originated from central government. The macro changes are enforced through the change in laws, regulations, and policies. Changes from *meso context* in this research refer to the change forces emanated from the local government and local societal context. The change forces on this level enforced on the schools through regulations, policies, informal instructions, and direct involvement on the school operational process. Changes from *micro context* refer to the internal dynamic of the school as a respond to external forces (from *Macro* and *Meso* level). The comparison of change forces across the contexts in both schools is summarised in the Table 7.2 below.

**Table 7. 2 The Comparison of Change Forces in the Two Schools**

Context of Change Origin	SHS Caporo	SHS Songland
Macro	Curriculum Change	Curriculum Change
	School Accreditation	Internet-Based Teacher Competency Test
Meso	Teacher Professional Certification	Teacher Professional Certification
	Local Government	Local Government
	Local Community via School Committee/SBM: Actively influence the school and have important roles in determining the school operational	Local Community: The Low SES functions as an indirect forces on the school to actively seeking alternatives
Micro	The need for Teacher Professional Development that focus on improving teachers knowledge specialisation that can add to the organisational knowledge capital	The need for Teacher Professional Development on issues such as: Computer Literacy, Capacity for Classroom Action Research, Pedagogical Skill.
	The need for more personal autonomy	The need for more resources support (School facilities, teachers' teaching resources, and PD funding)

The comparison of change forces across the context is elaborated in the following subsections

### **7.3.1 Change Forces at the Macro Level**

Participants in both schools seemed to agree upon the central themes of the change forces from the Macro level. These central themes are the *ever-changing National Curriculum* and *the Teacher Professional Certification Program*. They perceived that these are the issue on the

policy level that forces the schools to change and that impacted their work. Participants in both schools mentioned about the policy of School Accreditation program because both schools were required to undertake School Accreditation Program. However the pressure was experienced much more in the urban school (SHS Caporo) as compares to the rural school (SHS Songland). The data indicated the pressure on the school in regards to School Accreditation Program seemed to be related to the degree of the school committee involvement in school management and operation. In SHS Caporo, as this school has turned into an elite school, the 'A' level in School Accreditation Program predicates the social prestige which is important in their context where competition among schools perceived to be more intense. Therefore, the school committee pushed the school and support the school effort to get the 'A' level by allocating more funding to school facilities development. In SHS Songland, the School Accreditation Program, though the participants agree it was important, the community were not really aware of this. Meanwhile, the local government after the discontinuation of the RSBI project seemed to be less intense to push the school in this program.

Teachers in both schools were obligated to undertake the Internet-Based Teacher Competency Test (IBTCT). Data illustrated that the pressure of this program is more intense in the rural school (SHS Songland) as compared to urban school (SHS Caporo). This seemed to relate with the level of the teachers capability in using computers and the availability of the computer facilities in the school. This is illustrated, for example, by the number of the computers in the computer lab of each

school. SHS Caporo has 50 desktop computers in the lab and 5 desktop computers in the teachers' room while SHS Songland has 15 desktop computers in their lab and none in the teachers' room. Moreover, all participants in SHS Caporo own at least one computer or laptop while in SHS Songland, only four participants including the Principal have their own computer.

It is worth noting that all policies identified by the participants as the forces of change from the Macro level are associated with the global trend of education that emphasise the principles of accountability of public education. This finding in fact has confirmed the global trend of education change as discussed in Chapter Three of this thesis.

### **7.3.2 Change Forces at the Meso Level**

The change forces on the meso level in both schools were originated from the same sources: the local government and the local community. In terms of the power of local government, all participants agree that the current governmental system of Regional Autonomy has legitimated the power of local government over the schools. There was an indication of political influences over the school as the consequence of the local government authority to manage the school. This is mainly due to the fact that local government, in particular the head of the region, either Mayor or Regent, is political position resulting from political process of public election. This is the reason local politics and bureaucracy emerged as critical issues in both schools. The data indicated that the nature of politically driven government was problematic for both schools. As government employees, the principals (and others) have to obey the local

government policies (in many circumstances these were informal and unwritten instructions) and not all of these policies and instructions are conducive to school improvement. The real example emerged in the data was the assignments of principals and teachers in schools that according to participants were mostly for the political goal of the ruling agents. Some cases from the participants' stories illustrated how the local government can demote and assign people to even more remote areas if they were considered having resistance to the local politics agenda. This political agenda were intensified in schools in particular at the time of political events such as general election. Even with the students results in the National Exam was not independent of this political interference, because the achievement in the National Exam was perceived as the measurement of the education development in the region, under the political agent who is in power at that time.

The impact of this on schools organisational practices is that the school are now have to manage political agendas at the local level impacting their ability to lead the pedagogy of the school and requiring an increase in the micro-political skills. In fact, data from both schools indicated that this micro-political practice has become a part of school organisational practices in adapting to external forces.

In terms of the impact of the local community, in both schools, the involvement of local community was present. However, in the SHS Caporo, the involvement of local community through the School Committee is considerably more dominant if compared to the roles and involvement of local community in SHS Songland. In SHS Caporo, the

shared-management system as mandated by the national policy on School-Based Management (SBM) is implemented in more 'serious' level as compared to the implementation of SBM in the rural school. This is illustrated by the active involvement of the school committee members in the process of decision-making in the school and in day-to-day school operational management. The school financial planning, for example, in SHS Caporo was design by the school committee. While in SHS Songland, the school financial planning was designed by the school management team. Although at the end, this planning was presented to the parents this is simply a formal procedure of information and confirmation. The school committee was not fully engaged during the process.

The most striking feature that distinguishes both schools in terms of the change forces on Meso level is the social economic status (SES) of the parents. In the SHS Caporo, while the financial and supporting resources still emerged as an important issue, the involvement of community from middle-upper class has lessened the pressure of this matter. As the school has become more corporate-like in its nature (as reflected in the school management), the involvement of parents via the school committee has supported the school in terms of financial and other supporting resources such as school facilities and infrastructures. A market worldview of the urban community toward the school has made the financial support as part of their 'investment' in the school capital in exchange of good result on their children's academic achievement.

In contrast, in SHS Songland, having the students from low SES background coupled with the issue of remoteness and rural-ness of the area, the low SES has emerged as critical issue that impacted and drive the change in the school. To illustrate, the school was facing difficulty to align with the standard minimum of the school facilities as required by the SNE. The budget for improving facilities was mainly from the government and as the data suggested, this was very limited and far from sufficient if the school should build complete facilities as required. The low SES also impacted the school in terms of improving teachers professional capability which most of the time were self-funded by the teachers.

The school however has advantage from the community culture of collectiveness that lead to voluntary community engagement in helping the school, other than financial support.

### **7.3.3 Change Forces at Micro Level**

In both schools, the issue of teacher professional development has emerged as one of the key issues that have driven internal changes. All teachers were concerned about their professional development. The articulation of the issue however was slightly different. The focus of teachers at the SHS Caporo seemed to be more on improving the knowledge and skills as a way of strengthening (or constructing) their identity as professional teachers. Teachers at SHS Songland, on the other hand, seemed to focus on the alignment with issues they were facing on the macro level. To illustrate the contrast, teachers in SHS Caporo were talking about having higher degree (master and doctoral level) whereas

teachers in SHS Songland were discussing about the need to improve their computer skills in order to succeed in the IBTCT.

In SHS Caporo, one of the emerging issues is related to the excessive workload. Therefore, the need to have more effective work management has emerged as an issue that forces the change in the school. While the teachers at SHS Songland also face the pressure of excessive administrative workload due to the change in curriculum and other policies being enforced on school, the issue of work management did not emerge as a dominant issue. This difference has been indicated related to the organisational management model of the schools. The SHS Caporo applies the corporate QMS ISO model that emphasised on accountability and productivity as their management operational guidelines. The involvement of the community via the School Council has intensified this psychological pressure. On the other hand, the SHS Songland was more lenient in terms of managing their work. The only concern for SHS Songland is to fulfill the national guidelines on teaching workload of minimum 24 hours per week and to align all administrative requirements with the enforced policies.

In SHS Caporo, the shared-management model via SBM has been indicated to limit the 'internal' school and personal autonomy. Participants were concerned about the issue of autonomy that have restricted teachers' pedagogical practices and innovation. This has been intensified since some of the school members have affiliations with political parties. The participants expressed their feeling as being scrutinised by the school committee.

In SHS Songland, the issue of autonomy also emerged as an important issue. The issue of teachers and even school autonomy was mainly due to politically driven atmosphere in which the local government has high degree of control over the school. However, compare to SHS Caporo, the pressure on autonomy (either school or personal), was less complicated as it originated from one source only; that is the local government. The involvement of local community in school did not pose or contribute to the issue of school and participants sense of autonomy.

In SHS Songland, the need for more resources support (School facilities, teachers' teaching resources, and professional development funding) emerged as a crucial issue that forces changes in the school. This issue was less articulated in SHS Caporo. The data clearly indicated that the difference is due to the SES background of the school.

In the next section, the comparative data analysis about the content of changes in both schools is presented.

## 7.4 Section Two: The Content of Change

This section presents the comparative analysis of the organisational practices taken by the two schools as there are adapting to changes from the three levels as presented previously. This section deals with the following research question (RQ2):

*What are the changes in the schools as they are adapting to the changes forces originated from the three contexts (Macro, Meso, Micro)?*

To give describe the whole comparison about the content of change in both schools, the summary of the content of changes in both schools is presented in Table 7.3.

**Table 7.3 The Comparison of Content of Organisational Practices in both Schools**

Context of Change Origin	SHS Caporo	SHS Songland
Macro	Reviewing strategic planning and school policies	Reviewing school program
	Aligning school's Standard Operational Procedures	Aligning of school's Standard Operational Procedures
	Managing workload and job restructuring	Managing workload and job restructuring
	Improving of the quality of school facilities and resources	Improving the quality of school facilities and resources
	Participating in government initiated professional development	Participating in government initiated professional development programs
Meso	Exercising Organisational Micropolitical Astuteness in dealing with local government and local community	Developing Organisational Contextual Astuteness (micropolitical practices) in dealing with politically driven agenda of the local government
	Opening channel for community participation and public engagement:	Opening channel for community participation and public engagement
	1. Shared monitoring and evaluation on organisational performances	1. Emphasising authentic participation by raising awareness that education is a collective responsibility
	2. Commercialisation of School Facilities	2. Embedding traditional cultural living values to school culture
	3. Partnership Programs with external agencies	
Micro	4. Teachers Professional Development funded by the school Committee	
	5. Commodification of Professional Knowledge	
	Facilitating Professional Development:	Facilitating Professional Development: IHT, encourage self-initiated learning, promote informal knowledge sharing and collaboration
	IHT, Subject-Based and Cross Disciplinary Learning Group	

Providing Enabling Structure for Effective Work Management	Finding Additional Sources of Funding such as from philanthropic organisations  (link to low SES and consequence of SBM that reduced funding for public school from central government).
Developing Internal Mechanism of Coping with External Pressures	

The comparative data analysis about content of change in the schools' organisational practices in adapting to change forces at each level is presented in the following subsections.

#### **7.4.1 School Organisational Practices in Adapting to Macro Change Forces**

In adapting to change enforced on macro level, both schools show a similar pattern. This pattern tended to be the practice of organisational adjustment of the internal process in order to comply with the systemic change. In this case the systemic change from the national systems enforced through laws, regulations on national standards, or policies. This organisational response to the systemic forces of change is enforced in the school through the formal structural, policies and procedural changes. Data illustrated that this formal organisational practices tended to be the standard responses to change being imposed to schools by the central government. In other words, formal response is the *compliance process* of the entire ongoing process of adapting to the systemic change.

The implication of this adapting response was reflected in the form of, for example, aligning of school's Standard Operational Procedures (see Table 7.3).

In SHS Caporo, however, these formal organisational practices are integrated into the school policies through QMS ISO procedures therefore it had become more observable and well documented. In SHS Songland, although the adapting practices are integrated to school policies and procedures, some of the practices were conducted based on spoken instructions from school management team. For example, although the school has been participating in the government-initiated development trainings, the data about this participation was absent in the administration records.

Another difference between the two schools is that in SHS Caporo, the strategic planning seemed to be more dynamic and vulnerable to change. In SHS Songland, although the change enforced in practices impacted their organisational strategic intention, the change in the formal document of strategic planning is less emphasised. This is to say that when there was change in the school enforced by macro forces that has not been articulated in, or even irrelevant with the school formal documents, the school management would have to amend the documents for alignment with the macro policies. While in SHS Songland, although such change were implemented, the formal documents such as strategic planning were rarely up dated. This is apparently related to the management model of applied in the schools. In SHS Caporo, having a corporate-like model, changes were perceived as formal practices that

need to be incorporated formally in the organisational structures. In SHS Songland, although the changes were enforced through formal practices in the organisation, the formalisation of such organisation practices were not well documented.

To sum up, the pattern of how both schools were adapting to changes enforced by the central government through the national system (also referred to as systemic change) seemed to be limited on the formal practices. By formal practices, it means that there was almost no room for the school to seek for options. In other words, the macro change tended to be imposed by absolute forces for the school and they have to be conducted based on the prescribed actions and operational procedures. Therefore, regardless of the difference in their local context, both schools applied the same procedures of adapting to this systemic change. Those procedures were executed by changing internal formal practices. Therefore, in this thesis, this process of adapting to changes was called compliance process.

#### **7.4.2 School Organisational Practices in Adapting to Meso Change Forces**

The data indicated that the forces on the meso level were associated with the context of local government and the local community. The intensity of those forces, however, is different for each context. In SHS Caporo, the pressure on the school was intensified by the community through the school committee that emphasises accountability and productivity, two terms that are substance of quality management system (QMS) enforced on school. The school was required to perform better as

they call this 'Continuous Quality Improvement' (SHS Caporo ISO Document, p.1) and meet their expectation of 'quality standard' as measured by the QMS ISO 9001:2008 model. This has put excessive workloads on participants. Therefore, one emerging issue is the need to provide enabling structure for effective work management.

In SHS Songland, the predominant issue on the meso level related to the context of the community was the lack support for financial resources. In this school, the ability to fulfil the financial need is critical considering that the vast majority of the students come from low SES background. The political pressure from the community as it was the case with SHS Caporo was less presented in SHS Songland.

In adapting to the meso level, both schools demonstrated a practice of exercising *internal* organisational astuteness on how to deal with different external stakeholders. This practice is a kind of *organisational contextual intelligence*, referring to the astuteness in understanding the context (political, social, economical, and to some extent, technology). In SHS Caporo, the organisational contextual intelligence was reflected in, for example, the practice of censorship of the topics in their informal conversations. Participants called this kind of micro-political practice as '*tong deng tong*' [just between us and us] kind of conversations. Data illustrated that this internal practices of contextual intelligence was nurtured by the fact that in SHS Caporo the political pressure seemed to be more dominant than other pressures. The political pressures not only came from the local government but also from the local community as presented by the School Committee. To cope with the extensive pressure

from meso level, one organisational practice of SHS Caporo emerged in the data was developing internal mechanism of survival (the participants refers this as '*tong deng tong*' strategy). This practices of exercising political astuteness is identified as part organisational contextual intelligence.

In SHS Songland, the organisational contextual intelligence was apparent in the way they deal with the pressure of local government and the low SES community. In dealing with the change forces from the local government, SHS Songland focused their organisational practice in seeking compliance and alignment. All participants were aware that within the current government system, the local government has an absolute power over them, and therefore all government policies and instructions are obligatory. Although in practices not all local government policies are in favour of school development and improving teachers' professional capability, as with the case of *sekolah gratis* (tuition-free school) policy, the school has no option to deviate or to reject the imposed change force. This has nurtured a kind of micro-political practice within the school in which all people in the school must demonstrate a kind of unconditional obedience to the local government regardless of the personal disagreement or coercive feeling to the policies imposed on them.

To cope with the challenge of having low SES community, SHS Songland provided a channel for community participation and engagement by amplifying the local culture living values that emphasise on the voluntary, the spirit of togetherness and collectiveness. This has enabled the school to reduce the cost in some school development projects by

having the local community to do voluntary job and engaged in the school development projects.

To sum up, the data indicated that in both schools the way to deal with and adapting to change forces on *Meso* level were demonstrated in three forms of organisational practices. First practice is *seeking for compliance and alignment*. This strategy is particularly demonstrated to respond and adapt to the change forces from government (central and local). Second practice is exercising the micro-politics skills through which both schools cope with the pressures of meso level forces (local government and local community); and third practice is opening the channel for community participation and engagement in the school operational process in order to share the responsibility of school development with the community.

#### **7.4.3 School Organisational Practices in Adapting to Micro Change Forces**

In micro level, as the data indicated, the key emerging issue in both schools was the need for professional development. As the current systemic changes in Indonesian education has been emphasising on the accountability of school performance as well as teachers' performance, this has made the 'standardised practices' become the norms of all educational practices. Schools and teachers are now extensively assessed against benchmarks and standards set by the central government. Teachers are required to meet the professional standard as outlined in the teachers' professional certification program. This professional standard was getting more complicated in the last 5 years as

a bunch of teacher performance assessment such as UKG (Teachers Competency Test) and PKG (Teacher Performance Assessment) were introduced. In adapting to such changes the participants, more specifically teachers, urge for continuous professional development. In responding to this internal force, both schools applied some methods of professional development such as In-House Training (IHT) as well all participating in government-funded trainings.

In SHS Caporo, teachers professional development program seemed to be well planned and it is part of regular organisational development program. This is understandable because this program was fully supported by the school committee through allocation of budget in their financial planning. In this school, professional development was also facilitated through inter-subjects' collaboration.

In SHS Songland, the teacher professional development seemed to be contingent and dependent upon the government program. This is indicated by the absence of professional development plan in the school. There were some school-initiated development programs conducted during the year 2012-2013 but they were not recorded as official IHT because as the principal said, the training only conducted informally after school hours. It was also noted that there was no cross-disciplinary collaboration in SHS Songland as with the case of SHS Caporo. Instead, the teachers from the same subject forms informal group as information and knowledge sharing method.

The similarities found out in the data were in terms of individual strategy to keep the participants up to date and align with the changes in

terms of their professional practices was *self-initiated learning*. All participants agree that *self-initiated learning* was the most viable option for them to adapt to change. However, as indicated by its name, this was not officially recorded as collective organisational practice. The nature of this *self-initiated learning* is voluntary and relies on their self- motivation to meet the professional standard being enforced by the system.

## **7.5 Change Category**

The emerging data has illustrated that organisational practices in the two schools display different level in terms of change category. I adopt the categorisation of change level provided by Whitaker (2010) to identify the change categories of the organisational practices content in the two schools. These change categories are: procedural, structural, and cultural. Procedural changes are focus on low level of changes that involves procedural and technical alterations. For example, 'check-in/ check-out' procedure in SHS Caporo as part of their Standard Operational Procedures (SOPs) or Daily Morning Assembly in the school yard Coordinated by the *Guru Jaga* (Teachers who has the duty as school yard and duty manager of the day) in SHS Songland.

Structural Change involves changes in management and organisational structure. This includes changes in strategic planning, financial planning, switching to new text books when the curriculum changes, or job restructure to align with the change in regulations. Data illustrated that both schools has been undergoing this change category

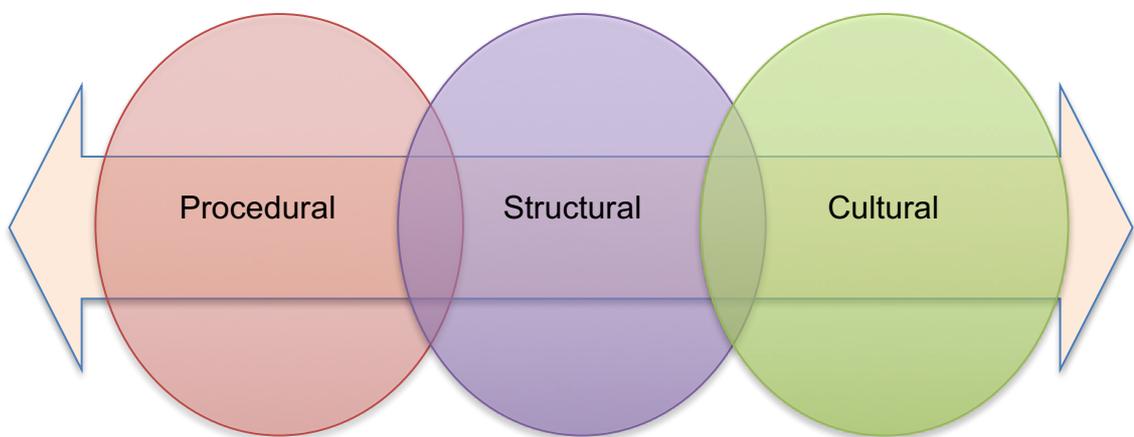
(see Table 5.2 in Chapter Five for SHS Caporo, and Table 6.2. in Chapter Six for SHS Songland).

Cultural change involves deeper level of changes that are not always seen or observable in the data because it involves the change in organisational behaviour and culture. However, the data from the two schools illustrated that there were some cultural dimensions in the way schools change their organisational practices in adapting to changes. For example, in SHS Caporo, as the school has now being shifted from 'traditional' bureaucratic organisation to a modernised school with its market view of management, the teachers have become more aware of their knowledge as a product that can be commodified. This has led to a cultural of knowledge commodification in the school. In SHS Songland, the cultural dimension of changes can be seen in the way the school embedded their traditional cultural living values in organisational practice to mobilise community participation.

In addition, as the two schools are now being reformed under the devolved education system that enforced culture of accountability with its various performance and accountability assessment, there were substantive data that suggest that both schools are now being forced to play a culture of compliance and 'play safe' or what Connell (2013) called as 'culture of fakery'. This will be explored in more detail in the discussion (Chapter Eight).

It has to be noted that in reality, as the change in the schools are dynamic and multifaceted, those three category can be interwoven in the process of change implementation. Data from the two schools that

illustrated this were presented in the Table 5.2 (Chapter Five) for SHS Caporo, and Table 6.2 (Chapter Six) for SHS Songland. Therefore, the change category can be best explained as a continuum in which the more practical and simpler the nature of change falls into the left areas of the continuum which is procedural change; and the more complex the organisational change is appeared to be more into the right domains of cultural change. Figure 7.1 illustrates this.



**Figure 7. 1 The Continuum of Change Category/Level in the Two Schools**

In summary, this section has presented the comparative analysis of the two cases in regards to the RQ2 that explores the *content of change*. The results of the comparative analysis pointed out that the two cases share the similarities of the emerging themes in regards to the origins of changes. The change forces that emerged from each levels (macro, meso, micro) however, are more contextually dependant. The content of the schools' organisational practices in adapting those change forces are therefore different. In other words, content of changes in schools are largely determined by the contextual situation. This result is therefore

signposted the importance of contextual issue in understanding the schools organisational practices in adapting to systemic [imposed] change in the context of current education reform in Indonesia.

At this point, I have presented the comparative data analysis in regards to the change forces originated from the three contextual levels in school reform in Indonesia: macro, meso, micro. The content of organisational change as they are adapting to those change forces. In the next section, I present the comparative data analysis of the two schools in regards to the process of change.

## **7.6 Section Three: The Process of School Change**

This section presents the comparative data analysis from the two schools in regards to the research question about the process of change in each school. The research question is:

*How have school been adapting to the change forces originated from the three contexts of change (macro, meso, micro)? (RQ3)*

The result of data analysis from both cases that address this research question is presented in the following subsections.

### **7.6.1 The Phases of Change Process**

This subsection deals with the research question four. The nature of the question on process requires an analytical exploration of the emerging data on organisational practices that indicated the process of developing organisational capacity. To avoid overlapping the content of the comparative analysis in this chapter with the discussion chapter (Chapter Eight), it should be clarified that this chapter aims at identifying

the themes emerging from the data in both cases relevant to the question about the process of change. These emerging themes were used to illuminate an overarching pattern that illustrates the organisational process in adapting to change forces recurring on the three levels of change forces. The overarching pattern resulted from the comparative analysis in this chapter will then be developed as the scaffold for further [co] construction of the analysis in Chapter Eight.

As the presented in the Chapter Five and Six, the data illustrated that the process of adapting to changes is dynamic and encompasses multidimensional aspects of organisation. In other words, the change dynamic in the school is multifaceted that cannot be captured or simplified in a single mode of patterns to depict the process. This indeed, has confirmed the ontological perspective of this research about the notion of multiple realities. The multifaceted change dynamic illustrated these multiple realities. Moreover, the data also convincingly illustrated that the perspectives, opinion, and reactions or participants have been always various, mixed and never been unanimous in any change event. To provide a reminder of the data relevant to the research question four presented in Chapter Five and Six, Table 7.4 summarises the phases of organisational practices in each school as they were adapting to changes originated from the three levels of changes.

**Table 7. 4 Comparative Analysis of the Phases of Change Process in the Two Schools**

Change Phase	SHS Caporo	SHS Songland
Institutionalising	<p>1. Socialisation: Organising meeting, distributing printed information (including school newsletter) or displaying on school or staff notice board.</p> <p>2. Initiation: Arrangement of special committee, the defining process of task descriptions and the assignment of personnel, the arrangement of structural and procedural standards.</p>	<p>1. Socialisation: The new change is introduced via formal and informal meeting, distributing printed information, or displaying on school or staff notice board.</p> <p>2. Initiation: The arrangement of special committee, the defining process of task descriptions and the assignment of personnel, the arrangement of structural and procedural standards</p>
Transitioning	<p>Personal (de)construction: Re-think and reflect the changes being introduced to the school and assess them based on his/her personal values and belief</p> <p>Collective Co-Construction: Involves negotiation and transactional process, accommodation, compensation, and co-constructing common value consensus</p>	<p>Re-think and reflect the changes being introduced to the school and assess them based on his/her personal values and belief</p> <p>Collective Co-Construction: Mechanisms of change enactment were discussed, designed (constructed) and also the result of change is envisioned, negotiated and agreed.</p>
Reaching Equilibrium/ Continuous Adapting	<p>Equilibrium State (Reactive): Seeking for stability Compliance and congruency to change</p> <p>Continuous Adapting (Proactive) Example of organisational practices indicating continuous adapting please see Table 7.5</p>	<p>Equilibrium State (Reactive) Seeking for stability Compliance and congruency to change</p> <p>Continuous Adapting (Proactive) Example of organisational practices indicating continuous adapting please see Table 7.5</p>

From a quick look, the process was rather chaotic in order. The problem arises in presenting the data analysis is that as a 'process' it has to have the 'phases' even though it might be described as a circular process. Therefore, it should be clarified in the beginning of this section that the three phases presented in this section is the representation of emerging themes as an attempt to put in an explainable structure of the 'chaotic' and unstructured events. To capture those unstructured multiple processes, the organisational practices emerged in the data as illustrated in the table 7.4 have been categorised in Chapter Four and Five into three domains that reflected the three phases of the recurring process of adapting to changes in the schools. The three phases are:

*Institutionalising Process, Transitioning Process, and Reaching Equilibrium State and/ or Continuous Adapting.* In what follows, each of the phases is elaborated.

#### **7.6.1.1 Institutionalising Process**

As illustrated in Table 7.4, the process of adapting to changes in schools commenced with the process of seeking for compliance through integrating the change into the institutional structures. Data from both schools elucidated that the most immediate response of the schools to adapt to change is to align organisational process to meet the enforced change. Both schools demonstrated similarities in organisational practices in their effort to seek for compliance. These organisational practices are:

1. Aligning the school's standard operational procedures
2. Managing workloads and job restructuring

3. Participating in government-initiated professional development programs
4. Reviewing organisational procedures and organisational program that needs adjustment.

In both schools those organisational practices that seeking for compliance and alignment were regarded as standard *formal practices* through which the new policies, regulations, or any form of systemic changes are integrated into the organisational existing structures. As indicated in the data, during this process, the schools are required to provide a structure within the school system to enable the new imposed change to be implemented by all member of the organisation. Therefore, I call this process an *institutionalising process*, which indicated the process of putting all the changes in the formal structure of the institution. Because it is formal practices, the new change is compulsory for all organisation members. The focus of organisation is then put on the implementation of details of the regulations or policies. Compliance is often assessed by the degree of the alignment of administration or paper work. The case with the new curriculum 2013 was solid evidence that illustrated this compliance or institutionalising process. In both schools, all teachers are required to change their teaching practices and align with the prescribed national guidelines enforced on them. This change of formal practices disregards the teachers' perceptions or disagreement with the change. Systemic change like this also disregards the fact that school contexts vary and each school may have different capability in adapting to such change. The case of curriculum change has illustrated the absolute

power of the systemic change and therefore the institutionalising process of change is apparent in both schools.

During this phase, the schools involves in two main processes: *Socialisation* and *Initiation*. The phase of socialisation is essentially introduction phase through which the new change is introduced to the people in the school. I am cognisant that the use of term *socialisation* might have some connections with terminologies used in the literature. In this research, the word 'socialisation' is used in accordance with the terminology used by the participants to refer to the process of introduction of the change. Indeed, this terminology is used officially by government organisation when a new policy is being introduced. For example, in relation to the change of curriculum, there was a phase called 'socialisation of new curriculum. So therefore, although it might have some similarities or differences in meaning, the use of *socialisation* in this particular context is independent of the concepts in the literature. I will be using this term to refer to the introductory phase of change, throughout this thesis. During the socialisation process the new changes were introduced to the people in school and ensure that everyone is aware of the change. In both schools, socialisation phase usually conducted by organising meeting, distributing printed information (including school newsletter in SHS Caporo) or displaying on school or staff notice board.

After the phase of *socialisation*, change process will usually undergo an *initiation* process through which strategic decisions related to implementation of change were made. This includes the process embedding the change into organisational structure and designing the

standard operational procedures of change implementation.

Organisational activities that remark this phase such as the arrangement of special committee or task forces, the defining process of task descriptions and the assignment of personnel, the arrangement of structural and procedural standards as well as some technical aspects such as budgeting and reward system were prepared during this phase of change.

Following the phase of Institutionalising with socialisation and initiation processes is the phase of *transitioning* as presented in the following subsection

### **7.6.2 Transitioning Process**

As mentioned previously that the process of change is not linear. At some point in time, there was a phase of transitioning process. By transitioning process it means that the organisational and/or individual will undergo a process of transition from status quo to a new state of change. At an organisational level, the data indicated that this process mostly occurred after the phase of institutionalising. In the transitioning process, the schools would undergo a process during which the new imposed change is assessed by individuals and collectively as an organisation. Data from both schools as presented in the Chapter Five and Six indicated that this process is characterised by two processes: *Personal (de)construction* and *collective co-construction*.

#### **7.6.2.1 Personal (De)Construction**

Personal (de)construction is a process where individuals take on and make sense of a change. During this process, a person will re-think

and reflect the changes being introduced to the school and assess them based on his/her personal values and belief. This process of includes individuals deconstructing of the change meaning and (re) constructing meanings base on his/her personal understanding of a change. During this process, the data illustrated that the participants were doing a process of value assessment in which the values of the new imposed change is being assessed on both level, individual and organisational. This value assessment process often involved subjective value judgement as it is assessed against the existing set of believe of the participants.

#### **7.6.2.2 Collective Co-construction**

Collective co-construction is a process during change initiatives in which the individuals are relating their personal construction of meanings about change with others in order to co-construct the common ground for everyone to change or organisational consensus about change. This process involves negotiation and transactional process, accommodation, compensation, and co-constructing common value consensus.

At an organisational level, this transitional process is demonstrated through providing institutional structures that facilitate the realisation of the change. This often includes the improvement of school facilities and resources. During this process, the schools also open the channel for public and community participation to support the schools. In SHS Caporo, this public and community engagement is channelled through the active involvement of the school community in the school management via the School Committee. In SHS Songland, public and community participation is encouraged also through the school committee. However, the public

participation in the two schools explicate two different characteristics where in SHS Caporo, the public and the community role is structured in more formal way in which the committee involved in all process of school management. The people who have the structural position in the school committee receive a regular salary. This explicates a corporate model of SBM in the school. In SHS Songland, although the school also have the formal structure of the school committee, the public participation facilitated by this committee is less formal and more of voluntary in nature. The people who are in the structure of the school committee do not have regular salary.

The data illustrated that transitional process in both schools is critical and determinant to whether or not the school can proceed to the next phase of change process, given that during this process the value filtering and internationalisation occurs.

### ***7.6.3 Reaching Equilibrium State and/or Continuous Adapting***

After having a period of transitional process during which individuals were filtering and internalising the values of change, the data analysis revealed that in implementing systemic changes both schools needed to achieve a state of equilibrium. There were substantial evidences in the data indicating that after transitional process. This state of equilibrium is the conditions where the schools have met and aligned their organisational practices with the change forces imposed on them. In relation to governmental laws, and regulation, or instructions, this equilibrium state is the compliance state. In relation to societal change forces from local community this equilibrium state is the negotiated state of

mutual consensus. However, although in many cases the equilibrium phase remarks the construction of a new status quo thus indicate an idle states of change initiatives, data also revealed that the equilibrium state is not the end of the recurring changes process. There were substantive data pointed out indication of alternatives beyond this equilibrium state. Those data were associated with the efforts to continuously learn and adapt. Although they apply different organisational practices, both schools demonstrated some characteristics that indicate continuous adapting/learning in their organisational practices. As indicated in that data analysis of each case (Chapter Five and Six) some organisational practices demonstrating the characteristics of continuous adapting is listed in the Table 7. 5 below.

**Table 7. 5 Comparison of Organisational Practices Indicating Continuous Adapting in the Two Schools**

Organisational Practices Indicating Continuous Adapting	SHS Caporo (Example of organisational Practices)	SHS Songland (Example of organisational Practices)
Continuously improving organisational ability to deal with contextual pressures (Organisational contextual astuteness)	Demonstrate micropolitical practices “tong deng tong” (just between us and us) as strategy of coping with external pressures	Micropolitical practices in dealing with local bureaucracy and politically driven government agenda, and enhancing the practices of local culture collectivist values to gain support from local community.
Innovatively managing workload and restructuring job to align with change requirements	Providing enabling mechanism for effective work management for example by the use of IT	(a) Provides flexibility for teachers to arrange teaching schedule according their mutual agreement as long as it do not have conflict with the overall school timetable and program. This is to help teachers who has less teaching hours than the required 24 hours, so they can arrange time to teach in different schools.  (b) Establish new unit to facilitate the gap in working hours in relation to requirement of Teacher Professional.
Facilitating Professional Development	Supporting/nurturing individual professional growth and  Fostering continuous professional development by providing financial resources for PD and having IHT on regular bases	Supporting Professional Development, encourage self-initiated learning, promote informal knowledge sharing and collaboration via program such as “Pengembangan Diri” or self-development.
Improving the quality of school facilities and resources	Pro-actively improving school financial capital in order to continually improve the quality of school facilities	- Continually seeking external funding to support their development in school facilities.  - Proactively encourage the community to participate and engage in the school development.

Although in this section these phases of changes are explained in a chronological order to align with the level of change origins, in reality these processes are not necessarily linear especially during the phase of *Institutionalising* and *Transitioning* processes. This is to say that a policy that was implemented in the initial stage can possibly be modified in later stage or, in terms of individual change, the stage of transitioning could possibly occur even before the process of institutionalising process take place. The interplay of the multidimensional aspects of context has shaped the change process in a school as a dynamic social process that would be difficult to identify the precise chronological order and the locus domain of the change. However, in all cases of imposed systemic change (i.e. enforced through government laws, regulations, and/or policies), the data illustrated that the phase of institutionalising emerged as the first phases before other phases. This indicates that as part of government organisation, all imposed changes needed to be institutionalised first before even the people in schools can proceed with the sense-making process. In addition, of the three phases, the data suggested that the phase of continuous adapting could only occur in schools if the institutionalising process and transitioning process has resulted in a state where organisational consensus is favourable to continuous adapting.

In the following section I will present the data analysis that related to the research question about the enabling practices and internal conditions that positively affecting organisational capability in change process in the school.

## **7.7 Section Four: Enabling Practices and Internal Conditions Affecting the Process of Adapting To Changes**

This section deals with the following research question:

*What are the enabling practices and internal conditions affecting the schools in the process of adapting to changes?*

As the indicated in the data analysis from each case (Chapter Five and Six), the emerging themes that indicated the enabling practices and internal conditions affecting the schools as they are adapting to changes has contextual differences encompasses several organisational elements as listed in Table 7.6.

**Table 7.6 The Comparison of Enabling Practices and Internal Conditions Affecting the Schools in The Process of Adapting to Changes**

SHS CAPORO	SHS SONGLAND
Leadership	Leadership
Micropolitical skill	Unique combination of enforcing bureaucratic roles with a degree of micro politics and
Shared-leadership	Relational leadership practices
Managerial Knowledge	
School Shared- Management (SBM/QMS ISO)	Organisational Culture
Strategic Policies	Embedding traditional culture living values into organisational culture that emphasise collective and collegiality
Human Resources	Supporting the effort to align with 'normative rules and regulation from the government for the formality but very flexible and humanist in managing day-to-day tasks
The school has School Business Unite that ensures the availability and adequacy of all supporting resources	Employing Traditional living value of <i>Malunsemahe</i> as mechanism of Community Participation and engagement that entails:
The school has partnership with corporate sectors to support the schools program	" <i>Mekongkong</i> " [Co-financing], " <i>Mesasumbala</i> " [working together] " <i>Mesasimbua wusa</i> " [the sprit of sharing the vision and working together to achieve it]

### 7.7.1 Leadership, Management, and Organisation Culture

In both schools, leadership emerged as the key to organisational capability in adapting to change. However, due to the difference in the context of pressures on the organisation, the leadership practices in the two schools demonstrated different characteristics.

In SHS Caporo, leadership practices were shaped and forced by political influence from both local government and local community via the

school committee. This appeared to be the forces that required the school leadership to demonstrate a degree of *Political Savvy* as one characteristic of leading in this context. Political savvy refers to leadership ability in manoeuvring safely within the environment that is heavily influenced by political interests of different stakeholders.

Another leadership practice identified from the data is of shared-leadership. The organisational structure of SHS Caporo shows that although the school applies the hierarchical model of organisation structure, which consists of layers of power structure, but as the principal explained that they have attempted to distribute the leadership roles more widely. However, as this school applied of QMS ISO for their management guidelines, in which this shared leadership and more distributed roles in organisational structure was one of the main mandates, to conclude that this shared-leadership practices is part of genuine organisational culture is rather premature. What is made clear by this data however, with the implementation of QMS ISO the school leadership roles are 'designed' to be more distributed and more task-specific. The fact that the principal also demonstrates some degree of flexibility and less formality indicated that he is trying to compensate the rigid administrative requirements from the school management system replete with its continuous audit from the school committee and local education department.

In terms of school culture, the tight scrutiny on school performance required the school develop the culture of accountability as indicated, for example, by the procedures of internal audit process carried out by the quality assurance unit as mandated by the QMS ISO 9001:2008

management model. The data illustrated that this enforced culture seemed to supersede the culture of less formality and flexibility trying to be developed through leadership practices as demonstrated by the principal. The culture of performativity that focus on meeting the administrative requirements and performing based on the set of standards, therefore, seemed to be more observable in this school.

In SHS Songland, the emerging leadership characteristics shows a strong emphasises on building quality interpersonal relation among people in the school as well as with the local community. Hence, the leadership practices in SHS Songland demonstrated characteristics of relational leadership. As described in the data analysis about leadership practices in Chapter Six (see Table 6.6 in the previous chapter), the principal of SHS Songland demonstrated various relational aspects in his leadership practices. The influence of local government, however, has forced the principal to play the role as the guardian of the system and regulations. This has posed a challenge for the school principal to maintain the balance between the school obligation to implement all enforced policies and the school autonomy. Therefore, the emerging leadership practices appeared to be a unique combination of enforcing bureaucratic roles with a degree of micro politics and relational leadership.

In addition, the leadership characteristics also seemed to be shaped by the traditional culture of the local community that emphasise on the values of collectivist society as demonstrated in living values such as '*Malunsemahe*' (existence and co-existence), '*Mapaluse*' (working together), '*Mekongkong*' (co-financing), and '*Mesasembau wusa*' (shared

vision). These traditional living values are reflected in school through collective model of leadership team. To illustrate, although there is a room designated for 'The Principal Office' the Principal preferred to do his daily job in a room designated for Deputy Principals so he can be in the same room with three Deputy Principals. The Principal Office is only use if the principal needs to host the visitors or to do individual meeting with teachers such as meeting for performance review.

In regards to school management, the school used to implement the QMS ISO 9001:2008 as a requirement of RSBI School. Since the termination of RSBI project however, the school discontinued to implement the QMS ISO 9001:2008 because it was too expensive to maintain especially to be renew the certification. One Deputy Principal said that the cost was beyond their financial capacity. Since the discontinuation of the QMS ISO model of school management, the school continues to operate as a regular school demonstrating general characteristics of bureaucratic organisation under government management.

In regards to school culture, the data elucidated that organisational culture SHS Songland has been strongly associated with or inherently influenced by the local traditional culture of collective and collaborative society. The traditional living values that shaped the school culture have helped the school to foster a climate of trusting and collaborative not only among teachers but also with the local community. Data also indicated that although the school management was strongly influenced by the local government with rigid bureaucratic culture, the school culture of togetherness has helped the school to lessen the pressure of formality as

inheritance quality of government bureaucratic organisation. The ability of the school to anchor their organisational culture in the traditional living values of the local community seemed to be a contextual organisational practice that help the school to survive against the pressures and to adapt to change forces.

In addition to these internal conditions, the data that substantiate these emerging themes as presented in the Chapter Five and Chapter Six exhibited that there were contextual differences with regards to support from the community to school effort to development programs including individual professional development and the development of school facilities. This is mainly due to the difference in societal context. Therefore, in addition to presentation of the data in regards to internal school conditions as depicted in the Table 7.6, the comparative data analysis in this chapter also present the comparison of the local context of socio-demographic factors which, according to the emerging data were influential to the internal process of change in schools.

### **7.7.2 Impact of Socio-Demographic Factors**

In regards to Socio-Demographic Factors, both schools have different characteristics. SHS Caporo was characterised by an affluent community with mid to high SES parents. Although the school is located in a relatively low SES neighbourhood the students of this school come from mid to high SES family from other parts of the City. This has been possible because there was no zoning system of schooling in the city. Having implemented the SBM policy, SHS Caporo has the benefit from the active involvement of the school committee. The committee helps the school to

suffice the school needs for improvement especially in relation to the financial resources and facilities. The committee also facilitate the network with corporate organisations in order to support the school via CSR (Corporate Social Responsibility) programs. This has made SHS Caporo has a very strong financial capacity and turned into an elite school.

Another socio-demographic factor that benefited SHS Caporo is the geographical location. Being located in Metroville city, the capital of the province has made the access to provincial education office and other organisation relevant to teachers' professional development relatively easier compare to SHS Songland.

SHS Songland was characterised by low SES community and rural geographical location. The data illustrated that the vast majority of the students came from low SES family that has posed a challenge in terms of sufficing the need for school development. The data elucidated that the school is facing an ongoing challenge of lacking of supporting facilities and financial resources. Teachers were urging for more professional development in order to enable them meeting the change in the regulations regarding their professional standard and the continuously abrupt change in curriculum.

Being located in a rural island was also another factor that impacted SHS Songland in their effort to adapt to change. Teacher Professional Development was mostly conducted in Metroville city, which is reachable only by an overnight sea travel. This has made Teachers Professional Development hardly affordable due to high cost. Moreover, some learning facilities such as public library, book stores, stationary stores or chemist

that sell the chemistry practicum materials are located in Metroville. The long distance geographical location between the provincial capital and the school location also impacted the school In terms of access to provincial level development program.

The school was, however, benefited from the culture of local community that still maintained the traditional living values of collectivist society that emphasised the spirit of togetherness. The school was successfully cultivating these living values become the school culture. Living values such as concept of existence and co-existence '*Malunsemahe*', working together '*Mapaluse*', co-financing '*Mekongkong*', and shared vision '*Mesasembau wusa*'. The cultivation of these living values evidently has helped the school to channel and maximise the community participants in supporting the school despite their low SES.

To connect this local context with the notion neoliberalism, the data elucidated some with allusions of the impact of neoliberalism in the society. To illustrate, the community participation in SHS Caporo was officially structured and managed by the School Committee with a very formal approach. Under the SBM, the School Committee operated within formal structure of the school and they have a business unit that manage all committee programs for funding and generating income. The office for the school committee was attended daily during working days. In SHS Songland, the community participation was encouraged rather informally. The School Committee in SHS Songland does not have a designated room as their office and the committee members only come to school occasionally with the invitation from the school. The startling

characteristics differentiating the two schools was that in SHS Caporo the community participation was organised with formal structure mimicking the corporate sector model of organisation indicated by the application of QMS ISO, while in SHS Songland, the community participation was channelled through nurturing traditional culture and living values of the local community. This finding expounded the characteristics of the localities of the two schools. This indicates that the societal context has strong influence in shaping the way school develop their interaction with external communities. This result of data analysis suggested that the school organisational practices and school capabilities in adapting to change resulted from the process of interaction and co-construction between the school and its context. In other words, the process of change within schools does not occur in isolation from the societal context. It always occurs in mundane social situation. The presentation of these *external* conditions of socio-demographic factors is fundamental in this research in order to fully understand how the schools are adapting to systemic changes in their specific context.

## 7.8 Summary of Chapter Seven

This chapter has provided the cross case analysis of the two schools. By having cross- case analysis, the results of data analysis presented in this chapter have illuminated in more detail the commonalities and differentiating characteristics of the two schools. As demonstrated in this chapter, the comparative analysis has been used to understand the recurring process of the organisational practices in the two schools with regards to the three domains of change that are the focus of this research: *Content*, *Context*, and *Process*. The overarching patterns of the process emerged from the data has been encapsulated in three process of *Institutionalising process*, *Transitioning Process*, and *Continuous Adapting/Continuous Learning Process*. This overarching pattern will be used as the reference to provide answer to the question about implication of this study. Therefore, this pattern will be developed and discussed in more detail in the discussion chapter (Chapter Eight).

The result of the cross-case analysis in this chapter has also provided the foundational proposition of organisational adapting capability that could be used as platform to promote organisational adapting capability in other schools that share the contextual commonalities with the two schools being studied in this research. This will be the focus of the next chapter.

# CHAPTER EIGHT: DISCUSSION OF THE RESULTS

## 8.1 Introduction

The aim of this research was to explore the dynamics of schools in Indonesia in adapting to systemic change. To achieve this aim, the research questions posed to guide this study, were structured based on three key elements of organisational changes namely the *context*, *content*, and *process* of change as discussed in the literature review (see, Armenakis & Bedeian, 1999; Self et al., 2007; Walker et al., 2007). In Chapters Five and Six, I have presented the results of data analysis from the two research sites of this study. The results were analysed through a cross-case analysis in Chapter Seven to answer the questions in the domains of the *context* (RQ1), the *content* (RQ 3) and the *process* (RQ3 and RQ4). There remains one research question to answer:

*How might the enabling practices be leveraged for systemic change? (RQ 5)*

Research question five explored the applicability of the result of this study as part of novel contribution to a broader context, in particular, the schools that share the similar contexts with this study. Answering this question required the construction of an empirically-based conceptual framework through which the practical implications of the research can be understood. Before commencing the discussion, I recap the key results that have been presented so far to provide a frame of reference to the discussion.

In regards to context, the results illustrated that the change forces on schools can be seen as a cascading system (Connell, 2013) with the three levels of the context (Fullan, 2003a, 2007, 2012). At the macro context (national level) the national education system of Indonesia seemed to be closely associated with the notion of the impact of globalisation with its neoliberal ideology on the policies of education reforms. At the meso level, the impact was identified through the implementation of policies that shaped or were driven by these global forces in the form of devolution system at district level. Those forces then affected how schools, as the estuaries of this cascading system, operate on a daily basis.

In regards to content, the results have illuminated some aspects of organisational change such as organisational structures, procedures, routines, and even physical aspects, such as facilities of the schools, as they endeavour to meet the standards imposed through current reform policies. The results have also brought to light the underlying aspects of organisational change practices such as; the dynamic of organisational culture as it is linked to the traditional culture and values of the local society, leadership and management in the context of devolved-centralised education system as well as understanding individual reactions to changes.

In regards to process, the results of data analysis have suggested patterns of school organisational practices in adapting capability to the change forces imposed from the external agencies and coping with the internal forces to change. The results illustrated that organisational

practices in adapting to changes are contextually dependent and therefore the pattern of the organisational practices is unique to each context. It is evident that although both schools have similar phases in the process of adapting to change namely *Institutionalising*, *Transitioning*, and *Reaching Equilibrium State* and/or *Continuous Adapting*, the internal factors affecting each school are different. This has brought to surface the important role of local context to school in the context of devolved-centralised<sup>29</sup> Indonesian education systemic reform.

Having this frame of reference, in this chapter those results of data analysis are discussed in conjunction with the relevant literature to add richness and the depth to the understandings of the grounded experiences gathered from the two schools and to provide answers to the remaining question. In so doing, this chapter is organised into five sections. It commences with discussion about the *context* of change forces on schools that elaborates the cascading change forces on the macro, meso, and micro levels in the first section. Then, the second section discusses the *content* of changes in schools reflecting through their organisational practices in adapting to change forces. The third section discusses the *process* of changes that illustrates how the schools go about change. The fourth section discusses the enabling practices and internal conditions affecting the schools as they are adapting to change. Finally, drawing upon the results of data analysis that answer the preceding four research

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<sup>29</sup> I used the term “devolved-centralised” throughout the thesis to refer the paradoxical meaning of the education systemic reform that simultaneously applies “centralization of accountability and decentralization of administration” (Datnow, Hubbard, & Mehan, 2005).

questions, in the section five, I discuss some potential way forwards to answer the final research question about the implication of this research. The conclusion that outlines all key results of this study is presented at the end of this chapter.

## **8.2 Section One: The Context of Change**

Changes do not occur in vacuums, but are carried out and accepted by people who are embedded within the varied contexts. At this point, I have identified in the previous three chapters that context of school change is situated in three layers of context: *macro*, *meso*, and *micro*. This section discusses the results that provided answers to the first research question about the context of changes within which the two schools are adapting to school reform agendas. The layering of the contexts is drawn upon the work of Goffman's (1986) classical work on frame of analysis that illuminated the identification of context structure. The work of Fullan (2003a, 2007, 2012) have been adopted to identify the specific location of systemic change in the context of education reform. The works of Cheng and Tam (2007)<sup>30</sup> and Williams et al,(2015) who outlined the recent trends of changes in school around the world were also used to illuminate the link between what is happening in the local context of this research and the global context. These substantive works are important as they allow me to locate the issues in each domain of the context (macro, meso, micro) the

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<sup>30</sup> Cheng and Tam categorised the trends of education changes into four level, however the distinction between the "School site level and the "School operational level" (was not so clear in their explanation, therefore in this study these two category are collapsed into "Micro level". This identification of micro context is relevant with Fullan's (2003) identification of levels of educational change.

schools are facing. Whilst the works of some theories who applied contextualist approach (i.e. use three levels of macro, meso, micro as context perspective) on their works such as of Howarth and Andreouli (2015), Ledger (2013), Self, Armenakis, and Schraeder (2007), Ketchen, Jr., Thomas, and McDaniel Jr., (1996) have shed the light on looking at interconnectedness between the macro socio-political context, the meso local context and the micro context of organisational performance.

This research is not an evaluation of specific policies, regulations, or programs but is prompted by the results that current manifestations of the Indonesia's commitment to regional devolution are exemplars of the trends in global phenomena within education that has been shaped and driven by global forces of capitalism under neoliberalism as the 'ascendant ideology' (Roberston & Dale, 2006, p. 222). In this chapter I elucidate some effects of those reforms policies that emerged in the results on the schools, its tension and its possibilities. In order to do so, I will now discuss these three layers of change forces origins and present how those contexts have been influential to the schools.

### **8.2.1 Macro Level: The Presence of Neoliberalism in the National Policies**

The coverage of macro context according to literature was more to global and trans-nationals context (Williams et al., 2015). In this research, however, the macro context is focused on the national context of Indonesian education system. Nevertheless, as the national context in its nature has been a part of wider global situation, the central tenet of discussion at the macro level is to elucidate the connection between the

national context and the global context. That is, to illuminate how the national education reform endeavour has been affected by the global context. This is done by looking at the policies on the national level that emerged in the results and illustrated the context of Indonesian education reforms. The results suggested that those policies were related to the implementation of SBM, School Accreditation, Teacher Certification and Competency Test, and the continual change of the national curriculum.

It has been argued in the literature review (Chapter 3) that there is no doubt that schools are being restructured based on the market view of educational under the neoliberal ideology (Ball, 2001; Campbell, Proctor, & Sherington, 2009; Connell, 2013; Zajda, 2010a, 2015). While neoliberalism at its core means “the agenda of economic and social transformation under the sign of the free market” (Connell, 2013, p. 100), the neoliberal ideology, has indeed gone far beyond the domain of economic sphere. The neoliberal framework of market mechanisms have been imposed on all aspects of human life and not merely about the allocation and distribution of economic resources (Braedley & Luxton, 2010; Khoury, 2015). Brown (2015, p. 10) put it: “All conduct is economic conduct; all spheres of existence are framed and measured by economic terms and metrics, even when those spheres are not directly monetized”. The impact of neoliberalism, the ideology that operates globalisation, on education around the world has been formidable (Brown, 2015) and therefore to understand the impact on education policy is significant issue. Zajda (2015, p. vii) argued:

More than ever before, there is a need to understand and analyse both the intended and the unintended effects of globalisation on economic competitiveness, educational systems, the state and relevant policy changes- as they affect individuals, educational bodies...policy-makers and powerful corporate organisations across globe.

Within the neoliberal framework, education has been shaped and characterised by policies that enforced the principles of managerialist business models with more emphasis on tighter systems of accountability, rational choice, efficient organisation and entrepreneurial management (Apple, 2006). School quality improvement and teachers work were (re) defined in the languages of corporate lexicons such as 'human capital', 'best practices' (Connell, 2013); 'accountability' (Ambrosio, 2013; Kleinhenz & Ingvarson, 2004); or 'audit' (Mockler, 2013).

The manifestation of the neoliberal ideology in education policies is apparent in policies of testing regime within which all aspects of schooling are tested and assessed against the standards of performativity (Ball, 2001).

Policies and regulations that constituted the national education system of Indonesia clearly were manifestations of the neo-liberal agenda on global education that is based on the market orientation. Policies such as School Based Management (SBM), School Accreditation, Teachers Professional Certification, Teachers Competency Test, were real representations of market-driven culture of accountability and performativity. As demonstrated by the schools being explored in this study, the schools are more focused on meeting the required standards as the benchmarks for the quality. The school quality, teachers' performance,

and students' achievement, according to the current system, are assessed through the process of 'ticking the boxes' on the assessment sheets to satisfy the quality standard being imposed on schooling. In their effort to meet those standards, schools have been forced to pay more attention to administration process and the alignment to prescribed standard of practices. For example, teachers' rights to design and explore creativity in their learning were circumvented by restriction of curriculum and prescribed pedagogical instructions that emphasises what is testable.

In all cases in this research, the data has illuminated that the performative ideology has introduced a 'culture of fakery' (Connell, 2013) among participants. In other words, the participants were forced to perform against an outline in the standard and were held administratively accountable through the paper work. Even with some initiatives professional development program such as demonstrated in SHS Caporo, those programs were oriented to equip the teachers with technical skills so that they can comply with the prescribed practices. The results of data analysis have pointed out that within the current education reform in Indonesia, compliancy has become a standard norm and values for schools to fit into the national education system that arguably were driven by the power of the neoliberal agenda. Not surprisingly, in the process of implementing policies, seeking compliance emerged as the first and the most viable options for schools to adapt to change.

We are witnessing a global phenomenon in terms of educational change that seemed to be an inescapable reality for schools all over the world. Education has become an 'industry' in the globalised world of the

capitalist (Hill, Greaves, & Maisuria, 2009). According Hatcher (cited in Hill & Kumar, 2009, p. 21), capitalists have two major aims for schools:

The first aim is to ensure that schooling and education engage in ideological and economic reproduction. National education and training policies in the business agenda for education are of increasing importance for national capital.... The second aim—the business agenda in schools—is for private enterprise, private capitalists, to make money out of it, to make private profit out of it, to control it.

The tentacles of neoliberal ideology were institutionalised in governments around the world and it has now become the mode of what Foucault called ‘governmentality’ (Peters, 2001, p. viii). As neoliberalism is disseminated through the elite quasi-world institutions that are key organisations of the global economy such as the World Bank, IMF, WTO, and OECD, it has become “the most powerful reigning global metanarrative” that dictates policies of the all nations (Peters, 2001, p.vii). Within this global context, a loan recipient country like Indonesia is very unlikely to avoid the systemic pressure of this economic rationalist agenda on its educational system. It is then understandable, why the policies in the national education systems like the ones that emerged in the data were clearly manifestation of this global capitalist agenda.

The understanding of this invisible power behind the national policies of educational change is important in the context of this research. While the aims of this study is not directed specifically towards analysing national policies of educational change in Indonesia, the results of data analysis has drawn bold connecting lines of that illustrated how those

national policies contributed to the strengthening of “the unintended effect of globalisation” on schools (Zajda, 2015, p. vii).

Moreover, as we understand that the macro level of change forces on schools were driven by the power of gigantic global financial institutions, it is not a surprise that the emerging data in this research pointed out some policies of Indonesian educational transformation such as SBM, School Accreditation, Teachers Professional Certification, Teachers Competencies Test, and even National Examination for students (all of which represent the performative culture of neoliberal ideology) were the most influential policies that drive change in schools. As one of the loan recipient countries, Indonesia’s external debt in January 2015 grew by 10.5%. With this growth, Indonesia’s external debt outstanding to those international monetary institutions as of end-February 2015 amounted to USD 298.9 billion (Ministry of Finance, 2015). With this huge national debt it becomes reasonable for us to comprehend why the policies from central government (in this research referred to as macro level) are oriented toward meeting the agenda of neoliberal agencies. Assuming that the debt payment capacity is constant at the current level and without any newer debts, it is more likely that the trend of education policies as change forces from macro context on Indonesian schools will remain the same at least for the next twenty years unless there is radical change from the government to change the meta-narrative that drive the policies on the macro (national) level by rejecting the imposed metanarrative from the neoliberalism ideology.

While the reality of Indonesian education system from the perspective of economy seemed to be gloomy, the result of this study from a rural school that demonstrated how a school can survive, and manoeuvres safely in the wave of globalisation by anchoring school practices strongly to the original living values of the locals has shed a little light on this subject that hopefully can be proposed as a seed of a 'new paradigm' (Cheng, 2005) to face the reality of schooling in the globalised world.

Linking back to the research question I am asking about the context of change that influence Indonesian schools, this subsection has discussed that at the macro/national context, Indonesian education system has been powerfully affected by the 'hyper-context' of globalisation [adopting Stronach's (2010) terms *hyper-narrative* to refer to the global context of neoliberalism]. Since the neoliberal technologies are geared to use financial dependency of economically developing countries like Indonesia, neoliberal ideology will likely continue to shape practices and directions of Indonesian government policies in all sectors including the education reform. The presence of neoliberal ideology in current education reform of Indonesia is manifested through policies such as School Accreditation, Teachers Professional Certification that complete with its all performativity competency tests, Continual Curriculum Change that geared toward the emphasis of vocational skills over the general knowledge, and constant pressures on teachers' work. This subsection, therefore has illuminated the context of this research on the

macro/national level which shaped the other two narrower layers of context: meso and micro.

As discussed earlier, the neoliberal agenda in Indonesian was manifested through devolution system (Bjork, 2006a, 2006b; Holzhacker, Wittek, & Woltjer, 2016; Kristiansen & Pratikno, 2006; Muttaqin et al., 2016; Sumintono, 2009). In the next subsection, I discuss how, at the meso level, devolution system of government has impacted Indonesian schools.

### **8.2.2 Meso level: How Devolution Affected Schools**

The meso context in this research as, the results suggested, refers to the change forces emanated from local government (provincial and district) and the local community within which the schools are located. The discussion in this section is therefore focused on the issues of how local government and bureaucracy and local community have played as influential change forces to schools.

The change forces on the meso context are associated with implication of devolution system of government that in the context of Indonesia shaped the decentralisation policies such as such as the law 22/1999 on regional government. This policy remarked the “abolition of the former strictly hierarchical relations between the central government, provinces, and district” (Kristiansen & Pratikno, 2006, p. 518). In education, devolution is implemented through the decree of the Ministry of the National Education 044/U/2002 (Ministry of National Education, 2002) that introduced the SBM model in schools. Whilst this research was not

specifically intended to study the implementation of those policies in detail, the impact of those devolution policies on the schools has arisen in the results. The law 22/1999 on regional government has delegated more power to the local government to manage the school, whilst the implementation of SBM has brought into play the role of local society in schools. These two agencies are discussed in the following subsections.

### **8.2.2.1 The Influence of Local Government on Schools**

The manifestation of the regional devolution, or in the case of Indonesia is more popular with the term 'decentralisation'<sup>31</sup>, was clearly seen in how local governments assign principals, teachers, and other school personnel, as well as allocate school budget. The authority of the local government (district level) to manage schools as mandated by the law 22/1999 has impacted tremendously how local politics play out in schools. According to this law, local governments were granted authority to run education system including to hire, fire, and pay, teachers, principals, and administrative staff as government employee (Bandur, 2009; Bjork, 2006a; Kristiansen & Pratikno, 2006). Since the public schools are under the local government control, teachers, principals, and administrative staff, who are government employees have been under strict scrutiny. This is indicated for example by the high frequency of

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<sup>31</sup> The term decentralisation in general meaning represent the shift of central government's authority to local government. This term is often used in the same sense with term regional devolution although these two terms are not identical in meaning (see for example, Amarasekera, 2012; Litvack, 2016). In the implementation, however, there is no clear-cut difference that distinguishes the impact of the two concepts. Therefore, they often used interchangeably (see for example, Kristiansen and Pratikno, 2006). Following the application of the two terms in Indonesian case, as demonstrated by Kristiansen and Pratikno (2006), in this thesis these two terms are used interchangeably unless otherwise specific meaning is emphasised.

School Supervisors (from the local education department) visiting the school. Those visits were randomly done and in many cases even without notification. It is evident in the results that local politics even superseded some regulations in regards to school operation, for example about the assignment of school principal. Within the current decentralisation system, principal tended to become a position of political appointment not a professional assignment that supposedly appointed through merit-based selection (Sumintono, Sheyoputri, Jiang, Misbach, & Jumintono, 2015). This has posed a dilemma to role of principal in this context. The Principals were required to manoeuvre through “troubled water” of the local politics while maintaining a degree of trust and internal autonomy of the school.

Teachers were also under the force of this local politics and bureaucracy. As emerged from the stories of the participants, there were some cases of teachers’ demotion due to misalignment with the local politics and bureaucracy. Bjork (2006a) postulated that the teachers in Indonesia have learnt from their experience during long history of authoritarian regime of New Order (1966-1998) that misalignment to the ruling political agencies could jeopardize their work. This history with local politics and bureaucracy has led to a condition where teachers and schools as organisations need to develop their micro-political skills as a coping strategy to externally imposed power [changes].

Moreover, the data elucidated that the nature of being state-owned organisation has a paradoxical impact on schools as organisations and on individuals as government employees. On one hand, schools tended to

operate within their 'safe zone' as part of government institutions without having to worry about being closed because of market competition. The government will keep the schools 'alive' regardless of the progress in terms of organisational performance because it is the government duty to provide educational service to the society. Within this 'safe zone', the main force that matters to schools is the force to be aligned and comply with the rules and regulations imposed by the government.

As it is evident in this study, with this political context, the schools main obligation is to operate within the government frame of institutional norms. Bjork (2006a, p. 134) explained:

The civil service system is structured to reward individuals who display loyalty and obedience, and these are the qualities most readily embraced by the instructors I observed. Teachers, like other government employees, rarely question the party line communicated from Jakarta<sup>32</sup> or seek to increase their degree of influence in the workplace. They have learned that the most dependable response is to follow directions and avoid drawing attention to oneself.

This explains why 'compliance' to imposed change is taken as the very first steps/first phase in the process of organisational adaptation to change in both schools. On the other hand, being under the tight control of government has put the school in a containment of a structure that limits individual and the organisation autonomy that may jeopardize their sense of identity, legitimacy and values. Hence, the local politics and bureaucracy exposed the internal conflict within the schools. In responding to such political pressures, both schools demonstrated the characteristics

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<sup>32</sup> Jakarta is the Capital City of Indonesia, which in this context Bjork used to refer to the Central Government.

of what in system psychodynamic theory is called *social defences*, which are the behaviours that individuals and groups adopt to protect themselves against unacceptable feelings that may imperil their senses of identity, legitimacy and value (James, 2010). These *social defence* actions or by Niesche (2015) called *counter-conduct*, however, did not emerge on the surface of formal organisational practices. Rather it occurred beneath the surface of formal practices as internal 'micro-politics' in the schools (Blase, 2005; Flessa, 2009), because as government employees, principals, teachers, as well as administrative staff need to keep their work secure. Explaining this phenomenon, Bjork (2006a, p.134) observed, "as long as educators did not threaten the state, their jobs were secure".

According to the World Bank , the ideal purpose of decentralisation is to bring the bureaucracy closer to people, to improve public service, thus increase efficiency and public monitoring and control which in turn improve the overall education quality (Kristiansen & Pratikno, 2006). This assertion was the central proposition of the studies by supporters of devolution/decentralisation system, whom research are mostly associated with or sponsored by the World Bank or other international monetary organisations (see for example, Eskeland & Filmer, 2002; Galiani & Schargrotsky, 2002; Galiani, Schargrotsky, & Gertler, 2004; Gertler, Patrinos, & Rubio-Codina, 2006; E. King, M. & Özler, 1998). Independent studies from economically developing countries (Bjork, 2006a; Edwards Jr, Martin, & Victoria, 2015; Mihalik & Klimovsky, 2014) however, have shown contradicting results. Even studies from advanced developed world, which arguably have more mature decentralisation government system such as

Australia (Sweeney, 2002), Sweden (Smehaugen, 2007), United States (Fuller, 2002), and in many other countries (Daun, 2007; Zajda, 2009; Zajda & Gamage, 2009) often concluded with paradox realities to the heavenly promise of devolution/decentralisation of the World Bank and its alliances. Sweeney, (2002, p. vii) in her study found that the devolution has impacted and “redefined teachers’ professional identities and marginalising them from participating in the reform process and dislocating them from their personal belief in effective pedagogic practice”. Sweeney (2002) went on to conclude that devolution as it is driven by the market worldview has pulled the trajectory of education reforms in the wrong direction.

Furthermore, in regards to the rhetoric of education equality through the devolution, the results of data analysis illustrated that within the devolution scheme of education reform, the notion of equality has seemed to be a flawed and false promise. As found in this study, the implementation of Law 25/1999 on the delegation of financial management to local government as part of the grand scenario of decentralisation has in fact widened the gap between the schools in economically advantage districts and the lower and underdeveloped districts, as represented by the two schools in this study. This has been the evidence that devolution system in fact has contributed to “the widening the gap between the rhetoric (for the benefit of all) and the realization (the benefit of a small ruling class)” (Harvey, 2005, p. 202).

The results of this research seemed to confirm the results of the opponent camp of the rational economist/capitalist camp in terms of the

side effect of the delegation of power to local politics and bureaucracy. This study has found that the devolution or decentralisation system in the context of Indonesian governance system has posed a 'political agency problem' (Bardhan, 2002, p. 187; Sumintono et al., 2015) that led to more undesirable effects than the intended impact of the utopian promise of the capitalism. The results strongly repudiated the conceptual proposition of the promise to give more authority to schools. While the span of control appears to get closer to the school, at the same time the delegation of power to local politics and bureaucracy seemed to put stricter control over the school. What this study adds to the results of the 'anti-capitalist' and decentralisation opponent camp is that the possibility to co-construct alternative sphere in the micro dimension of the school as the way to minimise undesirable impact from the macro and meso pressures of change. This alternative construction of the school world has been evidently existed in the root of the original culture and traditional living values of the school community.

#### ***8.2.2.2 The Influence of Local Community on Schools***

The results indicated that the role and influence of the community in schools are closely linked to the dynamic of schools relation with the community enforced by the decentralisation of education to the local government. As discussed earlier in the literature review, Indonesia has been a part of global educational reform movement that adopt the prescribed model of devolution in education. In Indonesia, this devolution model of education is manifested through School Based Management (SBM). This has notably, as the participants denoted, been changing the

schools in various dimensions including the nature of school relation with the community. The discussion about the influence of local community on schools, therefore, is linked to the realities of the implementation of SBM in both schools.

Albeit the national regulation that enforced SBM to all schools which supposedly to fashion uniform model of school and community relation, the data illuminated that each schools responded and implemented SBM differently. Results of data analysis pointed out that societal context matters. It is in fact, more than just a confirmation to truistic notion about influence of context, this study has found that there are underlying phenomena in the school that are being changed or has been change as a result of the implementation of SBM as the manifestation of the global meta-narrative of neo-liberal ideology; and this is evident in the nature of school and community relation depicted by the two schools in this study. The two schools participated in this study were 'purposively chosen' (Bryman, 2012) from the context of metro school and rural school. In what follows, I will discuss how the school and the community in each context co-create their realities of school within the predetermined script of SBM.

SHS Caporo as an urban school was locally known as one of the best schools in the Province of North Sulawesi. As I described in the profile of the school (Chapter 4), demographically the school was actually located in the midst of a lower economy community area of Manado city.

Since the selection of the school as an RSBI<sup>33</sup> School, this school which was used to be a lower class community school has turned into an elite school in line with the increase of the student enrolments who came from middle to higher SES background. Within the framework of SBM, the RSBI status has changed the 'market segment' – using the economic term of the capitalist- of the school at the expense of decreasing access and affordability of the 'site'<sup>34</sup> community surround the school. This result has empirically negated the notion of promoting education equity as promoted by the world bank (Zajda, 2010a; Zajda, Davies, & Majhanovich, 2008). What happened in SHS Caporo, in fact, was the increasing gap between the site community who are economically disadvantaged and the school that increasingly dominated by those who are economically advantaged. The high fence around the school seemed to be a symbolic sign that corroborated this gap. Perhaps it was a coincidence, but rather symbolic, that the only connection with the site community of the school was the recycle rubbish tank located at the back of the school area, where the local community can participate to donate their recycle rubbish to the school through the program of "Rubbish Bank' program<sup>35</sup>. Although there was still considerable proportion of students from the site community enrolled in the school, but as the principal admitted, it is constantly

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<sup>33</sup> RSBI stands for *Rintisan Sekolah Bertaraf Internasional* was a later terminated national program of International Standardised School Pilot Project.

<sup>34</sup> In the case of SHS Caporo will use the term *site community* to refer to the community reside surround the school location to differentiate with the term local community which generally refer to the community of people reside in the City of Metroville, more specifically in this case community of parents in the school who come from different parts of the City.

<sup>35</sup> Rubbish Bank program is an initiative of the school to collect the recycle rubbish from the local community, which then sell to a recycling company.

decreasing overtime. Although there was no official explanation for this decline, the constant increase in the school fees seemed to be associated with the decrease of the students from the site community. Hence the results are echoing the issue of inequality as one of the impacts of the devolution in education (Hill et al., 2009). Therefore, the results in SHS Caporo exemplified Piketty's (2014, p. 376) conclusion:

It is an illusion to think that something about the nature of modern growth or the laws of the market economy ensures that inequality of wealth will decrease and harmonious stability will be achieved.

Albeit the ideal purpose of devolution was to improve local participation and engagement in supporting school, specifically in relation to the management of school resources for the quality improvement of education (Winkler & Yeo, 2007), In the implementation, it was not without cost to the school. In the case of SHS Caporo, the results revealed a contradictory fact to those promises. The school committee has a very dominant role in decision-making. Although, the committee did not interfere with the curriculum since the curriculum was a domain of national government, the committee put the target of students' achievement (measure in the achievement in the national test). Teachers' performance is strictly monitored. Although in the continuum of global devolution system Indonesia was not as extreme as other places like the case of Victoria State of Australia where the committee could hire or fire teachers, but the extent to which the committee could influence the promotion or demotion of teachers and principal through political lobby in the local government is evident in the case of SHS Caporo. This has been possible because the

regulation that promulgated SBM (Decree of MONE 044/U/2002) was in fact in one package with the law 22/1999 on Regional Autonomy and 25/1999 on fiscal decentralisation through which central government delegate the authority to local government.

Under the control and influence of the school committee, the teachers were regarded as workers whose main task is to produce 'smart and intelligent students' through the tight control in the name of accountability. As compensation, Teacher Professional Development is intensively promoted in this school as part of 'continuous quality improvement'; the very slogan carries by the QMS ISO. This professional development was stated as priority in the school program and the budget was allocated to those programs. Collaboration was also encouraged among teachers. However, the teacher professional development and collaboration were directed to 'production of knowledge commodity' of the school, another evidence that support the notion of 'knowledge economy' (Peters et al., 2014). Ball (2012a, p. 29) argued:

One key goal of this rough neoliberal beast is 'the re-invention of professionals themselves as units of resource whose performance and productivity must constantly be audited so that it can be enhanced' (Shore & Wright 1999: 559). We have to be made to count and there is a proliferation of new spaces of calculation and new visibilities within which we relate to one another, and seek our place and our worth and our needs. Our days are numbered – literally. All of this brings about a profound shift in our relationships, to ourselves, our practice, and the possibilities of being an academic.

Furthermore, as the school needs to provide funding to keep the high standards of the school (and to maintain the image as an 'elite school'), SHS Caporo has commodified their 'knowledge' as economic

resources. The signs of commodification are evident, for example, through the opening of teachers professional training centre that offers some programs for other schools in the province, in addition to some government funded training programs held in this school. Computer laboratory was utilised as the ICT training centre that offers paid training program to public, etc. To maximise this commodification, the management and the school committee have been doing extensive promotional initiatives such as advertising the school in the local newspapers, and also intensifying the partnership with some corporate organisations to support the school. Relevant to this result, Daun (2007) argued that within the capitalist system, people are encouraged to commodify, monetise, and priced exchange as producers and consumers.

Within this atmosphere, leadership role in SHS Caporo, as the result suggested, eventually become a role of safely manoeuvring through the troubled water in which the skill to manage micro politics of organisations in dealing with the external agency become critical (Blase, 2005; Blase & Bjork, 2010). Principal also needs to orchestrate the different, often competing, agendas from those external agencies and the dynamic of internal schools to avoid conflict and maintain a degree of harmony between the school and others agencies. Whilst, teachers have increasingly developed their ability to 'play safe' pedagogical practices through which they fit into the frame of transactional mindset of the community that focused on end product achievement and employability (Bailey, 2014). What being demonstrated in SHS Caporo in terms of teachers work shown what Ball called as 'profound shift in relationship'

because within this market-driven community, where education become increasingly commodified, “social relationships between educators and families become material objects in the sphere of market exchange” (Wells, Carnochan, Slayton, Allen, & Vasudeva, 2005). As a matter of fact, the word ‘transactional’ emerged in the data as the way participants described the nature of their organisational life.

In a nutshell, in the case of SHS Caporo, the community via the school committee with the authority legitimated by the devolved system has turned the school into a corporate-like organisation. This school, in the market-driven education system, is perceived as a true representation of the ‘*successful school*’. As Sweeney (2002, p.52) argued:

Markets provide political leverage because under-performing ‘bad’ schools can be easily blamed for their demise through mismanagement, poor quality teaching and/or for not being responsive to the needs of their communities. Whilst ‘good’ schools are framed as those that are operating efficiently, effectively and who are responsive to parents demands and system expectations.

In regards to the question of influential local conditions that affect schools, the case of SHS Caporo has illustrated how local community in the context of Metro School, have shaped and construed a school as a social unit, an organisation, which main function as producer of ‘human capital’ to excel in the world that is driven by market competition.

In what follows, is an exploration of local context of the SHS Songland, a rural school in Sangihe Island.

In the SHS Songland, although local community was also accommodated in the school management through the School Committee

as mandated by SBM Policy, the involvement of this committee in school operational management was not as influential as with the case of School Committee in SHS Caporo. The School Management and the School Committee has some regular meeting but, from the data, those meeting was notably only twice a year, which was at the beginning and at the end of the academic year unless there is specific event that needs the involvement of the committee then there will be meeting between the school and the committee. Unlike in SHS Caporo where the 'physical presence' of the committee is easily observable because there was an office for the committee that manage school business unit, in SHS Songland although there is a small room designated as the 'office' for the School Committee but this room is rarely occupied.

In terms of influence to school operational management, the results did not show any indication of strong influence of school committee to direct the school operational process. The only influence of the committee is in the process of determining the amount of parents' participation (i.e. school tuition fee) each year. Even so this process was conducted as a dialogical and democratic bargaining between the parents and the school. With the low SES background, the local community participation in terms of financial was very limited. Nevertheless, the spirit of the committee to support the schools (non financially) is observable through their voluntary participation in some schools development projects. As data indicated that this spirit of community participation is closely related to the local traditional living values of *Malunsemahe* (the traditional ontological construct of relational *existent* and *co-existent*) through which the values

of collectivity are enacted as the driving force for the local ways of life. The results indicated that, in the case of SHS Songland, channelling that local traditional living values function into school practices has strengthened the schools capability to adapt to change imposed on the school, despite the low SES condition of the community.

In regards to the notion of market-driven reform that seemed to emphasise the function of financial resources as the most important key aspect of education development, the results from SHS Songland, a low SES school yet with strong traditional living values has posed a fundamental rebuttal to this taken for granted neoliberal ideology. The results indicated that the main problem of the school is not necessarily because of the lack of economic resources nor the lack of clarity of regulations as it has been concluded by some researchers that investigated education reform in Indonesia (Bandur, 2009; Bjork, 2006a; Kristiansen & Pratikno, 2006; Sumintono, 2009) but because of the changes enforced on schools are not rooted in the local contextual values. In other words, there is a problem of incongruence between the government reform agenda with the need, the values, and the preferred identity of the school and its local community.

This result contributed to the global debate on the discourse purpose of schooling as it is now seemed to have become the *vis-à-vis* proxy war between the capitalism against the socialism or market liberalism and democratic socialism (Rizvi & Lingard, 2010; Stiglitz, 2002, 2007; Zajda, 2010a, 2010b; Zajda, Biramiah, et al., 2008) by underlining

that there are possible realities option about the schooling other than the current globally enforced economic rationalist agenda on education.

The results on how the two distinct local contexts have shaped the schools in the devolved education system as demonstrated in this study has enabled us to identify the fallacy of the democratically sounding premise that underpins devolution; that local community participation and involvement in schools will bring about the positive change on schools. While this partially true as found in the case of SHS Songland, it was not the case with SHS Caporo. This results has exemplified Tönnies' (2001)<sup>36</sup> classic dichotomous discourse on 'community' (*Gemeinschaft*) and 'society', (*Gesellschaft*) where the first emphasises the quality of relationship of human beings, the later tends to focus on the formal structure and the contractual elements of that relationship. Drawing upon this classical work, Sergioivanni (1994) argued that in *community* people "become connected for reason of commitment rather than compliance...[they] are bonded to each other as a result of their mutual bindings to shared values, traditions, ideas, and ideals" " (p. 58-61). Therefore, Sergioivanni (1994a) proposed, as people and connection between them are important, schools should be built and reformed as a community rather than a contractual formal society. The results of data analysis as they depicts two different contexts, elucidated that the market-driven *community* represented by the School committee of SHS Caporo tends to be more representing the image of contractual society that put

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<sup>36</sup> Tönnies' original work was written in Germany published 1887, I refer to his translated work published in 2001.

less emphasise on the shared values. In contrast, in SHS Songland where the influence of local community is less affected by the market values, the quality relationship and shared values as they construed in the form of traditional living values-*Malunsemahe*, the relationship between the school and the community seemed to be more transformative rather than contractual and transactional. This is to illuminate a proposition that any attempt to reform schools in the context of North Sulawesi Province should be directed toward building the schools as communities that shared values (*Gemeinschaft*) as the first option before enforcing a formal – contractual mode of reform as it is driven by the market-driven society.

Linking back to the research question about the change forces at meso level, the schools in this study have exemplified clear evidences of the dynamic of schools within a devolved yet centralised education system. What we have learnt from the two cases in this study is that the oxymoronic devolved-centralised system has led to more pressures from the local government and local community on schools. The extent to which those pressure influence the schools, however, are dependent upon the local context of each school. In the school where the devolution in the form of SBM was implemented at its best, as displayed by the case of SHS Caporo, the relation between the school and the community tended to be contractual (or in Tönnies' (2001) term *Gesellschaft*) and transactional. Within the nature of this transactional relation, the school has been construed as a production machine for human capital where teachers as workers have to meet the standardised operational procedures of performativity. This is to conclude that the more a school is forced to meet

the ideal standard and framework of the market-driven reform agenda, the more transactional the relation between the school and the community, thus it intensified issues surround the discourse of globalisation of education such as commodification of schools, education inequality and social justice. However, the results also pointed out that in the school where local context (SES, cultural and traditional values), is more accommodated or facilitated in school operational, as demonstrated by SHS Songland, the undesirable impact of neoliberal agenda behind the devolution education system, though its unavoidable, can be minimised.

### **8.2.3 Micro level: The Pressure of Accountability**

The previous sub sections have provided clear references about the presence of neoliberal ideology in the educational reform policies at macro level; and how at the meso level the devolution model of reform has shaped the way the schools are managed by entrenched bureaucracy and politics of local government. It is not surprising, in regards to the change forces emanated from the internal school, the emerging results from the two schools has fleshed out the issue of the pressure of accountability as resulting from the current market-driven education reform. In the result chapters (chapter

Five, Six, and Seven) the details of internal dynamics of the schools have illustrated the change forces in relation to enforcement of some reform policies that were aimed at enforcing accountability on public education by deploying various standard of measurements on schools.

Accountability, has flourished under neo-liberal regime and it has become the key of education under neo-liberalist agenda (Bailey, 2014). Education is defined and shaped based on market worldview that has shifted education from a public service imperatives to one of customer orientation (Biesta, 2004). Within the logic of economist rationale?, what constitute to be 'good' must resulted from of a series of 'quality measurements', evidence-based as proven by numbers. Ozga (2008) pertinently described that we are now has been 'govern by numbers'. Role of educational governance has become what Lawn (2011) called as 'governing through data'. What constitutes a 'good school', 'good principal', 'good teacher' and even 'good student' have become "subject to numbers, and numbered subject" (Ball, 2015, p. 299). This notion of accountability was aggressively enforced by organisation such as OECD which time to time consistently force all countries to compete and be the best in their ranking system (OECD, 2014; Sellar & Lingard, 2014). In a UNESCO sponsored research, Anderson (2005, p. 2) argued:

As the economies of nations compete for strong positions within a competitive global market place, many governments have become increasingly interested in the performance of all aspects of their education systems. This trend,... has also precipitated widespread public requests or higher levels of scrutiny concerning the quality of education. These demands for information about school system performance can only be addressed through the implementation of systematic accountability systems... judged by the results that have been achieved (p.2).

It is it is clearly that under the regimes of neo-liberal governance, accountability seemed to inescapable reality of our schools that, to a high degree, has entered the subconscious realm of our education system

(Bailey, 2014; Cuban, 2004; Sirotnik, 2004). As a result, the description of what is believed to be 'good' has been taken for granted as a quantifiable entity, and measurable phenomenon (Eacott, 2011; English, 2006; Niesche, 2015).

This subsection discussed how schools, principals, and teachers were under pressure of this notion of accountability. Results from the two schools indicated that the pressure of accountability were present in meeting the standards to be 'good school', 'good principal', 'good teacher'<sup>37</sup>. What constitutes the quality and characteristics of being 'good' were located in the intersection of the three dominant agencies that: Central government (macro context, as part of an extension of meta-context), local government (meso context) and local community (meso context)<sup>38</sup>

#### **8.2.3.1 Pressures to be the 'good school'**

The notion of accountability has been the eminent issue in the case of Indonesian education reform. Since the implementation of devolution reform model, remarked by the implementation of SBM (Kristiansen & Pratikno, 2006), schools including teachers, and principals in Indonesia were required to undertake some forms of performance assessments and competency tests. Within the devolution model with its' market orientation, good schools were defined as "ones that have efficiently used their

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<sup>37</sup> The focus of this research has been on the organisational dynamic in which the element of 'students' was not the focus of this research.

<sup>38</sup> This does not mean that there were no pressure or agentical role from internal (micro) that contribute to the defining of 'good' but as the data illustrated, the external agencies are more dominant and therefore the focus of discussion on the discourse of being 'good' is based on those external agencies.

resources to yield improved student academic achievement as measured by test scores” (Cuban, 2004, p. 28). Overwhelmingly, any attempts to define or to pin down what constitutes a ‘good school’, with or without conscious concern of neo-liberal issue, the result will always point out high degree of accountability of performance indicated by some capitalist lexicons such as ‘continuous improvement’, ‘high performance’ ‘measures it performance’ or ‘focus on specialised strength’ (see for example, Mitchell, 2010; Peter, 2007; Schwartz & Slate, 2000; Silins & Murray-Harvey, 1999).

In Indonesia, schools are benchmarked and categorised against the National Education Standard – NES- through school accreditation program (Berkadia, 2014). The criteria of ‘good school’ was outlined in the NES that comprises eight standards namely: content, educational process, graduate competencies, teachers and education personnel, facilities and infrastructure, school management, school finance, and student assessment (see the detail in chapter 2 p.00-00). A ‘good schools’ that were categorised as ‘National Standard School’ [the highest position in the categorisation policies of Indonesian school] are “those that have been able to meet most, or all, of the criteria stated in the National Education Standard (NES) (Berkadia, 2014, p.34).

Whilst the NES encouraged the schools to improve the quality of schooling that encompasses the key aspects of school operational, the delegation of the responsibility of school management and funding to local level (through SBM) turned out to be an obvious oxymoron. On one hand, schools are encouraged to improve the quality against an ‘ideal’ standard

of 'good school' that has complete or adequate resources, on the other hand through SBM, the central government has legitimated their policy to cut budget and expenditure for schools. Consequently, the schools which has better community support in terms of financial become what in OECD terms 'strong performer and successful reformer' (OECD, 2014).

Moreover, as those 'strong performer' has gained wider public and government acknowledgement, this has become a legitimation for the school and the community to focus more on financial gain, and this is the case with SHS Caporo in this study. This result also consistent with the case of RSBI/SBI<sup>39</sup> program in Indonesia (Sumintono, Subekti, Mislan, Said, & Tahir, 2014). In their study of 'excellent school' in Indonesia, Sumintono et. al., (2014, p.565) found that, "SBI School can collect from parents extra funds amounting to about ten times more than the school receives from the central government".

What is evident in the current Indonesian school categorisation policy through school accreditation, as indicated by empirical studies on the subject, is that the school categorisation policy through accreditation program as one form of accountability measurements has been widening the gap between the school that has the more financial capabilities and the school that is economically disadvantaged (Berkadia, 2014; Sumintono et al., 2014).

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<sup>39</sup> RSBI stands for *Rintisan Sekolah Bertaraf Internasional* was a later terminated national program of International Standardised School Pilot Project. The school that meet the standard then is officially acknowledged as SBI (International Standardised School).

In regards to the school accreditation program and the pressure on school to gain acknowledgement as 'good school', the results of data analysis delineates important features of schools in their effort to perform accountability to be a 'good school'. In SHS Caporo, school where the community has high degree of control and involvement in school management – via SBM-, the image of being a 'good school' is important and maintaining it is of high priority. The community via School Committee has their annual program that reflected the 'rise of the standard' continuously. This was enforced by using the technology of QMS ISO - a corporate model of standardised management system with its ongoing Surveillance Audits<sup>40</sup>. To this school, the image of being 'accountable school' symbolised by QMS ISO Certificate<sup>41</sup> indeed has become one of the *competitive advantage* (using capitalist term) to gain trust from companies and corporate organisations in order to get support from the corporate social responsibility (CSR) programs. The data from this schools indicated that the school was successful to get the CSR program from some companies in many programs. In this school, being accountable and being able to show continuous improvement is not only part of investment but also prestige that symbolise a social status. Therefore maintaining an image of being a 'good and elite' school is crucial. Not surprisingly, the visuals that demonstrated the data of performance improvement over time

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<sup>40</sup> Surveillance Audit is the standard terminology of QMS ISO. During the validity period of ISO Certificate (2 years) a holder/client must undertook surveillance audits several times conducted by the issuing organisation to ensure the consistency of continual quality improvement (As stated in the document of QMS ISO Manual of SHS Caporo).

<sup>41</sup> As part of School Management Standard of Operational Procedures all documents was stamped with ISO logo that said: "ISO Certified".

such as statistical figures printed on framed white board were easily seen in many walls of this school. Not to mention, there's a lot of trophies of 'winners' in many competitions displayed in the front foyer of the school. This result, in the discursive production of the 'good school' (Ball, Maguire, & Braun, 2012) indicates clearly a concluding message that to the school where the goal of their education has been defined according to market world view, the prestige of being a 'good school' is paramount achievement. As Ball et.al., (2012, p.132) argued:

In many ways, our school seemed to be captured by a version of education that is intimately tied into schooling for economic competitiveness and increasing neglect or sidelining (other than in rethoric) of the social purpose of education.

What can be comprehended from the results in the SHS Caporo is that the emphasis on accountability that enforced by the national education system through school accreditation policy has introduced pressures on the local level that occurred concomitantly with the inducement of SBM policy. Biesta (2004) called this practice of accountability the reconfiguration of the relationship into provider and customer. Biesta (2004, p.238) further argued, "this reconfiguration is closely connected to the rise of the culture of quality assurance, the corollary of accountability". As detailed in the result of SHS Caporo (chapter 5), the pressures on principals, teachers and administrative staff were intensified with the extensive administration/paper works that need to be completed to comply with the standard of quality assurance of QMS ISO system. The message conveyed from this result is clear that the current devolved reform that emphasise accountability, has changed the

nature of school and created a of perpetual sense of competition and endless pressure of suppression for quality improvement that is accountable and measured “by comparison against the past and competitors” (Lawn 2011, 287).

In the rural school, SHS Songland, whilst the local community also participated in the development process of the school, there pressure from community to be an “A” or “a good school” was less articulated in this school. The pressures to be ‘good school’ mainly came from the local government. This has been caused by the fact that in the current system of regional autonomy, the number of school category ‘A’, or ‘good school’ was a key indicator of success in education sector development in the region. Therefore, forcing schools to be ‘good school’ is important for the local government. Paradoxically, this pressure of accountability and the relentless focus on achieving standard of being ‘good’ was not balanced with adequate support from the local government. As the data illustrated, financial support was limited to cover the salary of the people in school and there was nothing left for development. The local government, in the name of promoting democratic education, local community participation and ownership to school, has shifted their responsibility for financing the school to local community and encouraged the school to ‘survive’ by their own. In the case of SHS Songland, having the low SES background community, parent and community participation in financial was very low. This result reverberating the same situation with some other studies investigating the community [financial] participation in Indonesian school (see for example, Chen, 2011; Fitriah, Sumintono, Subekti, & Hassan,

2013). The key message revealed from the result in SHS Songland is that, in a school where the sphere of public influence and demand on predetermined school quality was not really matters, the discourse of school accountability turned out to be a merely political discourses on the local government.

The results from the two schools pertaining to the pressure of accountability can be indicated a gap of understanding in what really matters most to schools between the government, the community and the people in the schools. Since our schools, within the neoliberal – driven education governance have been subject to ‘policy problematization’ (Bacchi, 2009), underlying goal of the neo-liberal governance discourse of accountability, and the ‘problematization’ (Bacchi, 2009) of what it means to be a ‘good school’ is the insertion of market principle of competition. As Rizvi and Lingard (2010) argued that this pressure of accountability is a neoliberal technology “as a part larger notion of public management or good governance” (p.121). In other words, through imposing concepts of ‘good governance’ and ‘good school’, neoliberal dictates what is meant by ‘good’ and enforces frameworks for standardisations through discursive policy technologies such as accountability, performativity, standards, and surveillance (Walker, 2007). In the case of Indonesian education reform this is manifested through the National Education Standard (NES). Any deviation from these frameworks would be a risky anomaly. This explained why in the current education reform in Indonesia, the pressures on schools is continuously escalating.

### **8.2.3.2 Pressures to be 'good principal'**

The discourse on accountability goes on to the individual level within the schools. The results of data analysis highlight that the principal position is much more a political appointment rather than career development. Although in Indonesia the appointment of school principal has been regulated through the Ministry of National Education (MoNE) regulation number 6/2009 (Ministry of National Education, 2009) through which some selection and appointment procedures were introduced, the authority of the local government as mandated by the Law 22/1999 on regional government seemed to supersede the selection and appointments procedures from the MoNE (Sumintono et al., 2015). As a consequence, principal has become a subject of the government political power and the capital power of market-driven society. It emerged in the data, the principals were being used by the local government as an instrument of power through which the government maintain their authority to 'govern at distance' (Niesche, 2015). This exemplified Foucault (1991a, 1991b, 2002) concept of *governmentality* that refer to production of self-governing individuals, who act in particular ways as they are positioned by dominant political and policy discourse. For the community, specifically in the case of SHS Caporo- the urban modernised school, principal was construed as an instrument of capital management through which the profit generating agenda can be systematically integrated as part of school operation. For this kind of community, principal is part of investment, and therefore his capacity needs to be built through professional development and lifelong learning to function optimally and productively participate in

the globalised economy and labour market (Rizvi & Lingard, 2010, pp. 137-138).

What constitutes a 'good principal' therefore lies at the intersection of these spheres of influences. This intersection is the common ground for these forces where the discourses of accountability and performativity as part of neoliberal technology become the central issue (Ball, 2001, 2003; Ball et al., 2012). The [central] government enforced the accountability and performativity of school principal through policy technology such as MoNE regulation number 6/2009 on standard criteria of school principal and the MoNE regulation number 13/2007 (Ministry of National Education, 2007, 2009) on principal standard of competency. To support this endeavour of producing 'good principal' based on the standard, the central government established a national training agency for school principal called *Lembaga Pengembangan dan Pemberdayaan Kepala Sekolah* or "Agency for School Principal Empowerment and Development" (Sumintono, et. al., 2015, p.4). Having these technologies in the system as steering mechanism (Rizvi & Lingard, 2010) reveals that in the regime of neoliberal driven education reform where everything is governed by numbers (Ozga, 2008) the construct of accountability for 'good principal' in Indonesian schools from the governance perspective is the blended construct of *performative/performativity* (Ball, 2001, 2003; Lyotard, 1984) and *prescriptive* (Gorard, 2005; Mujs, 2011). Although at the meso level of local government, those frameworks of accountability were enacted differently due to local priority on local political agenda, as found in this study, the fact that such policy technology exist in the current national

education system proved the presence of neoliberal ideology in the nerve of current education reform.

Pressure to be 'good principal' in the context of this study was exercised by the local government through use of authority to assign, promote, or demote principal. What emerged in the interview with the two principals is that being accountable and being 'good principal' is synonymous to that of submissive to the local political agenda. The real example emerged in the results was the principals must be willing to take risk to 'upgrade' the final result of students' national exam to maintain the government reputation of having successfully developed the education in their region. In fact, one of the key data, among other checklists, that used to measure the extent of successful principal is the percentage of the successful students in the national exam. Biesta (2014, p. 3) maintained,

Accountability as a management and governance strategy works on the same principles—sometimes referred to as the idea of “management by numbers”—in that it requires data about the performance of all aspects of an organization to judge whether the organization is performing in the way it is expected to perform.

On top of this, are the pressure on the efficient use of resources that were tightly scrutinised by both, the government and the community (i.e. school committee). Consequently, the role of principal leadership role was reduced to managerial and administrative function (Lee & Hallinger, 2012; Sumintono et al., 2015). Not surprisingly, the notion of lack of autonomy was identified as one of the key challenges of being a principal in Indonesia (Jones & Hagul, 2001)

Pressure on 'accountability' from the local community is more demonstrated by the urban community, in this case the community of SHS Caporo. As detailed in the result chapter this community represent the model of globalised society where economic concern has become the ultimate driving force. In SHS Caporo, through systemic technology of QMS ISO, the accountability is exercised through a series procedure of assessments (including performance assessment of the principal), verification of decision, and constant audits on management. As a result, as Niesche (2015, p. 137) argued, school leadership has been narrowly defined through a set of predetermined "characteristics, traits, behaviours, structures that can add to performance of the system".

What becomes visible through this study is that, the insertion of neoliberal ideology in education has shifted the nature of educational leadership role from educational and moral values and social justice to market driven values (Stevenson, 2007) by defining what is 'good' leadership criteria based on economic mechanisms. The relentless pressures of the systemic change that governed by regime of accountability, and the community that has been motivated by economic rationalist wisdom has subjectified school principals as the subject for not only aspirations, but also complaints, and who are responsible for making the school calculable (Perry & McWilliam, 2007).

According to Fullan (2003) such pressure has positioned principals as victims of unrealistic multiple expectations. Niesche (2015, p.138) remarks,

For the school principal, they are now invested with the delivery services and are judged, along with the school, according to quantifiable results. No longer they are simply inscribed with the will of the bureaucracy in terms of the public good, or similar ethical claims but are accountable in different ways, to parents and students as consumers....The principal's subjectivity is thus shifting and is rendered accountable to different sets of stakeholders

This study however, found out that besides this limitation of the roles, principals found their niche for their leadership practices. This niche was figuratively located in the sphere of micropolitics practices of the school leaders (Brosky, 2011).

### **8.2.3.3 Pressures to Be a 'Good Teacher'**

At this point I have explained how the neoliberal ideology as the meta-narrative of global education governance (Rizvi & Lingard, 2010) has shaped the national education system in Indonesia as one that represent the *ideal* meaning of education based on the value of being 'good' defined and imposed the global monetary institutions, the World Bank and OECD.

As has been indicated in the results chapters (5 and 6), pressures on teachers to be 'good teacher' according to the standard of performance criteria, has emerged as an important issue that shaped the dynamic process of school changes. Teachers were required to be certified as 'Professional' through a national program called "Teacher Certification Program" (hereafter, TCP). This TCP was enforced through eleven relevant policies as part of the national education reform initiatives (Ministry of National Education and Culture, 2016).

Teachers' reaction toward the TCP were varied but they can be generally explained as two groups: *the enthusiasts teachers* which mostly

newly recruited teachers or fresh graduated, early career teachers; and the *more experienced teachers*<sup>42</sup> (In the data, participants categorized themselves as “Junior” and “Senior”). Regardless of these self-identified categories, the underlying themes of the issue and the change forces faced by the teachers were the pressures to be a ‘good teacher’. This subsection is focused on this issue. I borrowed Ball’s (Ball, 2001, 2003, 2012c) discursive terminology of *performativity* as the central discourse to explore what is happening with the teachers in Indonesian schools under the current education reform. While this section is not intended to magnify what Lyotard (1984) called *terrors of performativity*, it aimed to explore how such demand of being ‘good teacher’ has played out in our schools under the current regime of accountability.

Performativity, according to Ball (2000, 2003) is one of the three key interrelated elements of the global education reform package- the market, managerialism, and performativity- that is delivered to schools, colleagues and universities all over the world. Ball (2003, p. 216) defined performativity as:

Is a technology, a culture and a mode of regulation that employs judgments, comparisons and displays as means of incentives, control, attrition and change, based on rewards and sanctions (both material and symbolic). The performances (of individual subjects or organizations) serve as measures of productivity or output, or displays of ‘quality’ or ‘moments’ of promotion or inspection. As such they stand for, encapsulate or represent the

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<sup>42</sup> Note that I did not develop specific criteria that indicates or distinguish the category of “Experience Teachers” or “Less/Inexperience Teachers”. Instead, the criteria is emergent from the comment of participants in both schools as they identify those who has less than 5 years teaching period were referred to as “Junior” while those who has been teaching more than five years were regarded as “Senior”, which in itself develop the category of “Experience” and “less or inexperience”.

worth, quality or value of individual or organization within a field of judgment.

The results of data analysis demonstrated vividly this culture of performativity. The requirement to be certified as 'professional teachers' was the central and critical issues amongst the teachers in both schools. According the regulation on TCP, teachers were required to have a Bachelor Degree as the minimum academic qualification. The mechanism of '*rewards and sanction*' (Ball, 2003) was exercised in this policy through financial incentives or in Indonesia called *Tunjangan Profesi* for those who have passed the assessment of certification process (things like portfolio assessment is part of this policy technology) as the *rewards*, and the demotion from teaching job to administrative job if the teachers fail to comply with the professional standard (Ministry of National Education and Culture, 2016). This has strengthened the notion of 'insecurity of workforces' in education as it is presented in the corporate sector (Connell, 2013) Along with this certification, as I detailed in the results, some other compulsory performance assessment as form of accountability ranging from, 'regular monitoring from school supervisors', Compulsory Classroom Action Research for Ranking Upgrading, up to 'Teachers Competency Test'. All of which reflect what the World Bank called as 'Result- Based Monitoring and Evaluation System' (Kusek & Rist, 2004).

The nature of performative pressure on teachers is depicted in the two schools in slightly different degree. In SHS Caporo, since the school has turned into an elite- market oriented school, these performativity system, having its root in the same principles of economic rationalism,

performativity leads to minimal conflict on organisational level. In fact, many of these policies were taken as opportunities to generate financial gain. For example, the school has a unit for teacher professional development centre that offer trainings for teachers in the areas such as material developments, IT, and classroom action research (Additional to government funded compulsory teacher training programs). This unit also provided books and ready to use teaching materials such as lesson plan and syllabus. Many teachers from this school were selected and certified as National Instructor for the newly implement Curriculum of 2013 and this was perceived as another *competitive advantage* (using corporate term) for the school. Having certified as QMS ISO school, the school also offer consulting service to other schools and organisations in the region. In short, it was a perfect display of a 'transformed' school under the current reform initiatives. This is a clear example of how the current neoliberal education reform policies technologies has caused fundamental shift in the nature of school. As Ball (2003, p.216) explained,

[T]he new technologies of reform play an important part in aligning public sector organizations with the methods, culture and ethical system of the private sector. The distinctiveness of the public sector is diminished. Indeed, such alignments create the pre-conditions for various forms of 'privatization' and 'commodification' of core public services.

At individual level, however, this performativity pressures has introduced a split amongst teachers in SHS Caporo. Some teachers (generally as the data indicated this refer to the 'junior' teachers), were enthusiastically follow the game of performativity by investing in many kinds of professional development programs, searching for skill certificates

in the niche market opportunity that can enhanced their competitive advantage. An example of this is the IT teacher who successfully got certificate for Microsoft and Adobe Trainer. This then was used as the basis to offer certification training programs in relevant pedagogical skills for teachers in the North Sulawesi Province. In fact, this school has an IT training centre as part of its business unit. Again, this result displayed a clear example of education commodification through 'technicization of knowledge and knowledge production' as a wider effect of neoliberalism on education (Connell, 2013, p. 108).

For the enthusiastic teachers, burden of administration requirements with its paper works was not a big issue, as one participant commented on preparing his lesson plan for different school term, "simply ask the *mbah* Google<sup>43</sup> *copy - paste*, change the date, the name, alter as you need here and there a bit, done! ready, so what's the problem?". To these teachers, burden of excessive teaching hours only become problem for those who do not have sufficient knowledge and skill of utilising the ease of advance technology of computer and internet. Teaching materials can be easily found on the internet, teaching delivery can be up loaded for the students to access to save the energy telling the same thing repetitively in different classes, assessment can be done through online process through which the notion of *presence* and *being-in-relation* with the students in a quality relational process of educating (Giles, 2010) was

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<sup>43</sup> Expression of *mbah* Google has become common term among teachers as the personification of Google that can answer anything. '*mbah*' originally refers to old person who has supra natural power that can solve any problem and answer any questions.

no longer a fundamental issue for these teachers. This *easy-going* mentality indicated a simplification of the essential meaning of being a 'good teacher'. In this case, for some teachers the meaning of being a 'good teacher' is not a matter of essential identity that co-constructed with the students through on going *relational process* (Giles, 2010). Rather, it is narrowed into simply a matter of compliancy to the market-driven change forces imposed through government policies.

Other teachers in SHS Caporo<sup>44</sup>, however, are critical about the pressure of performativity to be 'good teacher' being imposed on them through the current reform. They were questioning about their professional identity and raising the issue of being forced to bear what so called 'professional identity' by the current system. They were in cognisant of being re-formed, re-cultured, and re-defined (Ball, 2012a; Sweeney, 2002) based on an ideology that forced them to be in denial of their belief and personal values about what does it mean to be a good teacher. For them, the performativity culture of the current accountability regime has brought an internal conflict of difficult choice between the job security and holding on to their own values. But tho these teachers, the current reality of education reform leaves them no space for contending this, and for survival eventually they had to align themselves with the force of the changes through what Ball (2003, p.222) called as "cynical compliance".

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<sup>44</sup> This group of teachers were mainly consist of what they identified as 'senior' who have been teaching more than 10 years and as what they said they have been gone through many abrupt changes in the national education system.

As a consequence, the current performativity culture has grown a 'fad and fakery' culture about education (Connell, 2013, p.109).

Meanwhile, in the rural school - SHS Songland, this pressure of performativity to be a 'good teacher' is critical issue that tremendously affected teachers more severely compare to the teachers in urban school. To illustrate, while the requirement to undertake the Computer-Based Teacher Competency Test was not a big deal for the teachers in the urban school - SHS Caporo, this was a big issue for the teachers in this rural school. Besides the issue of facilities and infrastructure such as not-so advance computers, and poor internet connection that often interrupted the timed test which conducted simultaneously for the whole country, the teachers were facing the issue of insufficient technical knowledge in using computer. Although some 'junior' teachers were, what Hennick (2013) called, tech-savvy teachers, for most of the teachers who called themselves 'manual typing machine generators', this online procedure of standardised performance assessment was a nightmare. This result, resonates the issue of inequality as a result of devolved education system (Apple, 2006; Zajda, Biramiah, et al., 2008). Being in a geographically rural area with demographically low SES for SHS Songland has seemed to a taken for granted discrimination in the current devolved system because in the name of empowering local society including delivering the financial responsibility to local, there seemed to be very limited options for the school to negate or to 'counter conduct' (Niesche, 2015) this inequality.

Another example of this performativity is on the requirement to have minimal bachelor degree as mandated by the law 14/2005 and Regulation of the Ministry of National Education 16/2007 on teacher qualification and competency standards that enforced through teacher certification program. Some of the teachers in this school hold Diploma Three (D3) which means they need to take another year or two to upgrade into the Bachelor Degree. As the school located in a rural area and the nearest university that deliver teaching qualification is located in the mainland of Sulawesi, the issue of cost, time, distance, due to this geographical situation, as detailed in result chapters, has taken place. A long with this, the forces for continuous professional development that required teachers to travel to big cities where the professional development training were conducted, has intensified this issue. To be a 'good teacher' had become not only a financial burden but also emotional pressure. Lyotard (1984) and Ball (2003) depicted this situation as a kind of 'terrors of performativity'.

Furthermore, this terrors of performativity in both schools is getting more intensified and complicated when it is related to the issue of prescribed national curriculum and students achievement measured by the national standardised test. With the prescribed national curriculum, the teachers had become of subject of constant scrutiny from the government (via school supervisors) as mechanism of surveillance. These surveillance as it is aimed to ensure that the prescription method of being 'good teacher', has posed an issue of trust between the government and the teachers. As teachers commented, what is clearly portrayed through

surveillance mechanism is the government distrust of teachers' capability. What has made clear from teachers' voice is that the government has positioned teachers as 'problem to be solved' rather than empowered agencies that can deliver education based on their values and moral imperatives. Within the discourse of quality education under neoliberal ideology, teachers were constructed as barrier to quality learning and therefore the mechanism of accountability was rationalised and has its ground to be imposed on schools and teachers (Robertson, 2012; Singh, 2015; Thompson & Cook, 2014).

Clearly, this revealed another paradox in the current education reform in Indonesian. On one hand this the teachers were demanded to be professional as 'good teacher' who were expectedly to have thorough knowledge about their job thus can act and make any decision professionally, this prescribed curriculum with its surveillance mechanism essentially, as Connell (2003, p.108) argued, "is an evitable de-professionalization of teachers". She continues to argue that "teachers' capacity to make autonomous judgment about curriculum and pedagogy in the interest of their actual pupil is undermined by the system of remote control" (Connell, 2003. P.108).

Moreover, inexorable focus on quantified performance indicators, has introduced another problematic task for teachers in regards to students' achievement. The systematic global campaign of using OECD standard of PISA as 'the main' indicator successful education attainment (Sellar & Lingard, 2013, 2014) has made Indonesian education system another high-stakes testing regime. This means that part of the

assessment of being 'good teacher' is measured through the academic achievement of their students. Collectively, the students' achievement is a key determinant of 'good school'. Ball (2012) argued that the discursive production of the 'good teacher' lies within the discursive production of 'good school' therefore, part of requirement to be a 'good teacher' is the compliance with, and contribution to the disciplinary mechanisms that produce image and quality of a 'good school' (Bates, 2013). Teachers were seized accountable to ensure that their pedagogical work can produce the quality result that satisfy the standard of being good according to the regime that religiously belief on technologies of measurement and comparison (Fenwick, Mangez, & Ozga, 2014). The manifestation of this is the pressure on teachers, as emerged in the interviews, is to teach their students what is testable. The teachers reported they had to face a moral dilemma and self- conflicting between enacting their values and personal beliefs driven by moral imperatives of education vis-à-vis compliancy to the prescribed performativity standards. Intensified by tight controls of performance through surveillance mechanism, coupled with myriad of assessments, teachers were 'subjectified' (Ball & Olmedo, 2013) to a point where values and beliefs are no longer important as compare to outputs (Bailey, 2014; Ball, 2003). Within the current neoliberal reform regime, teachers are encouraged to live as enterprising subjects who continuously seek improved productivity, "striv[ing] for excellence liv[ing] an existence of calculation" (Ball, 2003).

What this study has made clear is that the regime of accountability of neoliberal that created pressure of performativity on teachers has posed

an 'ontological insecurity' (Ball, 2012a) on the teaching profession. As a consequence, teachers tended to "play safe" to secure their job (Bailey, 2014), as one teacher in SHS Caporo commented, "at the end you need to choose, to be in the game or out, and I still have to feed my family". In the case of the two schools, this 'play safe' pedagogical practices involved not only alignment of administrative procedures but also an extent of behavior modification. At times when they need to hold on to their belief they enact 'hidden' pedagogical practices (Sweeney, 2002), while most of the time especially during the supervised teaching session, they need to perform as what 'good teacher' supposed to be according to the standardised practices.

This study has empirically illustrated the extent to which neoliberal driven education reform has impacted teachers' pedagogical practices and their professional identity and values. In the next section, I discuss the content of changes in the two schools reflected through organisational practices in adapting to change forces that have been illuminated in this section.

### 8.3 Section Two: The Content of Changes

This section discusses the result of data analysis that addressed the research question on the *content* of the organisational practices in adapting to change. As presented in the Chapter Five, Six, and Seven, the emerging themes about organisational practices in adapting to changes were categorised into three categories namely *procedural changes*, *structural changes*, and *cultural changes*. The details of organisational practices that illustrated three basic characteristics of school changes have been presented in the preceding three chapters. The results of data analysis suggested that inherent in all organisational practices of change is the atmosphere of a more pronounced micropolitical practices as the underlying mechanism not only for organisational congruency with the imposed change but also as organisational counter-conduct to external agencies that have influence over the schools. Although the notion of micropolitics in schools was not intended to be the main focus in this study, the emerging data suggested that it was a critical domain of practice within the school that impacted schools in many ways in their effort to adapting to changes. Therefore, micropolitics, as it underpins the content of change in schools and embedded in the three aforementioned change categories, is adopted as the lens in discussing the content of school change practices. The result of data analysis suggested that there were two domains of school practices that demonstrated the micropolitical practices in schools: *leadership practices*, and *teacher practices*. As the data suggested, the changes in these two domains are the underlying impacts of the current Indonesian education reform. Using micropolitical

lens, this section discusses the change in leadership practices, teacher practices micropolitics and, the change in the nature of school relations with local stakeholders as the underlying content of changes in the context of current education reform in Indonesia.

### **8.3.1 Micropolitical Practices In the Schools**

Amalgamation of the three pressures to be “good schools” that have ‘good principals’ and ‘good teachers’ as previously discussed (also see, Ball et al., 2012), forces the school to construct their self-defence mechanism through the practices of micropolitics. Although the practices of micropolitics have always been a part of school dynamic regardless of reform agendas, the current reform agenda in Indonesia that emphasise on the accountability of school organisational practices including teachers pedagogical practices have made the schools more engaged in micropolitical practices.

The micro context of change refers to the internal dynamic of the schools, which to great extent are responses to the forces originated from macro and meso context. The pressure from their local context forces the school to develop a culture of ‘micropolitics’ through which the schools maintain the balance between the compliance to external political demands and the internal school dynamics that urge for some degree of autonomy including personal autonomy of the participants in doing their job. This is to say that the schools now have to manage political agendas at the local level impacting their ability to lead the pedagogy of the school and require an increase in the micro-political skills. This subsection aims to illuminate the understanding about what is happening inside the

schools, as the micro context of the cascading education system, when the systemic change is being enforced. As the micro context of the school was nested in the other broader context (Cheng & Tam, 2007; Fullan, 2003a, 2007) the practices of micropolitics have become inevitable realities in schools under the neoliberal education system (Blase, 2005; Blase & Bjork, 2010).

In his work about how schools enact policy Ball (2012) argued that in enacting policies, schools are productive of, and constituted by, sets of discursive practices and micropolitics is part of discursive strategies in implementing changes forced through policies. Reflecting on the data, I do agree that organisational practices in adapting to changes are discursive practices based on Foucault's (1986) account of discourses as 'the set of conditions in accordance with which a practice is exercised, in accordance within? which that practice ...can be modified" (p.208-209).

The discussion in this subsection is focused on the exploration of the organisational practices that reflected the presence of micropolitics in the schools and illustrate how the local context has contributed to intensify those practices. According Blase and Bjork (2010) observed that during periods of imposed change and reform micropolitics practices in school "tends to intensify". They further argued that during this time of change "new micropolitical processes and structures emerge and become more visible in formal and informal areas of school life" (p.241).

The presentation of the results about micropolitics practices in school is intended to understand that in the context of current reform “politics as a force, for good or ill, and to work to develop a keener understanding of the complexities and the consequences of power relations and political processes” (Malen 1995 cited in Datnow et al., 2005, p. 22). Datnow et al, (2005) argued that understanding micropolitics within schools is important because it enables us to understand:

[H]ow schools adopt reforms, as it acknowledges that differing, often conflicting perspectives, representing how power differentials are features of the process, and these dynamics have consequences for teacher buy-in and for the future implementation and sustainability of reform efforts... [It reflects] the multiple and dynamic interrelationships among the reform initiators and reform implementers. (p.23)

Similarly, Olsen and Chrispeels (2009) postulated that looking at micropolitics facilitates researchers to highlight the critical interactions that can occur among and across shareholders and is useful in explaining “why a change may or may not be implemented” (p.238). Therefore, the discussion of micropolitics is integrated in this section with the intention not to embellish the incongruence between schools with the external forces but rather to highlights the dynamic within the schools when they are adapting to imposed changes. As Blase (2005, p.264) argued, “micropolitics is a fundamental dimension of school change” because school is and school systems are political and ignoring this power relationship ‘will defeat effort at reforms’ (Sarason 1990 as cited in Blase, 2005. p. 264). To base my understanding and identification of organisational practices in the schools that can be discussed further as

micropolitics practices, I refer to Blase's (1991) definition of micropolitics as:

The use of formal and informal power by individuals and groups to achieve their goals in organizations. In large part political actions result from perceived differences between individuals and groups, coupled with the motivation to use power to influence and/or protect. Although such actions are consciously motivated, any action, consciously or unconsciously motivated, may have political "significance" in a given situation. Both cooperative and conflictive actions and processes are part of the realm of micropolitics (p. 11).

In light of this theoretical definition, the data suggested that the practices of micro politics are apparent in two dimensions of school: leadership and teachers' pedagogical practices. This will be elaborated in the following sub sections.

#### ***8.3.1.1 Change in School Leadership: The Micropolitics of the Principal***

As demonstrated in the data from the two schools, principals hold very important roles in facilitating change process in the schools. Implementing imposed changes in schools involved leadership intelligence that one of the principals described as 'manoeuvring and leading through the troubled water'. This has indicated, thus confirmed the assertion that micropolitical skill is a fundamental skill for school leaders and leadership team to lead the school through reform process (Berends, Bodilly, & Kirby, 2003; Hall & Placier, 2003; Olsen & Chrispeels, 2009; Smylie, Wenzel, & Fendt, 2003). Indeed, "understanding micropolitics has become an important part of comprehending leadership and power relations within organisations, schools in particular" (Smeed, Kimber, Millwater, & Ehrich, 2009, p. 26). Some studies have reported that micropolitical practices of

school leaders are associated with improvement of parent and community participation in democratic governance processes (Berends et al., 2003; Copeland, 2002; Farrell, 2003; Goldberg & Morrison, 2003). This indicates that any attempts to understand leadership practices in school without having to look at the micropolitics aspect of school leadership will likely result in a fractional understanding.

The data from the two schools indicated micropolitical practices by the school leaders and their leadership team in both schools exhibited some similarities and differences. They were similar in terms of how the principals managed the structural relationship with the local government. In both schools, as both principals are government employees, the function of leadership was prescribed as the extension of government 'power' within the school. As discussed in the results, the governance of Indonesian schools is held between the axis of central government and local government. Thus, the principals' key role is to make sure that the schools were operated in alignment with this cascading structure of power. However, in terms of intervening school day-to-day operation, the local government seemed to have more influence over the school compared to the central government. This local government power is legitimated through the decentralised model of governance in Indonesia. Within this decentralised system, the span of control from the government to schools was shortened, thus as data illustrated, it intensified the tension on the school principals. The practice of micropolitics often occurs in a way that the principals accommodate intervention from local government while at the same time to resolve internal conflict that occurs as a reaction to the

external pressures. To illustrate, in SHS Caporo, when teachers were obligated to work as usual during school holiday (which officially they did not have to) the principal offered financial compensation for those who are willing to do non-teaching work at school so that the local government instruction can be enacted at the same time teachers' right to have holiday is compensated. In SHS Songland, the micropolitical leadership practice was demonstrated, for example when the school supervisors asked all teachers to prepare all documents for their teaching preparations based on the prescribed guidelines in a very short time frame. All teachers were complaining about this instruction and some even rejected doing so. The principal resolved this by politically compensating teachers with internal instruction 'just do the administration work for the shake of administration and make them happy. But in the actual teaching, you know what the best to do'. The results from the two schools illustrated that within the context of devolved school reform in Indonesia, school leaders employed micropolitical practices to manage internal conflict emerged due to local government exercise of power to control organisational practices at school. Similar function of micropolitics practices also identified in the work of by Goldberg and Morrison (2003); and Hall and Placier (2003).

The different characteristics of micropolitics practices of school leadership between the two schools were demonstrated in the way they deal with the local community. In SHS Caporo, because the nature of school management has shifted toward more corporate models, the micropolitical practices of school leadership emerged in terms of maintaining the accountability of schools to the stakeholders, in this case

school local community/parents via the school committee. One example of leadership practices that was apparently micropolitical is the use of students' academic score in the national testing to gain more support from the school committee for teachers' professional development. With the use of data/records of the students' score in the national testing, the principal was able to convince the committee that the quality of teachers' professional development determines the students' achievement in the national score. The principal used his understanding about how important prestige is for the community and in generative way enhance community support to school. This result explained that in the societal context where the schools need to compete for prestige and resources schools become inherently political institutions (Lindell, 1999) leadership role become 'transactional in nature' (Smeed et al, 2004.p. 34).

In term of the principal relation with internal people (teachers and other staff), this micropolitics practice was constructed and understood as a way to enhanced people adaptability to the pressures that come from external agencies. The principal convinced his subordinates that the astuteness to understand the community and strategically align internal organisational practices to the expectation of the community can be powerful strategy to effectively improve team performance and organisational capability to achieve organisational goals (Ahern, Ferris, Hochwarter, Douglas, & Ammeter, 2004). Linking this result with the earlier discussion on economic rationalism effect on schools, the results empirically exemplified Johnson's (2004) observation that:

[C]ontemporary school leaders are caught in a paradoxical situation in which they are simultaneously required to act in the interests of local students and staff and to pursue broader social and economic imperatives required by power groups preoccupied with achieving global economic competitiveness (p.2).

In SHS Songland, leadership practices of micropolitics were demonstrated in the way the principal provided the channel to parents and local community to participate in the supporting schools in some facilities development projects. The principal realised the potential of local community who were many of them are good at carpentry and building construction work. With his micropolitics skill, the principal was able to mobilise and empower the local community to get involved in some facilities development works as an alternative for or substitution of financial support to the school. To his subordinates, the principal micropolitics skill was demonstrated in the way he distributed the roles and tasks of leadership to others. The principal also seemed to demonstrate micropolitical skill in negotiating the task of teachers in relation to the enactment of some policies such as dealing with change of curriculum, teachers certification program, school accreditation, and the national examination of the students.

In a research on school leadership practices of micropolitics, Johnson (2004) identified six strategies used by the school leadership team as illustrated in Table 8.1. below.

**Table 8. 1 Micropolitics Strategies of School Leadership Team**

Micropolitics Strategies	Focus
Distributed leadership	How leadership of the projects was negotiated and dispersed beyond ascribed leadership positions.
Establishing moral purpose	How leadership teams used key values to define and defend the rationale for reform.
Finding space (I propose to use 'co-constructing space')	How leadership teams protected teachers from other demands and helped define their perceived 'decision-making space'.
Using 'evidence'	How leadership teams used action research to generate 'evidence-based' arguments for local school reform.
Negotiating operational details	How leadership teams involved teachers in collaborative and developmental activities along a school improvement 'journey'.
Dealing with resistance	How leadership teams identified different forms of resistance, what they thought caused it, and what strategies and tactics they used to deal with it.

(adopted from Johnson, 2004.p. 7-8)

While Johnson's identification about the micropolitics strategies of the school leadership team captures the general characteristics of micropolitics practices of the principals in the two schools studied in this research, the results added more understanding about the comparative nature of principal practices of micropolitics as driven by the schools socio-economic context (which was unexplained in Johnson's work). This study points out that the socio-economic context of the school has a large degree of influence in determining the nature of micropolitical practices played out by the principals. In a community with high SES (as it is related to the effect of economic emphasis on school), the pressure on the principal to meet the community expectation is more intense as compare

to the rural community with low SES. Under such pressures to meet community expectation dictated by managerialism approach to school governance, the nature of micropolitics practices of the principals tends to be directed toward transactional, accommodative and compensative. In contrast, the results illustrated that in the rural school where the pressure of the community (low SES) on school was not as intense as those of urban school with higher SES background, principal micropolitical practices was more directed toward channelling community participation to support the school.

What remain unexplored however, whether or not the degree of intensity of pressure from the community that drive micropolitics practice in school governance is related with the level of educational background of the community. While the data from documents of the schools also included the variable of parents'/community education background, it was not the focus of this study to investigate such relationship.

What is made clear from the results of data analysis in relation to micropolitics practices of the principal can be summarised in three key points: Firstly, in the current devolved education reform of Indonesian schools micropolitics practices has become an inherent leadership practices in school in order to manage internal dynamic as a response to external political pressures imposed by local government. Secondly, in a community where school *prestige* was considered as an important part of social status, the pressure on school principal tended to be more intense (as found with the case of SHS Caporo with its higher SES community). This has legitimated micropolitical practices of school leadership.

However, this result does not imply that the micropolitics in relation to community does not occur in a low SES school. What the result suggested is that the nature of micropolitical practices of school leadership can be described as a relational continuum from *relational* to *transactional* that was dependent on the extent of the power of community involvement in school governance. By *relational*, as data exemplified, the leadership practices is construed more as process of organising and 'structuring of interactions and relationship' (Uhl-Bien, 2006a, p. 662) and a dialogical process (Reitz, 2015) rather than a personal act of mobilising people to realising imposed goals. Within the relational space of this continuum, education is understood as "an ongoing political project defined moment-to-moment through the constant negotiation and re-negotiation of social relations (Eacott, 2015, p. 69), thus emphasised the positive and generative dimension of micro-political practices.

In contrast, by *transactional* as the data exhibited, the leadership practices were heavily oriented to negotiation of result with rewards as well as sanctions for the incompletion<sup>45</sup>. As the data illustrated, the nature of school that governed under the managerialism principles seemed to be a fertile ground for this transactional approach of leadership to grow. Therefore, transactional leadership in the most recent forms is often referred to as system leadership (Giles, Bell, Halsey, & Palmer, 2012). Giles et al (2012) argued "[T]ransactional leaders refine everyday

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<sup>45</sup> Bass' (1985) classical and seminal work on transformational and transactional provided theoretical explanation for this kinds of leadership approach. Some cases illustrating this leadership approach is compiled in Avoli and Bass edited book (2002)

technologies...[and] leadership activity is oriented toward the acquisition of specific financial, operational and strategic targets (p.2).

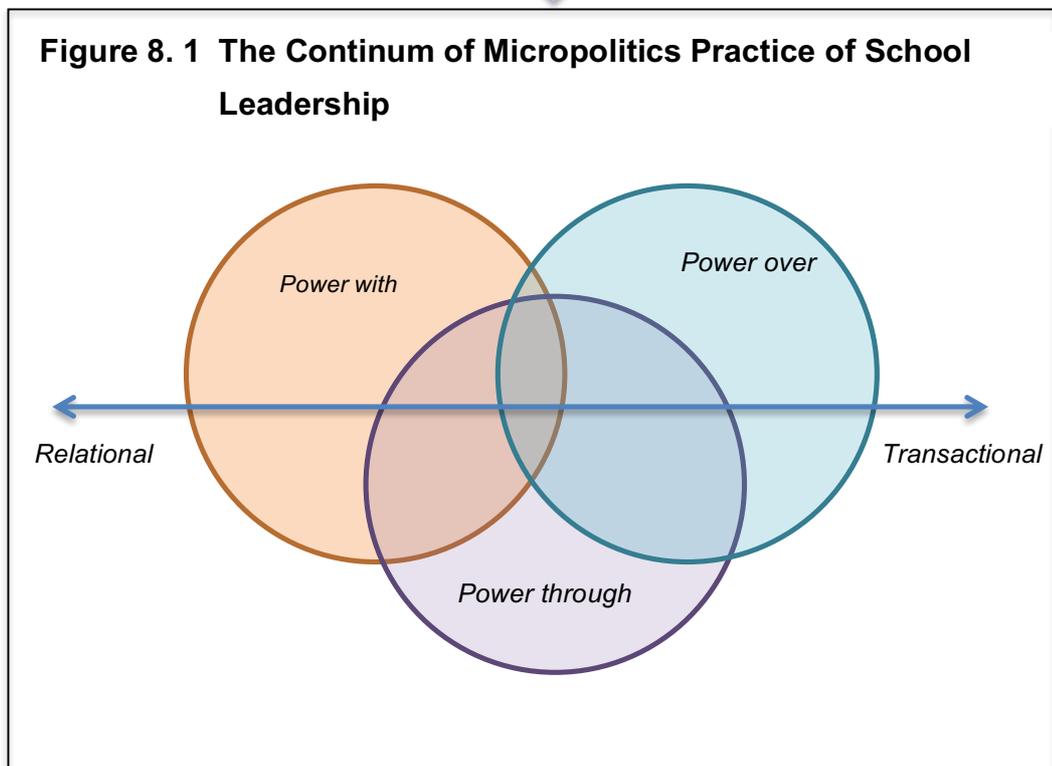
Reflecting on the results of data analysis , it can be concluded that the more power and influence the community has in school governance, the more the principal micropolitical practices directed toward transactional micropolitics. This is because the more pressure from external triggers more resistant from the internal agencies. To keep the balance, the principal needs to compensate the internal agencies with some sort of negotiated compensations. This leads to the third key understanding of the results, i.e. the more transactional the micropolitics practices toward the external agencies, the more need for compensation for the internal agencies (teachers and staff) and this 'compensation' tends to be transactional as demonstrated clearly in the case of SHS Caporo.

In contrast, the less power and influence the community has in school governance the more school leadership micropolitical is directed toward the *relational* end in the continuum. Along this continuum are various strategies and practices which, by Smeed et al, (2009) are mapped into three main categories: '*power with*', '*power through*' and '*power over*'. According to Smeed et al (2009), *power with* is the exercise of leadership micropolitical practices to facilitate and empower people by 'promoting collaboration and commitment among organisational members thus achieving common organisational goals' (p.35). The representation of this leadership micropolitical practices emerged in the data from both schools. However, in terms of mobilising people to achieve common goal, the leadership characteristics emerged in SHS Songland seemed tp be

more associated with this given that this practice also part of their traditional culture embedded in the school.

Smeed et al (2009) indicated that *power through* of school leaders micropolitical practices situated between the domain of *power with* and *power over*. They argued that 'power through is facilitative power [where] system of transactional in nature such as through a system of rewards and sanctions' is negotiated' (Smeed et al, p.34). The result of data analysis suggested that this practice is demonstrated in leadership practices at SHS Caporo where the system 'rewards and sanction' has become the nature of organisational culture. *Power over*, according to Smeed et al (2009) is the use of authority to dominate and control. Smeed et al (2009, p. 34) argued, "School leaders who exercise this form of power can be authoritarian". In the two schools, although in some situations the principals demonstrated their strong authority to enforce policies, the data were not sufficient to conclude that the 'power over' practices were part of day-to day leadership practices. in other words, the results of data analysis revealed that in actual practices of school leadership, the degree of *power over* was hardly observable as a discrete characteristic. Therefore, the continuum adopted to depict the results in this study is ranging from *relational* to *transactional* (Illustrated in Figure 8.1).

The pressures from Macro and Meso Context



(Adopted from Smeed Et Al (2009) And Reconstructed Based On The Results Of Data Analysis)

The results illustrated that the extent to which school leadership practices is situated along the continuum is largely determined by the contextual issues facing the schools. In line with this, Giles et al, (2012)

aptly argued, “Education and leadership are always contextual. That is, leadership occurs in context and context influences leadership” (p.3).

As illustrated in the Figure 8.1, in the cases studied in this research, it can be concluded that the key foci of micropolitics practices of school leadership is a matter of creating an equilibrium space where external forces can be strategically accommodated while internal dynamic and resistant can be managed and compensated. Micropolitics practices as emerged in the data were a dynamic process of moving along this continuum. As Mulford (2008) put it, ‘in practice most [school leaders] adopt a range of leadership styles. Successful leaders adapt and adopt their leadership practices to meet the changing needs of circumstance in which they find themselves’ (p. 48).

Besides the micropolitics practices in school leadership, the results also highlight micropolitical practices in teachers’ practice of pedagogy. This is discussed in the next subsection.

### ***8.3.1.2 Change in Teacher Practices: The Micropolitics of Teachers***

As discussed earlier teachers in the two schools were confronting with the multiple challenges as consequences of education reform. Under the current performativity regime of devolved education reform, teachers have been characterised by work overload that to satisfy standards of accountability being imposed on teachers’ performance. Within the heightened pressures on teachers’ work, micropolitics have become

“ubiquitous and a natural [dimension] in the everyday life of schools” (Blase & Bjork, 2010, p. 241). Teachers’ practices of micropolitics in their job have been a subject of studies (Achinstein, 2002; Cooper, Ehrensals, & Bromme, 2005; Kelchtermans & Ballet, 2002a, 2002b; März & Kelchtermans, 2013). These studies illuminated teachers’ micropolitics practices around issues of professional development, supervisions and performance evaluation all of which can be linked to the pressure of accountability (as discussed in the subsection of ‘good teacher’). The emerging data indicated that there is a degree of micropolitical practices in teachers’ pedagogical practices as response to the pressure of accountability and the perpetual change of the national curriculum. As discussed earlier, teachers were experiencing a time where all of their activities in schools need to be accountable for all stakeholders in order to be acknowledged as ‘good teachers’. Teachers in this study revealed that they are now being the subject for a constant judged in many different ways, by different instruments and against different criteria set by external agents and agencies. Teachers are demanded to put in written records all things they do. Excessive administrative works has become the mechanism of accountability that is embedded in teachers’ daily job. These mechanisms range from daily activities journal<sup>46</sup> to annual plan. Coupled with constant monitoring and supervision from local government has made teachers work under the ‘terror of performativity’ (Ball, 2003). As

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<sup>46</sup> In SHS Caporo, daily journal is strictly monitored and need to be reported to the school committee. In this daily journal is required by the QMS ISO System applied in the school. In the journal teachers need to put every single thing they do during school hours including for example things the teacher is doing when he is not teaching in class because they records needs to show hourly records.

Ball (2003, p.220) put it, “increasingly, the day-to-day practice is flooded with a baffling array of figures, indicators, comparisons and forms of competition”. Consequently, teachers were naturally forced to find their way to cope with those accountability pressures. One of the coping strategies played by teachers –which by definition can be categorised as micropolitical practices- is the practices of ‘hidden pedagogy’. According to Denscombe (1982, cited in Sweeney, 2002) ‘hidden pedagogy’ refer to teaching practices that conducted by based on tacitly understood ideological and practical beliefs about teaching. This ‘hidden pedagogy’ in the context of centrally prescribed curriculum and teaching practices like the two cases studied in this research, emerged as the way express their belief and personal perception about pedagogical practices. Many participants pointed this out as their pedagogical practices. In fact, pedagogical practices were encouraged by the principals as a way of compensation and negotiation with the teachers. As one principal said “in classroom, when you are teaching, you know what is the best for your students”. The practice of hidden pedagogy, in SHS Caporo is included as one of the ‘*tong – deng – tong*’ (“just between us and us”, as presented in the results chapter) internal coping strategy to external pressures. In SHS Songland, hidden pedagogy was also emerged as part of teachers day-to-day practices. In both cases, the teachers

Demonstrated that ‘hidden pedagogy’ practices enabled them to enact policies in the way of their own choice. While they still need to keep their teaching accountable by doing the requirements of ‘official pedagogy’ replete with its accountability instruments, teachers seemed to agree that

those official requirements were the way to satisfy the 'system' on the surface. I should be careful to conclude this is what Connell (2013) refer to 'culture of fakery'. Though the fact that teachers were practicing 'hidden pedagogy' as the way of 'counter conduct' (Niesche, 2015) to the reform package of 'official pedagogy' indicated that there was an existence of, not necessarily a 'fakery', but definitely micropolitics practices. In the context of this study, micropolitics practice occurs as a way to preserve teachers beliefs about pedagogy and to express their sense of autonomy and identity. As Kelchtermans (2007a) argued "Individual teacher... have a more or less clear idea about what matters to them personally in teaching and what kind of teacher they want to be. This constitutes their sense of professional identity or their 'professional self-understanding'" (p.485).

Within the context of centralised system where the policies of education reform were predominantly designed from the perspective of bureaucracy of the central government, "teachers' capacity to make autonomous judgement about curriculum and pedagogy in the interest of their actual pupils is undermined by the system of remote control" (Connell, 2013, p.108). The results of data analysis about teachers' micropolitical practices is important especially in the context of supporting collective endeavour to co-construct the best possible option to education reform that accommodate and concern about what is actually occurring in the schools. The analysis of the data highlights that the current approach of education reform that was developed under the influence of economic rationalism values contradicts with teachers deeply held beliefs about what is 'good pedagogical practices' that defined their professional identity as

'good teachers'. It is evident that reform policies that impose different beliefs, although it was enforced through systemic mechanism (such as national curriculum or professional standards of pedagogical practices) it will elicit micropolitical actions of resistance (Johnson, 2004; Kelchtermans, 2007b; März & Kelchtermans, 2013; Starr, 2011)

### **8.3.1.3 Changes in The Nature of School Relations with Local Stakeholders**

Another theme emerged in the data analysis was the difference nature of interaction with the local community between the two schools. In the urban school there was change to interaction with the local community in which the relationship has become more transactional in nature. The role of school committee has change into the one the characterised 'share holder' that emphasise the efficiency of the resources and effectiveness of teaching and learning process as an exchange of their investment in the school. The school is forced to meet the expectation of accountability standard and therefore shifted the role of school in its relation with the community from being a collaborative partner to an institution that is required to meet the expectation of the community. The data suggested that tension arises between the school (i.e. teachers and principal) and the community/school committee if the expectation is not meet. This supports Christie and Lingard (2001) report about the tension between the school and the community (cited in Lester, 2011).

It is important to note that in the context of metro school (SHS Caporo) the community that was represented by the school community was not represent the community in general sense that refer to the

community that reside at the surroundings of the school. As the demographic data of the school informed, as the school has been developing into an 'elite' school, the surrounding presentation of local/surrounding community- lower SES- is getting fewer overtime. In contrast, the majority of students come from higher SES family whom most of them are not residing in the community near by the school. Therefore, in the data analysis, I used the term 'site community' to refer specifically to the local community resides at the surrounding of the school (school complex) and the term local community is used to refer to the school committee that represent the majority of parents in the school. Linking this result to the global trends, the results that identify the gap of access between the 'site community' with the 'local community' has raised a concern about the impact of globalisation on education in particular through the infusion of market views in education that lead to issues of equality. This result echoed what Rizvi and Lingard (2000) views about the impact of globalization on the school. They argue that globalisation has "created greater social stratification and more inequality in society" (p.419). Mok and Welch (2003) who focused their investigation on the impact of globalisation on education reform in the Asia pacific region concluded that globalisation has "intensified education disparities between the rich and the poor" (p.xi). The results of this study appeared to confirm this conclusion.

Conversely, in the context of rural school and the community relation, the result of this study revealed that the community participation and engagement in the school is more authentic and less tension arises

as compare to that of metro school. The relationship between the school and the community is depicted as more cultural and value-based driven by traditional living values of collectivist society. Unlike the rural community depicted by Lester (2011) in her study about rural community in Australian setting who wanted to engage in the school process of decision-making, community in this study show less interest in engaging themselves in the decision-making process of the school. But they showed high participation and involvement in supporting school programs of development although this support is not necessarily financial support. In this rural community, School is viewed as an important institution social institution and the principal and teachers were acknowledged as pivotal persons in the community. Authentic relationship between the school and the community is co-established based on collective values. This feature of rural community depicted in this study provided some empirical evidences to some studies about relationship of school and community in rural context (Clarke, 2002; Clarke & Wildly, 2004; Lester, 2011).

This study has revealed a clear contextual difference in the nature of relationship between the schools and the community. What has been made clear revealed by the result of this study is that in a more modernised society where the economic rationale has become a dominant views of the community, the relation tended to be more transactional and 'contractual' (Carson & Wadham, 2001). In contrast, in the rural society where traditional values that are relatively far from the influence of materialistic views of marketised society, the relation between the school and the community tended to be more traditionally 'conservative' (Clarke,

2002). In regards to the school endeavor to adapt to changes, the result of this study support Clarke's conclusion that "[t]he conservative inclination of some remote communities' cultures demands that...change agenda afford to stray too far from community values (2002, p.29). This indicated that local culture and values as the contextual features are fundamental issues that shaped and determined the school's adapting capability to reform agenda. The result of this study is therefore has supported the notion of the importance of contextual issues to be included in the equation of education reform policy design (Ball, 2012b; Braun, Ball, Maguire, & Hoskins, 2011).

#### ***8.3.1.4 Micropolitics as an Agentic Space***

Taken all together, the results of data analysis revealed that within the current devolved-centralised education reform in Indonesia, schools are never been politically neutral (Smeed, et al, 2009). Indeed, as Blase (2005) observed that most current educational restructuring approaches have been specifically designed to promote political activities in schools. Blase (2005) concluded, "In essence, power and politics dramatically affect and even drive all key dimensions of change and innovation in organizations (p. 267). In other words, micropolitical practices are inevitable consequences of school reforms. Lindell (1999) argued For schools principals and teachers it is a means for survival that has become "an inherent occupational requirement" (p.176). Similarly, Owen (2006) postulated "Power, conflict, coalitions and policy are alive and well in schools and make up the fabric of educational politics. Much of the time, education is not about what is best for children; it is about the adult issues

of power and control". It is evident in this study that controlling politics of managerialism approach to school reform has encouraged the schools principals and teachers to react in ways that they were safely comply with the imposed change agenda at the same time struggling to preserve their own belief and values as well as identities. There was an apparent necessity for schools, the principals and the teachers to have a *space* for them to enact their own agenda agentially and to counter-conduct the imposed reform agenda within their own context. Johnson (2004) referred to micropolitical actions that address the need agencial locus as an effort of 'finding a space'. For ontological reason, I suggest the term 'co-constructing agential space' to refer to the same phenomena of micropolitical actions that undertaken by the people in school (principals, teachers, and staff) but with different perspective about the nature of knowledge (practices). I shall argue that the word 'finding' while it is appropriate to represent an active and ongoing action, denotes that 'space' pre-existed somewhere in the school cosmos; it just needed to be found. In the context of school reform as ongoing social co-construction, the term 'findings' could potentially lead to ontological fallacy. People in schools are active agents of change, they act relationally as social agents to co-construct the realities that are contextually appropriate and sensible to them. As Zembylas (2010) argued "there is a co-constructive relationship among individuals, groups, and their environments; in other words, our social space is producing and is produced by us" (p.225). In this sense, micropolitical practice is a relational co-construction acts of

those social agents in constructing an *agentical space*<sup>47</sup>, where they can enact the reform initiatives agentically.

This research aimed at exploring the school dynamic in their effort to adapting to systemic change imposed through school reform initiatives. Relevant to this aim, the understanding the discourse of micropolitical practices as *agentical space* and its political implications are fundamental because their significance to school reform efforts (Baker & Foote, 2006; Hargreaves, 2001, 2004, 2005). Blase and Blase (2002) postulated that micropolitics is a fundamental dimension of many organisational structures and processes, and it constructed organisational mechanisms through which school change and reform outcomes are resulted.

The understanding of micropolitical practices in the schools discussed in this subsection has extended the understanding of the context of macro and meso [political] context within which the changes and school reforms taken place. In light of this understanding of micropolitical practices as the agentical space, I will now discuss the process of organisational practices undertaken by the schools as they are adapting to changes.

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<sup>47</sup> This discourse of agentical space is called with different terminologies in the literature of school reform such as *space for coping* (Zembylas, 2005, 2010; Zembylas & Barker, 2007) or *zones of enactment* (Spillane, 1999)

## 8.4 Section Three: The Process of Organisational Changes

This section discusses how the schools undergo the process of changes in any given change agenda. The results of data analysis revealed that there were three phases that characterised the process of organisational change in schools namely *Institutionalising, Transitioning, and Reaching the Equilibrium and/or Continuous Adapting*. This section discusses these three phases of change process in conjunction with relevant literatures. I am using Fullan's (2007) school change framework as the main resources for theoretical comparison with the emerging results of this study. Therefore, a brief description of Fullan's framework about the process is presented preceding the discussion about the emerging result about the change process in the two schools. Fullan in his seminal book about school change (2007) described school change as a three phases process namely *initiation, implementation, and continuation*. Fullan (2007, p.65) explained:

Phase I—variously labeled initiation, mobilization, or adoption—consists of the process that leads up to and includes a decision to adopt or proceed with a change.

Phase II—implementation or initial use (usually the first 2 or 3 years of use)—involves the first experiences of attempting to put an idea or reform into practice.

Phase III—called continuation, incorporation, routinization, or institutionalization—refers to whether the change gets built in as an ongoing part of the system or disappears by way of a decision to discard or through attrition.

The process of changes in the two schools is now discussed.

#### 8.4.1 Institutionalising Phase of School Change

In both schools those organisational practices that seeking for compliance and alignment were regarded as standard '*normative practices*' through which the new policies, regulations, or any form of systemic changes are integrated into the organisational existing structures. During this process, the schools are required to provide a structure within the school system to enable the new imposed change to be implemented by all member of the organisation. This includes the changes in school operational procedures, reviewing the organisational strategic planning and other school wide policies that are associated with the change. In SHS Caporo, the school where organisational management is operated under QMS ISO that outlines task-specific rewards system, institutionalising also involves process of negotiation of reward. Therefore, in this study this process is called *institutionalising process*, which indicated the process of putting all the changes in the formal structure of the institution.

The result of data analysis revealed that during this phase the schools main concerned is with the alignment and the compliance to regulations and policies imposed on the schools. Alignment of Administrative works/ paper work are important in this process as evidence of school congruency with the new imposed changes. Again, keeping in mind that most of the school changes emerged in the data were reaction to, and within the context of imposed changes from government and community as part of the current reform education. Taking the changes related to the new curriculum 2013 as example, during this

phase, all teachers are required to change their teaching practices and align with the prescribed national guidelines enforced on them. The schools institutionalises that facilitates and 'formalised' the change. Some structural changes for example are changes related to workload management and resources. Some procedural changes for example is introduced in the school timetable and teaching and assessment procedures. This phase involves two main processes: *Socialisation* and *Initiation*. The phase of socialisation is introduction phase through which the new change is introduced to the people in the school.<sup>48</sup> The emerging data suggested that socialisation process is essentially the information distribution through which all people in schools is made aware of the 'about to change' issues. Following the *initiation* process through which strategic decisions related to implementation of change were made. This includes the process embedding the change into organisational structure and designing the standard operational procedures of change implementation. The result of data analysis identified some organisational activities reflecting this phase such as the arrangement of special committee or task forces, the defining process of task descriptions and the assignment of personnel, the arrangement of structural and procedural standards as well as some technical aspects such as budgeting and reward system were prepared during this phase of change.

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<sup>48</sup> Please note, again, that the term *socialisation* might have some connections with terminologies used in the literature. In this research, the word 'socialisation' is used in accordance with the terminology used by the participants and some policy documentations to refer to the process of introduction of the change.

Comparing this with Fullan's framework, the process in this phase illustrated the same characteristics with the Fullan's phase one of initiation. A contextual difference with Fullan's framework, however, was indicated in terms of the emphasis of 'institutionalising' of the change process. In Fullan's framework, this formalisation was made explicit in the third phases of the change process when the decision whether a certain change needed to be officially embedded in the formal institution structure – thus to be continued- or not. In the context of the two schools, the process of institutionalising have to be in the first phases before some other process occurred. This is mainly because the nature of the two schools are public schools under government. Within the context of public schools in this research, all systemic changes need to be formalised through what the participants called '*normative practices*'. These normative practices are the processes of integrating change into organisational formal structure and procedures. In other words, changes need to be institutionalised in order to ensure that implementation will take place. Whereas, in the context where Fullan's study has been based upon, the processes of embedding the change into formal organisational structure may not necessary be the first 'must –do' process. In the context of this study, institutionalising is the first 'must-do' process through which the school system must operate in congruent with the bigger system, in this case the meso (local government), and macro (national) system of education.

Following the phase of Institutionalising with socialisation and initiation processes is the phase of *transitioning* as presented in the following subsection

#### **8.4.2 Transitioning Phase of School Change**

The result of data analysis revealed that at some point in time, there was a phase of transitioning process during which the values and meaning of the new imposed change is assessed by individuals and collectively as an organisation. Data from both schools as presented in the Chapter Five and Six indicated that this process is characterised by two processes: *Personal (de)construction* and *collective co-construction*.

##### **8.4.2.1 Personal (De)Construction**

The result of data analysis revealed that when adapting to change, individuals in the schools are making sense of the change through a process of values assessment. During this process, a person will re-think and reflect the changes being introduced to the school and assess them based on his/her personal values and belief. This process of includes individuals deconstructing of the change meaning and (re) constructing meanings base on his/her personal understanding of a change. The emerging result of this study has described that individual process of change as fundamental part of organisational change. This result resonates with views from some theorists (Oreg, 2006; Oreg & Sverdlik, 2011; Oreg et al., 2011; Oreg et al., 2008; Van den Heuvel, Demerouti, Bakker, & Schaufeli, 2010) who emphasised the importance to pay attention of individual change during the process of school change. This value assessment process often involved subjective value judgement as it

is assessed against the existing set of beliefs of the participants. In this thesis this process is called 'personal (de) construction' to indicate that during this process involves individuals' deconstruction of meaning of the change and constructing new meaning that is more sensible to them in their context – or context dependent sense making. Senge (2006) called this as 'mental models'. Kezar (2001) explained,

“[Sense making] emphasize how people interpret their world and reconstruct reality on an ongoing basis. Constructing this reality is an effort to create order and make retrospective sense out of what happens. Sense making focuses in how worldviews are shaped and altered, but there is a strong contextual rationality (the sense made is appropriate to the context” (p.47).

Some organisational theorists also refer to this personal (de) construction as a process of meaning-making through reflective action to increase the willingness to adapt or to resist to change (Mintzberg, 2004; Pfeffer & Sutton, 2000; Van den Heuvel et al., 2010). According to Ketelaar et al. (2012):

Teachers' sense-making of an innovation can be defined as 'the interaction between their own frame of reference and the perception of the situational demands that are inherent to innovations, resulting in the personal interpretation [of changes] (p.274).

Organisational change theorists (see for example, Armenakis, Berneth, Pitts, & Walker, 2007; Oreg, 2006; Oreg et al., 2011; Senge, 2006; Walker et al., 2007) argued that individual change is important in organisational change process.

In the context of school change, Fullan (2007, p.129) argued, “educational change depends on what teachers do and think”. The result

of this study suggested that in both schools, although officially imposed changes need to be implemented disregards the individual acceptance or reluctance, participants indicated that at some points they demonstrated their 'sense-making' and value assessment against the obligated changes. Emerging evidences for example are illustrated in the way teachers play 'micropolitical practices' in adapting to the curriculum changes. In both cases, although officially all teachers need to implement the new curriculum included the prescribed pedagogical practices, many of the teachers performed 'preferred pedagogical practices' instead of officially prescribed pedagogy. Some participants frankly admitted that they only follow the 'official pedagogical practices' in the presence of school supervisors in their class. This exemplified Zembylas' (2010) assumption that:

Teachers embrace or reject reform for quite different reasons; they bring to the reform efforts certain commitments... that effectively undermine or support the proposed changes... teachers, who are against the reform effort, may find ways to "adjust" the reform to their own needs and beliefs; on the other hand, others who embrace the reform efforts, value time and space opportunities so that they can be more successful in implementing the reform (p.227).

The results of this study has also suggested that no matter how clear the prescription of the change instructions as with the case of curriculum change, still the process of 'sense-making' or (de) construction in individuals is unavoidable. Therefore, for the school reform to be successful, understanding how personal (de) construction of change meaning is important. This resonates Fullan's (2007) argument:

No matter how honorable the motives, each and every individual who is necessary for effective implementation will experience some concerns about the meaning of new practices, goals, beliefs, and means of implementation. Clear statements at the outset may help, but do not eliminate the problem; the psychological process of learning and understanding something new does not happen in a flash. The presence or absence of mechanisms to address the ongoing problem of meaning—at the beginning and as people try out ideas—is crucial for success, because it is at the individual level that change does or does not occur (p.39) (emphasis added).

Another crucial process during the transitioning phase of school change is what in this thesis called *Collective Co-construction* as discussed in the following subsection.

#### **8.4.2.2 Collective Co-construction**

As change in schools in this research is seen as a social interaction process, associated with individual (de) construction process is collective co-construction. It is a process during change initiatives in which the individuals are relating their personal construction of meanings about change with others in order to co-construct the common ground for everyone to change or organisational consensus about change. In the case to the two schools, this process involves negotiation and transactional process, accommodation, compensation, and co-constructing common value consensus. This resonates Fullan's views (2007) that

At the teacher level, the degree of change was strongly related to the extent to which teachers interact with one another and to others providing technical help and peer support and pressure. Within the school, collegiality among teachers, as measured by the frequency of communication, mutual support, help, and so forth, was a strong indicator of implementation success... Significant educational change consists of changes in beliefs, teaching style, and materials, which can come about only

through a process of personal development in a social context (p.138-139).

At the two schools, this transitional process is demonstrated through providing institutional structures that facilitate the realisation of the change. At conceptual level, this collective co-construction involves sharing ideas and 'the individually constructed meaning' through dialogues, that could range from serious talk in formal meetings or informal talks such as '*tong deng tong*' (just between us and us- see micropolitical practices at SHS Caporo at Chapter Five). At operational level, this collective co-construction is enacted through, for example, trainings and other related skill-based programs that were oriented to equip the human resources in the school to implement changes. The collective co-construction is also often extended to improvement of school facilities and resources as part of collective endeavour to adapt to changes.

The result of the data analysis suggested that the collective co-construction process is also associated with the degree of public and community participation to support the schools. In SHS Caporo, this public and community engagement is channelled through the active involvement of the school community in the school management via the School Committee. In SHS Songland, public and community participation is encouraged also through the parents' participation. What appear to be contextual difference between the two schools is that in SHS Caporo where the community participation and engagement was 'formalised' through the school management (i.e. via school committee that also has

great involvement in QMS ISO of school management) the collective co-construction is more focused on negotiating and accommodating different (often conflicting) interests that is very transactional in nature. This has made school micropolitical practices are more articulated in the school. In SHS Songland, the collective co-construction with the community is more based on shared-values that is informally 'structured' in their traditional culture of collectivist society. This, however, does not indicate the absence of micropolitical practices. But as result of data analysis revealed, micropolitical practices in this particular context is more generative toward solution to cope with the challenges of low SES. This result exemplifies Tönnies' classical account on community and civil society (Harris, 2001). In his account, Tönnies decribed the distinction between *Gemeinschaft* (loosely translated as "community") and *Gesellschaft* ("society" in the formal, contractual sense) (Tönnies, 2001). What has been brought to the foreground by the results of this study is that while in the current education reform system enforces a form of contractual society replete with its accountability culture, the real challenge for schools to effectively adapt to change is to be able to build an authentic shared-value based community within the system of contractual society. Put simply, borrowing Tönnies words, to co-construct *Gemeinschaft* within *Gesellschaft*.

The results then resonate the call for authentic community engagement as advocated by Sergiovanni (Sergiovanni, 1994a, 2005). In his seminal book 'Building School Community', Sergiovanni (1994) reminded, "we become connected for reason of commitment rather than compliance" (p. 58). He continued to argued, "People are bonded to each

other as a result of their mutual bindings to shared values, traditions, ideas, and ideals" (p. 61). And as the results of this research suggested, given the context of each school is unique, schools are better run as communities rather than formal and contractual organisations of society. Basic reasoning that underpinned Sergiovanni's theory was that the need for a sense of belonging, being connected to others is universal need of human as social being. Not surprisingly, in Fullan's theoretical model of school change (2007), he identified that community (pressure, support, apathy) is one of an important elements affecting school change process of initiation. Relevant to collective co-construction of meaning during the transition phase in this study, Fullan (2007) argued:

Meaning has both cognitive (knowledge) and affective (moral) dimensions. Both must be cultivated and connected. And it is individuals working in interaction with others who have to develop new meaning, and these individuals and groups are insignificant parts of a gigantic, loosely organized, complex, messy social system that contains myriad different subjective worlds (p.104-105)

In summary of this transitioning process, the results of this study revealed that individuals play important roles in the process of change transition. They make sense of changes imposed on them based on their context that comprises multiple realities (of cultural background, experiences, set of believe, and other aspects related to personal characteristics). This sense-making / personal (de) construct process will the determined individual reaction to changes (März & Kelchtermans, 2013; Zembylas, 2010). However, meanings are always social products of social interactions of individuals and always in relational to contexts inside and outside (Gergen, 1994, 2003b, 2009; März & Kelchtermans, 2013).

The results of this study has confirmed that to be able to proceed and adapting to change successfully, school needs to facilitate this transitioning phase through a process of co-constructing collective meaning. This process should embrace, give space to, and acknowledge individuals process of (de) construction to be able to tap individual commitment to get engaged in the collective co-construction. As the emerging results suggested, this transitioning phases is determined by key factors of *leadership, organisational structure and resources, organisational culture, and individual characteristics* that constitute the school organisational characteristics and adapting capability to change. This will be discussed in more detail in the section four of this chapter. The key message revealed through this result is that transitional process in both schools is critical and determinant to whether or not the school can proceed to the next phase of change process, given that during this process the value filtering and internationalisation occurs, individually and collectively.

The next phase of change process emerging from the two schools is reaching the equilibrium state and/or continuous adapting state of organisation.

#### **8.4.3 Reaching Equilibrium and/or Continuous Adapting**

The result of data analysis indicated that at some point both schools needed to achieve a state of equilibrium. This is usually occur after the schools have gone through a critical phase of transitioning during which individuals were making sense and internalising the values of change and collective co-construct the meaning of change at

organisational level. This state of equilibrium is the conditions where the schools have met and aligned their organisational practices with the change forces imposed on them. In the context of the two schools this equilibrium state is achieved predominantly by compliance to governmental laws, and regulations, policies, or instructions. In relation to societal change forces from local community this equilibrium state is the negotiated state of mutual consensus. The results about reaching the equilibrium state in this study, confirmed Lewin's (1972) classic description about the phase of *re-freezing* in a change process. Through this phase of change, a new state of organisational stability is achieved. Emerging data from the two schools that illustrate this is, for example, related the Teachers Professional Certification Program (TPCP) when the teachers have meet the standard criteria of professional competency, they tend to be *idle* and feel no urgency for change anymore. However, although in many cases the equilibrium phase remarks the construction of a new status quo thus indicates an idle states of change initiatives, data also revealed that the equilibrium state is not the end of the recurring changes process. This result then challenged the linear model of Lewin's theory where organisational changes tended to be construed as event-base that has definitive phase of beginning (*freeze*) *in progress* (*unfreezing*) and, the end (*re-freezing*) (Lewin, 1972). Instead, in terms of phase of the change process, the results of this study resonated Fullan's (2007) view about change as he reminded,

Change is a process, not an event (p.68) ...but it should be clear that the process is not simply linear and that all phases

must be thought about from the beginning and continually thereafter (p.103).

The data indicated that as the context of change for the schools are very dynamic and endlessly evolving, schools are required to anticipate and move beyond this equilibrium state. In this thesis, this is called *continuous adapting*. Both schools demonstrated some characteristics that indicate continuous adapting/learning in their organisational practices. In SHS Caporo, the continuous adapting, for example, is demonstrated through making the professional development as part of organisational routines that is officially embedded in organisational structures (i.e. professional development is listed in school annual program and budget is allocated in the school financial planning). In SHS Songland, despite their struggle in financial resources, the school also facilitated professional development through informal knowledge sharing. Results of data analysis show that school effort to facilitate continuous adapting are associated with learning activities, individually and collectively. The results suggest that in the context of systemic changes enforced through school reform policies, continuous adapting essentially is about continuous [organisational] learning. The results of this study reprise some researchers who associated the systemic nature of school changes with the construct of learning organisation (Kenneth Leithwood, Lawrence Leonard, & Lyn Sharratt, 1998; Leithwood & Louis, 2000; Marks, Louis & Printy 2000; Silins & Mulford, 2002; Silins, Mulford, & Zarins, 2002).

Linking back to Fullan's framework of school change as comparison, there are some important points can be made clearer in this study. First, due to the contextual difference with the social and the governance system that Fullan took as the backdrop of his theoretical analysis, the empirical evidences in this study revealed some contextual idiosyncrasy with the process described by Fullan. A clear distinction for example, Fullan (2007) described that the not until the change has got a certain level of acceptance and commitment in the school then the process is likely to be *institutionalised*. Therefore, in his description *institutionalising* was put as the third phase. The tipping point that determine the continuation of change process in Fullan's description is situated in the third phase of the model. Whereas, in the context of this research, due to the nature of schools that is managed under a devolved-centralised national education system, the emerging data revealed that *institutionalising* phase is the first and foremost phase of school changes through which compliance and congruency to system is established. This suggested that for public schools in this context, the space for the school to deviate from the imposed changes is not an option. In this context, all changes must be taken as official change and therefore *institutionalising* phase happen in the first phase of any change in the schools. Within this context, the critical tipping point happens in the second phase of change which in this thesis is called *transitioning phase*. The second phase, as the results indicated, is the most critical phase where four internal determinant factors such as leadership, organisational enabling structure, organisational culture, and individual set of believe/ adaptive attitude (Van

den Heuvel et al., 2010) interweave to co-construct organisational adapting capability to changes.

Another distinction with Fullan's (2007) description about the process of school change emerged in this study is that, Fullan tended to ignore a state of stability and equilibrium in as part of school changes process. It is understandable that he would like to emphasise the 'continuity' of change as ongoing process. The emerging data from the two schools in this study however, suggest that equilibrium state is integral part of school change process. Because at some points, imposed change that is systemically directed with prescribed change targets and goals, can be achieved by the schools. Although the achievement of the change targets/goals in many cases were assessed merely by administration alignment but in this case those changes were considered as complete. In the two schools, data that substantiated this conclusion were evident for example in the case of curriculum change, after all teachers can make necessary administrative adjustments to their teaching, and the schools have adjusted the workloads, provide the textbooks, and altered organisational structure and procedures required by the changes, the schools arrived at a point of stability.

Nevertheless, as the results of this study confirmed, school organisational change is better construed and understood as an ongoing evolving process rather than events. Therefore, the equilibrium state demonstrated in the two schools is usually temporary. The participants through their individual (de) construction and collective co-construction will

keep adapting and keep creating new state of equilibrium as the context of change is continually evolving and requires them to keep changing.

In the next section, I discuss the enabling practices and internal conditions affecting the schools as they were adapting to change.

## 8.5 Section Four: Enabling Practices and Internal Conditions Affecting the School Change

This section discusses the result of data analysis in regards to the research question four that focuses on identifying the enabling practices and internal conditions affecting the schools in the process of adapting to change. At this point of the thesis, the result of data analysis has illustrated that the school changes are a dynamic and complex process that involves multiple factors and agencies throughout the layers of school context (macro, meso, and micro). How governmental and societal factors influenced the schools have been clearly presented in the preceding chapters. As the aim of this study is to explore *what inside the school* as they were adapting to changes emanated from that multiple contexts, this section focuses only on looking at the *micro* context – school internal dynamic when they adapt to or enact imposed changes. In addition, this research, particularly in data collection process, was conducted by adopting generative principles of Appreciative Inquiry (AI) Approach (Cooperrider et al., 2000; Cooperrider et al., 2008; Ludema et al., 2006), that aimed to co-construct shared understanding about the school changes dynamic. The emerging results from the two schools revealed that there are four key elements that function as enablers that constitute schools organisational capability in adapting to change. These elements are: Leadership, School Organisational Structure (Management and Supporting Resources), School Culture, and Individual mental models (adaptive attitude that constitute collective adaptive behaviour). I should call this as dimensions of school adapting capability. These dimensions are now discussed.

### 8.5.1 Enabling Leadership Characteristics

The emerging data from the two schools clearly illustrated the importance of the leadership roles in the school in times of changing. This result resonates the main theme in school leadership and organisational research (for example, Fullan, 2007, 2012; Hallinger, 2010, 2011; Hallinger & Huber, 2012; Leithwood, Harris, & Hopkins, 2008; Leithwood & Jantzi, 2006; Marks & Printy, 2003; Silins, Mulford, et al., 2002; Silins & Murray-Harvey, 1999). Connecting to multiple context and levels of school reform, Fullan (2007) commented,

Meanwhile, at the school level, the principal has become increasingly important. The principal has always been the “gatekeeper” of change, often determining the fate of innovations coming from the outside or from teacher initiatives on the inside. With the advent of site-based management across the world, more and more onus for initiative has landed at the principal’s doorstep. Principals are now expected to lead change, and thus they have become a critical source of [change] initiation (p.75).

Fullan’s view about the roles of school principal is relevant to describe the vital roles of the principals at the two schools. Regardless the contextual differences, the fact both schools were managed and regulated under the same education reform policies has subjectified the schools as ‘micropolitical’ arena that are forced to meet the standard of being ‘good schools’ that have ‘good principals’ and ‘good teachers’ (Ball, 1997, 2012a, 2012b, 2015; Ball et al., 2012; Connell, 2013). Within this context of education reform, both principals demonstrated what they construed as ‘strategic leadership’ practices. As the emerging results suggested, this strategic leadership practice comprises four key elements: Understanding the contextual (Contextual Leadership); Leading the management,

improvement, and change with managerial knowledge and skills (*System leadership*); *leading teaching and learning, and professional development (Instructional Leadership)*; and *Developing positive* constructive, cooperative, and collaborative environment as the school as well as engaging with wider community and stakeholders (*Relational Leadership*). In what follows, the emerging results that associated with these characteristics is discussed.

#### **8.5.1.1 Contextual Leadership: Understanding The Context**

The results have illustrated the context of governmental and societal within which the two schools are situated. Given the context of both schools were nested in multi layers of governmental systems and societal contexts with diverse pressures and challenges on schools, the school principals are required to have a sense of contextual astuteness. In the context of the two schools, this contextual astuteness is associated with the ability of the principals to understand the internal dynamic as well as changes in the external of the school that might affect the schools. This includes being strategic in coping with diverse stakeholders with diverse interests on schools. As the data illustrated this has been tightly linked to the nature of micropolitical atmosphere of the schools. Leadership contextual astuteness demonstrated by the two principals, for example, is in dealing with their local government where they need to show a great degree of compliancy in all local government policies. This contextual astuteness also encompasses the principals' responsiveness to their local society. In the literature, this leadership practices of contextual astuteness has been called by various name such as the ability for *environmental*

*scanning* (Silins, Zarins, & Mulford, 2002); *responsiveness to context* (Leithwood et al., 2008; Leithwood & Louis, 2000), and *Contextual leadership* (Osborn, Hunt, & Jauch, 2002). What the results of this study have made clearer is that regardless of the difference in socio-political context, school is never been politically neutral. The contrasting socio-political context depicting by this study (i.e. metro school and rural school) contributed to exemplify the notion of how schools are being transformed within a politically-laden environment. Therefore, micropolitical practices appeared to be integral part schools' leadership skills of contextual astuteness. The emerging results that contextual astuteness of school leadership practices in this context is associated with the ability to demonstrate responsive to environment change,

to maintain the balance between the congruency with external forces; and to maintain a sense of internal autonomy (within the limited sphere due to external pressures) to create a conducive atmosphere for change. The results of this study that depicted contextual astuteness of the principals empirically illustrated Smeed's (2009) theoretical model of principals micropolitical practices in adapting to change.

#### ***8.5.1.2 System Leadership: Leading the Management of the School, Improvement and Change***

Another enabling practices on the domain of school leadership is the managerial knowledge and skills I comply with the education system within which the school is located. Both principals demonstrated a capability in managing changes that requires them to change administrative aspect of the schools to comply with the system

requirements. As the results suggested, in all imposed changes, schools are required to changes their structures and procedures to align with the changes. Three themes emerged in the data in relation to the principals managerial and knowledge skills. These are: *restructuring job/workloads, managing resources, getting and mobilising support /networking*.

As presented in the Chapter Five, Six, and Seven, the principals of the two schools need to demonstrate their managerial skills in adapting to systemic changes imposed from the higher level of administration (i.e. local and central government). The most apparent managerial knowledge and skills is to restructure job throughout the schools to comply with the change in the workloads due to policy changes. Some reform policies implementation that inherently required this managerial knowledge and skills are change in national curriculum, teachers professional certification program, and school accreditation. Another part of this managerial knowledge and skills are managing the school resources. The two principals, however, demonstrated different approach in managing the resources. The principal of SHS Caporo, having the school management that was adopted from corporate model of QMS ISO, the resource management was directed toward generating school financial income and efficiency of the resources utilisation. In the rural school – SHS Songland, inadequate resource has been the ongoing challenge for the schools. The principal managerial knowledge and skills was demonstrated in the way he successfully managed the inadequate resources to meet the minimum standard criteria of School Accreditation Program.

In addition, part of the emerging characteristics of school leadership enabling practices in the two schools was the principals' capability to get and mobilise support from school stakeholders. Again, due to difference in the societal context, this practice was demonstrated differently by the two principals. In SHS Caporo, the principal utilised the management model that emphasised accountability as the vehicle to get support from external stakeholders. This is evident in the data, for example, by the number of school partnership programs with external agencies. This indicated that in the school context where the school management was designed under the principals of market views, the principal strategic roles that were directed toward magnifying the aspect of accountability (through for example emphasising how the school applied QMS ISO to maintain public accountability on school) can be an effective enabling practices to gain public support. This result suggested that in the current education reform that glorifies accountability, managerial knowledge and skills need to be considered as integral part of school leadership capability. This then collapsing the dichotomy between the notion of 'leadership' and 'management', or 'leaders' and 'managers' as usually found in organisational literature (e.g. Crawford, 2014). In SHS Songland, the principal capability to gain external support was demonstrated through the use of cultural bond between the school and the local community. This result has suggested that in the rural school, the principal also has important role in the social capital formation (Kilpatrick, Johns, Mulford, Falk, & Prescott, 2002).

Integral to system leadership practice emerged from the data analysis was the practice of shared leadership by the two principals. The difference however, was identified in the formal organisational structure of the schools in which in SHS Caporo shared leadership appeared to be more formally mandated by the management system under QMS ISO. Whereas in SHS Songland, shared-leadership practices was more informal that reflected in the way the principal delegated and distributed tasks to teachers and other staff without needing to put in the tasks officially in the formal structures. Studies that focus on successful principal have identified shared leadership practices as one characteristic of successful school principal (Gurr, Drysdale, & Mulford, 2006; Leithwood et al., 2008; Marks & Printy, 2003; Sanzo, Sherman, & Clayton, 2011). In their meta-analysis of the most often claimed characteristics of successful school leadership, Leithwood et al, (2008) concluded, "School leadership has greater influence on schools and students when it is widely distributed" (p.27). While the claim on students achievement was not the focus of this thesis, the results of data analysis suggested that shared, or distributed leadership practices contributes to the successful of the schools to be a 'good school' in their context. The result of this study however has helped to indicate that in metro school in which the pressures from local community and stakeholders was more intense, the practices of shared leadership is useful in order to share the risks with other stakeholders. In addition, as shared leadership practices has been linked to school organisational learning (Silins, Mulford, et al., 2002; Silins & Murray-Harvey, 1999; Silins, Zarins, et al., 2002), the result of this study

that identify shared leadership practice as an enabling practice for school change has indicated that there is a possibility to construe organisational learning as an integral part of organisational change.

### ***8.5.1.3 Instructional Leadership: Focus on improving Teaching and Learning by Supporting Individual Professional Growth***

Leading teaching and learning is one of the main tasks of leaders in the two schools. Although this research did not specifically focus on the teaching and learning aspects of the schools, indeed, all emerging issues in the data were inherently associated with the quality of teaching and learning process. Both of the principals on this study demonstrated the practices associated with this core task of school leadership. For example, they support and encourage *professional development*. Moreover, when dealing with the change in curriculum, both principals demonstrated high understanding of how to adjust the enactment of the policy based on the context of the schools. Although some adjustments posed some risk of misalignment with policy goals, but as far as the data concerns, both principals successfully lead the process of adapting to changes in curriculum. This indicated that part of educational leadership practices is to take risks and adapting pedagogical practices contextually. In the current educational research, the practices of leading teaching and learning are often called instructional leadership (Alig-Mielcarek, Hoy, & Miskel, 2005; Goldring, Porter, Murphy, Elliott, & Cravens, 2009; Hallinger & Wang, 2015; Mangin, 2007; Robinson, 2010). The focus of instructional leadership in the two schools was on improving teachers' adaptability of

pedagogical practices as an impact of ever-changing curriculum in the current Indonesian education reform.

The two principals demonstrated their effort to improve teaching and learning quality in the schools by supporting individual professional growth. This was not a surprise in the literature of school leadership and change. Some previous studies have indicated this as an important ingredient of successful school principals (Garza, Drysdale, Gurr, Jacobson, & Merchant, 2014; Gurr et al., 2006; John et al., 2008; Silins, Zarins, et al., 2002). However, what this study has added to the current understanding is that the leadership practices to support individual professional growth is also related to the degree of external support and influence over the school. In the context where the local community has high degree of involvement in the school management, as with the case of SHS Caporo, professional development is much more doable by integrating it formally in the school strategic planning. To do this, the principal at SHS Caporo has demonstrated leadership skills of communication and some degree of micropolitics. In the context of rural school where the local community has less involvement in the school management as with the case of SHS Songland, the professional development is totally dependent of the leadership decision. However, the issue of resources deficiency seemed to remain an unresolved challenge for the school. The principal role in the context like SHS Songland is to support by actively engaged with teachers in local professional development activities and making administration requirement such as study leave permit easier for the teachers. Although such supports might

seemed simple, it has been argued that such kind of support influence to improve positive attitude toward professional development (Hilton, Hilton, Dole, & Goos, 2015). Fullan (2007) signposted that external conditions of the local community can be supporter or barriers to school change. The result of this study confirmed such assertion.

#### ***8.5.1.4 Relational Leadership: Developing a Value-Based Positive School Environment***

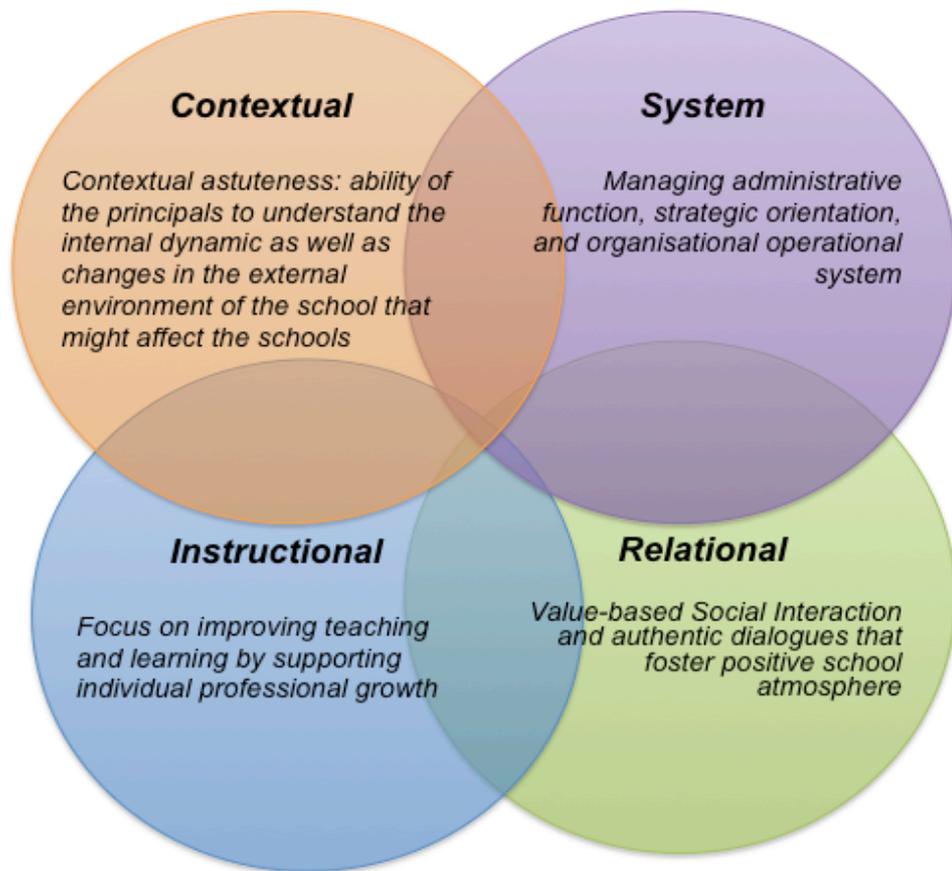
At this point of the thesis, I have described the context of the schools within which the discussion about leadership was situated. It has been made clear that within the current micropolitical atmosphere of school reform, school principals have very critical roles in leading the schools during the change process. The results of this study has brought to the foreground the importance of having a quality of leadership practices that value relational aspect of leading in time of change. As data illustrated, the principal practices of relating to others could range from transactional to authentic empathy to others. While these emerging characteristics have been demonstrated by the two principals, the data illustrated that the extent to which this relational leadership situated along the continuum of 'transactional' to 'authentic' relating (Avolio & Bass, 2002; Avolio & Gardner, 2005) seemed to be influenced by the nature of relation between the school and the external stakeholders. This is vividly depicted in the two cases that have a contrasting local context. In this study it was identified that school relation with the government was always political and bureaucratic in nature. Within this nature of bureaucratic organisations relational leadership tended to be in the form of formal

relations that was defined by roles and task (Gittel & Douglass, 2012). Therefore, in this study there was no identified difference in leadership practices in terms of relating with the government between the two schools principal. An identifiable characteristic emerged in the domain of principal relation to the local community. In SHS where the relation between the school and the community tended to be formal and 'contractual' (Carson & Wadham, 2001), the leadership practice or relating emerged to be more transactional in the sense that the school produced the 'expected quality' (as required by the standard of accountability) in return to the community 'investment of resources' in the school. However, this kind of relational practices appeared to be an 'enabling' practice that leveraged the school ability to adapt to change given the complexity of principal roles in politically interfered and bureaucratic forms of organisation of the school (see for example, Uhl-Bien & Marion, 2009).

In the context of SHS Songland, where the local community was less involved in the formal school management and organisational process, the relational aspect of school leadership emerged to be more directed toward empowering the local community to support schools and embedding the local traditional values of collectivist society into the school culture. Some leadership practices that demonstrated by the principal in SHS Songland were: Engaging and proactively *relating* with teachers, staff and community in an ongoing dialogic process; Fostering collegiality through the traditional collective cultural living values of "*Malunsemahe*"; empowering and supporting personal growth; trusting and believing in others; demonstrating empathy/valuing interpersonal relationship;

responsive and sensible to the local context. Although these practices can be associated with different labels in literature (see for example, Gurr et al., 2006; Kezar, 2001), I should argue, that the most emerging aspect of leadership practices in SHS Songland is how the principal value the quality of authentic relation with others (i.e. government, community and internal people of the school). This provides the rationale to call it relational leadership (Fairhurst & Uhl-Bien, 2012; Uhl-Bien, 2006b). Embedded in *relating* leadership practice is value-based leadership that emphasises building the school as a venue for enhancing social capital (Raihani, 2008; Raihani & Gurr, 2006). The result has suggested empirical evidence that relational leadership practices contributed to the development of social capital. This resonates McCallum and O'Connell theoretical (2009) and confirmed the characteristics of value-based leadership in Indonesian context (Raihani, 2008; Raihani & Gurr, 2006). This result is therefore strengthened the important of 'relating' as a key characteristic of successful leadership that not only affect the internal atmosphere of the school but also impacted broader societal context (Christens, 2012; Cunliffe & Eriksen, 2011; McCallum & O'Connell, 2009). Moreover, the results of this study reverberated the importance of having a deep engagement with local community especially in the challenging society with high poverty/ low SES (Jacobson, 2008; Leithwood & Steinbach, 2003). At meta-theoretical perspective, this result also suggest that relational leadership is a process of social construction that encompass the dynamic process human interactions as relational being (Gergen, 1997a, 2003b, 2009).

Putting it all together, in regards to enabling practices of the school leadership, the result of this study has again confirmed that strategic leadership is a key enabling factor for schools in adapting to change in the context of school reform (e.g. Fullan, 2007). The four interconnected dimensions of enabling leadership practices is illustrated in the Figure 8.2.



**Figure 8. 2 Four Dimensions of Leadership Enabling Practice**

Although this might sound as common knowledge, the result of this study has clarified that every context required different approach of leadership. What constitutes 'strategic leadership' in this context consists of complex spectrum of leadership practices that made the school leadership feature in this context. This is to say that even with the plethora of leadership theorist, there will be a mistake to adopt a theoretical prescription of leadership practices to be the fix formula for the schools to successfully adapting to changes in reform process. Moreover, the result

of this study also vividly depicted, even within the context of school reforms under one national system, leadership practices that enable the schools in adapting to change are different and context – dependant. Therefore, part of successful leadership practices across the two cases in this study was called ‘contextual leadership’ indicating how important to pay attention to contextual factors during the school process of changes (Belchetz & Leithwood, 2007; Braun et al., 2011; Osborn et al., 2002; Osborn & Marion, 2009).

Besides leadership practices, organisational structures and culture were also emerged as enabling factors that contribute to school adapting capability. In what follows, these two enabling factors are discussed.

### **8.5.2 Enabling Organisational Structures**

The results of data analysis identified that part of enabling practices in the two schools is the organisational structures that facilitate people in school to adapt to changes. Organisational structures in this context refers to “formal system of task and authority relationships that control how people coordinate their actions and use resources to achieve organisational goals” (Jones, 2010, p. 8). The results of data analysis pointed out that there are four themes in the schools organisational practices that characterised school structure enabling practices: 1) school structures that encourage participation in decision making; (formal) 2) enabling channel for community engagement (informal); 3) school structure of management that support ongoing professional development; and 4) the availability of supporting resources. The extent to which each of

this is demonstrated in the two schools is different. In what follows each of these enabling organisational structure is discussed.

The characteristics of school structures that encourage participation in decision-making are more observable in SHS Caporo. This is understandable given the context of the school that emphasise the implementation of school management with high control for accountability. The implementation of SBM replete with the technology of QMS ISO has made the participation in decision-making as part of official organisational management procedures. The fact that through participation that was channelled through the management model has helped the schools to improve their quality of physical facilities as well as made other supporting resources sufficient to support the school is evidence that such organisational structure is an important enabler for the schools in adapting to change and implement school reform agendas.

In SHS Songland, the school structure that encouraged participation in decision-making is less emphasise. As described previously in chapter Six and Seven, although the school implement SBM that mandated shared-management with the community via School Committee, the local community in this rural school was not really engaged in the decision-making process. The only decision that considered as a 'shared' decision was about the amount of the school fees charged to parents. Other than this, the local community appeared to be receptive to the strategic decisions of the school. However, as data suggested, this did not mean that the local community did not participate and engaged with the schools. The local community participation and

engagement with the school is less formal and did not necessarily regulated with the official school structure and this has indicated another theme in the data about the informal channel for community participation and engagement. In terms of internal people (teachers and staff) participation in decision-making process, both schools share the similarities in which all people in the schools are encouraged to participate in decision-making process. However, as the nature of school as part of multi-layered authorities, the issue of lack of school's autonomy in the process of decision-making appeared to be an ongoing challenge for both schools to truly encouraged and accommodate internal people aspirations (also see, Fink & Brayman, 2006).

Besides the formal organisational management structure that by design of SBM encourage participation in decision-making process, the both schools also demonstrate a degree of openness to community participation through informal ways. In contrast to participation that facilitated through formal organisational management structure, this informal way of engagement is more presented and observable in the rural school- SHS Songland, and as far as organisational data concern this has not emerged in SHS Caporo. To illustrate, in SHS Songland, they have a program of '*mepalose*' [traditional culture of helping each other] where community/parents were helping the school with maintenance works that includes lawn mowing and repairing schools' facilities. But this is more irregular and did not put as a formal school program. Instead, it was the parents initiate the best time for them to do so. This is usually done once every two months or based on the school needs. This result exemplify the

difference characteristics between the formal society and community (Tönnies, 2001), and justify the call for building schools as community rather than formal and contractual society (Sergiovanni, 1994a, 2005). However, the comparison of the two schools does not mean to suggest to favour one over another. Sergiovanni (2005) In his theoretical analysis about schools reform strategies, refer to the organisational structure that demonstrated by SHS Caporo as 'market' strategy, while what depicted by SHS Songland as 'community' strategy. He argues that each of this is effective to the context that requires such strategy to be implemented.

In regards to school management that support ongoing professional development, both schools show a high degree of awareness about the importance of ongoing professional development as part of developing school adapting capability to change. In SHS this was embedded in annual program as priority. Moreover, as illustrated in respective data analysis in Chapter Five and Seven, as the school is proactively improving its competitive advantage, in SHS Caporo professional development has been acknowledged as part of the community investment on the schools. Therefore, this school was fortunate in terms of supporting resources. In this school, the organisational practices that support professional development was evident as enabling practice for the school as they need to adapt and align with changes imposed on the schools. In SHS Songland, despite the fact that the school is still facing the challenge of lacking of resources, the school also support the teachers to do professional development although if compare to SHS Caporo people in this school less fortunate in terms of financial support for their professional

development. This result resonates the importance ongoing professional development as part of organisational learning that improved school capacity to adapt to and implement changes (Bawulang, 2009; Silins & Mulford, 2002; Silins, Mulford, et al., 2002; Supovitz & Turner, 2000).

Another theme appeared as an enabling factor is the availability of supporting resources. This theme emerged as one of the key factor that constituted organisational adapting capability in SHS Caporo. There is heated debate in the literature of school improvement whether or not money/resources matter to schools (see for example, Baker, 2016; Grissmer, Flanagan, & Williamson, 1997; Guryan, 2001; Holmlund, McNally, & Viarengo, 2010; Paxson & Schady, 2010). The case of SHS Songland that has low financial capability that lead to lack of participation in professional development has illustrated that resources do matter for the school in implementing and adapting to change given that the nature of changes in the current education reforms require organisational capability to finance the implementation of changes. Moreover, in the current governance system of regional autonomy of Indonesia in which the budget to schools where limited under the local government allocation, the school capability to provide supporting resources (i.e. financial and non-financial) become important for the schools.

This result of this research, again, has consistently shown how the local context varied across the schools and influenced the schools operational. Moreover, the result that highlighted the importance of management and administrative aspect of school suggest that within the current global education reform that has been enforcing accountability,

technical aspects of school management and administrative function are important. In the plethora of school reforms literature however, this aspect has got little attention. Some descriptions of what makes a 'good' and successful school seemed to overemphasises conceptual factors such as school as learning organisation, school leadership, professional development, students achievements (John et al., 2008; Silins & Murray-Harvey, 1999; Silins, Zarins, et al., 2002). Moreover, some studies focused on school organisational reform and successful school in Indonesian also did not seemed to explore administrative aspect of schools as important part of school organization (Berkadia, 2014; Fitriah et al., 2013; Indriyanto, 2013; Sumintono, 2009; Sumintono & Raihani, 2010; Sumintono et al., 2014). The result of this study contributed to expand the focus of current studies on Indonesian schools in regards to school reform initiatives by highlighting the importance of school structure and administrative functions as part of enabling practices as the schools are adapting to changes imposed by the reform policies and societal pressures. This is important given the definition of what makes a 'good' and successful school in the current education system in Indonesia is still defined based on the views that emphasises the system congruency and alignment as measured by administrative function of the schools. This is to say that school management and administrative function is not negligible and should be taken into concern for any attempt to be successfully acknowledged as a successful and 'good' school as demonstrated by the schools in this study.

### **8.5.3 Enabling Organisational Cultures**

One enabling characteristics emerging from the data is associated with the school organisational cultures. Organisational cultures in this research refers to “set of values and norms that control organizational members’ interactions with each other ...and with people outside the organization” (Jones, 2010, p. 9). In regards to school organisation cultures, the two schools demonstrated different characteristics. In SHS Caporo, given its features as a ‘modernised’ school with its urban societal background, the most observable school culture emerged from the result of data analysis is a modern corporate culture in which practices that support the school’s competitive advantage and financial gain such as professional development and knowledge commodification [thus forces innovation], are encouraged and facilitated. Moreover, as the school applied shared-management model, which was heavily leaning toward promoting corporate/private sector culture, the school culture turned into a culture that enforces ‘reward’ for achievements and ‘punishment’ for failure. This has promoted a culture of individualistic in the school. However, in the context of SHS Caporo where school is heavily operated within a system that demanded accountability, effectiveness and efficiency of resources use, this culture seemed to be function as enabling culture. Furthermore, when it is link to the goal of school reform that was measured by the compliancy to the National Education Standard, what has been achieved by the SHS Caporo seemed to be the ideal image of schools that intended to be developed by the current educational reform in Indonesia.

In SHS Songland, the emerging organisational culture was that of associated with the traditional living values of the local community. Operated within a more traditional societal context characterised collectivist society has seemed to shaped the school culture that emphasise the culture of collegiality. With the collectivist values, the atmosphere of collegiality is more natural and not necessarily regulated formally in the school structure. To illustrate, collaborative practices among teachers were not officially regulated in the formal organisational structure. Although there was a program that promoted collaborative learning among teachers called '*Pengembangan Diri*' [Self-Development], the implementation of this program is more informal. For example, there was no formal evaluation about this program nor official list of topics for each meeting. Instead, the teachers collaborate themselves through self-initiation. Nevertheless, as the participants agreed, this has nurtured an 'organic' learning atmosphere in the school through which teachers are motivated to learn based on their self-awareness and not forced by obligation or authority. This has indicated authentic inter-personal relationship among people in the school. In relation to the school relation to local community, as discussed relevant sections previously, there was a presence of value-based authentic relation with the community that did not even need to be regulated formally in the school structure. In the context of SHS Songland, this kind of school culture that strongly rooted in the traditional values of collectivist society is an important enabling practice for the school to cope with and adapting to the pressures of changes imposed on the school.

The importance of organisational culture in relation to organisational capability in adapting to change is undeniable (Parker & Bradley, 2000; Sergiovanni, 2000). Jones (2010) for example, indicated:

An organization's culture is shaped by the people inside the organization, by the ethics of the organization, by the employments rights given to employees, and by the type of structure used by the organization... It influences how people respond to a situation and how they interpret the environment [changes] surrounding the organization (p.9) (emphasis added).

Despite its importance, Parker and Bradley (2010) lamented, few empirical studies contribute to the development of understanding of organisational culture more specifically, public organisation. While this study is not directed to explore the school culture as the central conundrum, the result associated to school culture has suggested two contributions to our understanding about school culture in this context. Firstly, expanding the common understanding about organisational culture as defined by Jones (2010) above, it is evident that school culture is a result of social dynamic interaction which, the nature is shaped and characterised by the context of the school (i.e. societal, political, economical, and local culture). In other words, school culture is co-constructed. This understanding, is therefore has strengthened and justified the ontological position of this study that looking at schools dynamic as an ongoing social construction process. Secondly, since it is context-dependent, school culture although it can be influenced by systemic changes imposed formally by regulations and policies, schools always respond to such imposed changes differently, resulting in the different process of co-construction (Nieto, 2005). This understanding is

important in the case of this research to suggest that for reform policies to be successfully implemented, schools should be given spaces to co-construct their own adapting methods without having to risk of incongruence with the centrally prescribed policies. This is to say, school reform policies must be contextually developed.

#### **8.5.4 Individual mental models that co-construct school adapting capability**

In Chapter Five, Six, and Seven, I have presented the data analysis showing how individuals in the two schools held important roles in the process of adapting to change. Researches in organisational change have indicated that individuals' roles in process of organisational change and learning is the key component for the change to success (Oreg, 2006; Oreg & Sverdlik, 2011; Oreg et al., 2011; Oreg et al., 2008). In the context of educational change, people individual perceptions, attitude of acceptance or resistance have been also been a focus of the school reform studies (Barber, 2010; Michael. Fullan, 2005; Fullan, 2007, 2010b, 2012; Hargeaves & Fullan, 2012; James, 2010; Slegers & Leithwood, 2010). I used Senge's (2006) term "mental models" to refer to this individual perception and attitude. Senge (2006) posit that mental models refer to subconscious belief about how the world works; it determines people perception and drive people actions.

The result of data analysis identified two individual characteristics that associated with the schools adapting capability: *Willingness to engage in change process* (adaptive attitude); and *motivation for ongoing learning and development*. As discussed in the section about the process of

change, during the transitioning phase, individuals in schools are in the process of 'sense-making' of the changes they need to undertake and engaged in. Hence, the willingness to engage in change process resulted from this 'sense-making' process or in this thesis it is called 'self (de) construction' process (März & Kelchtermans, 2013). The result of data analysis shows that in both schools, individual reactions to change were never been unanimous and there are always possibility for people to engage in or withdraw from the change effort.

In SHS Caporo, the individual willingness to engage in change is associated with some supporting and enabling factors such as facilities and financial support for professional development and some incentives for the teachers during implementation of particular programs. The same stimulant factors also appeared to influence the degree of teachers' self-motivation for ongoing learning and development. Therefore, the frequency of professional development activities in the school is considerably high. Moreover, as the teachers in this school aware that ongoing learning is part of investment, the teachers' self-motivation for ongoing learning and development in this school is considerably high. This has contributed to the development of school adapting capability. However, there was also indication of resistances to changes and individuals withdrawal from change effort. This seemed to be associated with the issue of lack of individual autonomy. As data illustrated, some participants were critical about the high degree of community involvement in the school management and operational process via the school committee that consequently put some limits on their individual autonomy.

In SHS Songland, people willingness to engage in change is facilitated by the climate of collegiality as part of the school culture. Nevertheless, individuals' various reactions to change still appear in the data. For example, some teachers concerned about the minimum requirement of teaching hours that forces them to find places for teaching in other schools in order to comply with the change imposed by the system of teachers professional certification program. In regards to the self-motivation for ongoing learning and development, people in SHS Caporo shows considerably high intention to improve their professionalism as part of capability in adapting to change. However, given the rural geographical location and SES background of the school, very few people can afford to participate in professional development event. Nevertheless, the data indicated that extent of people willingness to engage with change and their individual effort to continually learning and developing contributed to the overall organisation adapting capability.

These results suggested that in the situation where individuals feel pressures and coercion, the willingness to engage in change process tended to be low. Therefore, some studies on school change pay attention to aspect such as teachers' feeling and emotions during change (Hargreaves, 2004, 2005; James, 2010; Lasky, 2005; Van Veen & Sleegers, 2006; Zembylas, 2005, 2010; Zembylas & Barker, 2007). In contrast, where the change can accommodate individuals' values, the likelihood for the people to engage in the change is high. What has been made clear from the results of this study is that, the people willingness to engage with change and their motivation for ongoing learning and

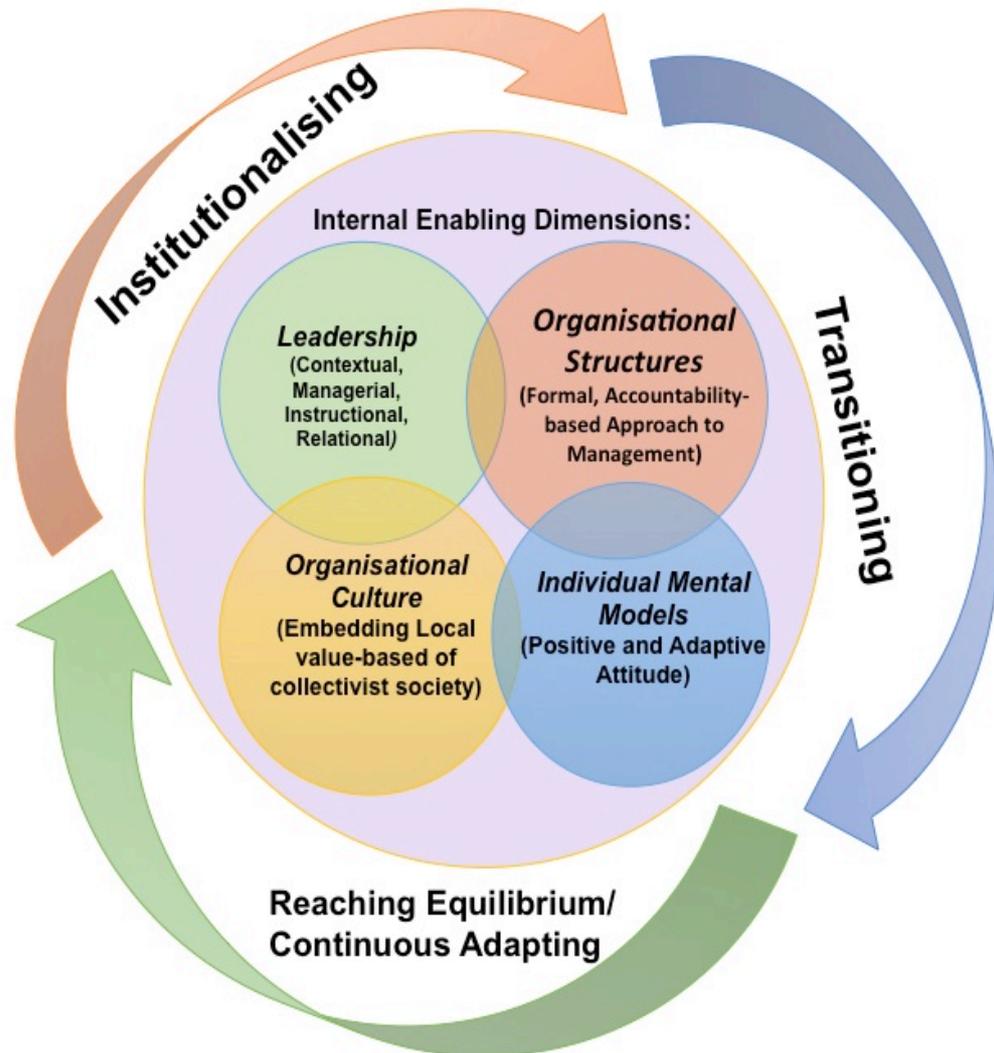
development is the key elements that constitute school adapting capability. However, as the dynamic of school change is process of social co-construction, the people in schools (teachers, principals, and admin staff) should be seen as interconnected agencies, not as independent entities. This resonates with Datnow, Hubbart, and Mehan (2005) who argued:

When we speak of agency, we do not mean to imply that individual principals and teachers can single-handedly change whole schools. That is, teachers and principals are not unbridled agents. Instead, their agency must be understood in terms of its interplay with the larger context in which it is embedded. The agency of teachers is part of a complex dynamic, interwoven with the structural and cultural features of their school environment and the larger societal structure and culture of which they are a part (p.63).

With this understanding, the enabling practices associated with the roles of Individual characteristics were not the sole determinant of school capability in adapting to change. Instead, they are collectively and relationally co-constructed (Datnow et al., 2005; Datnow & Park, 2010) and influenced by other enabling factors discussed previously (i.e. leadership, school management, school culture, and supporting resources). In other words, the individual characteristics can only become the antecedent of school adapting capability in 'relation' to or interconnected *relating* to other enabling factors.

To sum up, in this section I have discussed the enabling practices and internal conditions affecting the schools as they are adapting to change. From the result of data analysis, the enabling practices and internal conditions that affect the schools in adapting to change are:

leadership practices, organisational structure, organisational culture, and individual mental models. Having discussed this, the internal dynamic of change process in relation to the enabling practices can be graphically represented in the Figure 8.3 below.



**Figure 8. 3 Internal Dynamic of School Change Process**

At this point of Chapter Eight, I have discussed the results that answer research question one up to research question four. This enabled me to draw the comprehensive answer to the research question five on the implication and applicability of the result of this study. It will be the focus of discussion in the next section.

## 8.6 Section Five: Leveraging the Enabling Practices

This section is the last section of chapter Eight that draws on the discussion in section four to construct the answer for the following research question: *How can the enabling practices be leveraged to systemic change?* This question is intended to facilitate the co-construction of the applicative recommendation for the schools as one of the original contribution of this research. As the aim of this research is to explore the dynamic of schools they are adapting to change in the current education reform in Indonesia, this research also intended to contribute to the process of school reform by co-constructing a contextual image of school practices that can highlights the choice or organisational process in adapting to change. I called the construct resulted from this research as a 'contextual image' of school practices suggesting that it is not intended as a prescribed formula for the schools to be adopted as recipe for change. Rather, it is intended to highlight options and possibilities that might be taken, altered, or even neglected if the contexts of schools depicted in this research is different from the context of the readers. A classical question about the contextual relevancy by Barth (1986) more than 30 years ago is still relevant until today. He asked,

Why, then, do we try to force schools that we don't like, to resemble schools that we do like, by employing means that have little to do with the evolution of the kind of schools that we like? (p. 294).

Barth (1986) indicated that many of the school reform fails because the tended to force prescribed models as recipe for all schools. In agreement with Barth, Fullan (2007) argued,

We do know more about the processes of change as a result of research of the past 40 years, which has shown that there are no hard-and-fast rules, but rather a set of suggestions or implications given the contingencies specific to local situations (p. 64).

In light of this perspective, the answer to the implicative research question in this section is intended as optional tools for the schools that co-constructed with the data and result of data analysis based on the contextual characteristics of the two schools explored in this study.

### **8.6.1 How might the enabling practices be leveraged for systemic change?**

As discussed in the previous section, there are four elements that emerged as enabling practices and internal conditions that affecting the schools capability in adapting to change: Leadership Practices, School Structures (management functions), School Culture, and Individual Mental Model. In what follows, I will discuss how each of this can be leverage-able to each school.

#### ***8.6.1.1 Leadership Practices***

Leadership Practices in the two schools depicted two different approaches to lead the schools during school reform. In SHS Caporo the leadership roles is heavily oriented toward managerial functions that involves structural monitoring of entire school operational to maintain the accountability of the school towards stakeholders. While this kind of approach is effective in policy enactment in particular through the creation of formalised structure for policy implementation, the downside of this is less focus is put on building authentic relationship within the internal people of the school that could lead to less authentic engagement with the

change initiative (März & Kelchtermans, 2013; van den Berg, Vandenberghe, & Slegers, 1999; Van den Heuvel et al., 2010).

In the case of SHS Songland, leadership practices demonstrated by the principal was more focused on the quality relational interactions within the school as well as external stakeholders. While this approach of school leadership seemed to be working in this context, this seemed to be underemphasising the formality aspect of accountability, which, within the current reform system could be a downside. Given the context of school reform in Indonesia that requires accountability, some managerial aspect of leadership in this school can be improved.

To be able to leverage the leadership enabling practices that emerged in the two schools, this research attempted to co-construct the contextual profiles of leadership practices for improvement by amalgamating the strength of leadership characteristics from the two schools. The use of term 'co-constructed' indicated that the contextual profile for leadership in this thesis results from the integration of participants' perspectives, the researcher's knowledge, and relevant literatures. From the data analysis four interconnected leadership characteristics emerged to be the key enabling practices for school's adapting capability in the context of school reform: *Understanding the context (Contextual Leadership) Leading the management of the school, improvement and change (System leadership); leading teaching and learning, and professional development (Instructional Leadership); Developing positive* constructive, cooperative, and collaborative environment as the school as well as engaging with wider community and

stakeholders (*Relational Leadership*). Together, these four domains constituted a Leadership Profiles for School Reforms (LeadPro SR) (see Figure 8.2).

As part of contribution of this research, details of leadership practices for leveraging the enabling practices that co-constructed based on these three domains of enabling leadership practices (LeadPro SR) is provided (see Appendix T)

### **Contextual Leadership**

This study has contributed to reveal that even the schools operated within the same education system can have a distinctive characteristics in the way they implement policies, regulations, and reform and change agendas from the central government. The result of this study has confirmed that contextual factors really matter for the school to success (Ball et al., 2012; Braun et al., 2011). Therefore, the notion about contextual leadership emerged in this study is fundamental for the school in Indonesia.

To foster the leadership capability in contextual leadership, some of the practices identified in this study such as embracing traditional living values of the local society into the school operational process and providing the channel for the local community to actively engaged in the process of school development are the keys to leverage organisational capability in adapting to the dynamic and ever-changing education system.

### **System Leadership**

System leadership in this study refers to the school leaders capability to manage administrative functions of the school (school management) that encounters formalised structure of stakeholders' engagement, school strategic orientation and operational system, school's resources (human, financial, and physical facilities/infrastructures) that ensure the school organisational capability to achieve reform goals. This resonates what Van den berg and his colleagues (1999) called as 'structural-functional perspective'. With this perspective, leadership roles are,

To maintain at least an oversight role, which involves initiating the development of explicit policy, a structural monitoring of the implementation of the policy, the creation of a formalised structure for consultation and communication, and the generation of a strategic view, is emphasised. The development and implementation of an innovation is functionally co-ordinated within the school (van den Berg et al., 1999, p. 323).

System leadership capabilities indicated in the data encompasses aspects such as strategic planning, resources management, and quality management that holds the school accountable. Sharing tasks and responsibilities of leadership team (shared-leadership) in this approach of leadership is encouraged and facilitated through formal structure which contributed to improve its accountability. Some practices that demonstrated in SHS Caporo was adopted to suggest development areas for the schools like SHS Songland (see LeadPro SR on Appendix T)

### **Instructional Leadership**

As previously discussed that one of the main tasks of leaders in the two schools leading teaching and learning. The emerging leadership

practices associated with this effort was to support and promote ongoing professional development. Such leadership practices of leading teaching and learning in the existing literature is associated with a conceptual construct called instructional leadership (Alig-Mielcarek et al., 2005; Goldring et al., 2009; Hallinger & Wang, 2015; Mangin, 2007; Robinson, 2010). In the current Indonesian education reform, emphasis on instructional leadership as demonstrated in the two schools has become a critical need for school leadership given the ever-changing context of education reform. To leverage this practice, the school must pay serious attention on the effort for professional development. The practices instructional leadership that promote ongoing professional development as demonstrated in SHS Caporo suggested an effective model of leadership role in adapting to change related teaching and learning process. Schools that are facing issues of lack of supporting resources needs to generate viable options that facilitate all teachers to have the same opportunity for professional development. Issue about Professional Development should be put as priority program that is advocated in the school budget. School can take benefit of adopting the Appreciative Inquiry approach (Cooperrider et al., 2000; Cooperrider et al., 2008; Ludema et al., 2006) that focus on what is working in the context where the school is situated. To facilitate this process, a supplementary framework that can be used to initiate brainstorming process is co-constructed based on emerging data and adoption of Appreciative Inquiry approach is provided (see iGROW on Appendix U)

## **Relational Leadership**

Leadership practices that demonstrated characteristics of 'relational leadership' (Fairhurst & Uhl-Bien, 2012; Uhl-Bien, 2006b) were identified strongly present in the SHS Songland (Details was presented in Chapter Six). In the context of SHS Songland, this leadership approach appeared to be effective particularly in mobilising support and managing the relationship with external stakeholders. The relational aspect that become the strength of leadership practices at SHS Songland resonates Fairhurst and Uhl-Bien (2012) views that,

[L]eadership [is] not a trait or behavior of an individual leader, but as a phenomenon generated in the interactions among people acting in context...[which] the core of this view is the assumption that leadership is co-constructed in social interaction processes (p.1043).

Relational aspect of leadership practices identified in the data suggested that the relational leadership capability in this context encompasses capability to foster respectful and trusting climate among internal and external people and promote constructive, cooperative, and collaborative environment in the school. These relational aspects of school leadership is important for the schools that need to strengthen the authentic relationship among people within the school in order to balance the dominant pressures of accountability as enforced through administrative function of school leaders. To leverage the practices, school leadership needs to pay close attention to communication with internal people and encourage candid talks that reflected the realities and dynamic of the internal and external environment. Some practices that illustrated

this is outlined in the leadership development profile (see LeadPro SR on Appendix T)

#### **8.6.1.2 School Structures**

Part of enabling practices is the school structure. The results of data analysis pointed out that there are four themes in the schools organisational practices that characterised school structure enabling practices: 1) school structures that encourage participation in decision making; (formal) 2) enabling channel for community engagement (informal); 3) school structure of management that support ongoing professional development; and 4) the availability of supporting resources.

In Chapter Five, Six, and Seven, the data that illustrated these enabling practices have been presented. Each of this practice has also been discussed in the previous section. The important lesson from the results associated with the school structure is that there is no one model of school structure that can be used as 'one size fits' all models. Because as the results illustrated, school change process in the context of education reform is very dynamic and multifaceted. However, there is always possibility to construct a contextually fit school structure. From the two case, it is learnt that too much emphasis on formal management approach like in SHS Caporo might have been effective to meet with the expectation of what make a 'good' school in the regime of accountability. But, it might be negatively impact on the personal values of teachers as well as original culture of the school. With the formality approach of school structure as enforced through QMS ISO, the school has been steering toward the

direction of individual competition that not always conducive to school culture.

Conversely, having to emphasise on informal approach like the case of SHS Songland might have positive impact on maintaining collectivist values, interpersonal relations and positive organisational culture. However, as the reality of the school was situated within a system that requires formal compliance with its accountability technologies that requires school formal alignment and congruence with the imposed change, the school needs to keep the balance their school structure with formal approach of school structure. The key is, therefore, balancing the school formal and informal school structures. Here is the arena of school dynamic where micropolitical and contextual astuteness become critical aspect of school adapting capability (Ball et al., 2012; Braun et al., 2011).

### **8.6.1.3 School Cultures**

The results associated with the school cultures have suggested two different descriptions of school cultures in relation to how the school adapt to changes and enact reform policies. SHS Caporo illustrated a culture of 'modernised' school with it is emphasise on details of administrative functions, formal task-distribution, reward and 'punishment' performance approach, and formal relation with stakeholders. SHS Songland, illustrated a 'traditional' school culture where informal and authentic relations is emphasise. Formal administrative structure is applied only in terms of what is explicitly required by the formal school system as enforced through regulations and policies. As I consistently emphasise throughout the thesis, there is no single 'reality' of schooling that has to be taken for

granted as a depiction of 'good' school. Each school is unique and context-dependent (Bawulang, 2009). Lesson can be taken from the description of school cultures in this thesis is that, regardless of contextual idiosyncrasy, the core school culture that can be universally applied is the culture that focus on developing school as learning organisation (Bawulang, 2009; Fullan, 1995, 2007, 2012; Keating, 2005; Leithwood, Leonard, & Sharratt, 1998; Silins & Mulford, 2002; Silins, Mulford, et al., 2002; Silins, Zarins, et al., 2002). This comprehensively encompasses moral imperatives (Fullan, 2003b) and the core function of schools to educate human being. Hence, the notion of 'balance' between the formality culture (of SHS Caporo) and the informal culture (of SHS Songland) again become important. SHS Caporo could identify the area for improvement in terms of promoting 'authentic culture' by reflecting on the current practices and comparing with the practices of traditional value-based culture of SHS Songland. In the same fashioned, SHS Songland will also need to improve the area of promoting learning culture in the way that it is integrated in the formal school structure and culture to make it explicit as priority for the school so that the school can use that as one of the rationale when they need to advocate budgeting to the government and to community.

#### **8.6.1.4 Individual Mental Models**

The results presented in Chapter Five, Six, and Seven, have highlighted the importance of individuals' 'mental models' (Senge, 2006) in constituting the schools adapting capability. Organisational change theorists have also provided empirical evidences illustrating how critical

individuals' roles in process of organisational change and learning is (Oreg, 2006; Oreg & Sverdlik, 2011; Oreg et al., 2011; Oreg et al., 2008). More convincingly, studies focused on school change and reforms have pointed out that individual perceptions, attitude of acceptance or resistance have significant impact in determining the level of school success in reform and change initiatives (Barber, 2010; Fullan, 2005, 2007, 2010b, 2012; Hargeaves & Fullan, 2012; James, 2010; Slegers & Leithwood, 2010). Nevertheless, as individual mental model is heavily dependent on, as the name suggests, individuals, there is always 'supporters' and 'opponent' in every change initiatives (März & Kelchtermans, 2013). This also occurs in the two schools. Focusing on and enhancing the 'supporting' characteristics is therefore important in this thesis to suggest options that can be adopted and modified in other context.

What can be learnt from the results is that those who have positive perception toward changes initiatives in the schools have the tendency to be the supporters for the change. This suggest that the important roles of leadership is to infused the positive perception about change by promoting positive atmosphere in schools and co-constructing a school culture that can facilitate individual growth (Fullan, 2007, 2010a, 2012; Silins, Zarins, et al., 2002). This is critical particularly during the transitioning phase of change. The focus on supporting individual growth and fostering the positive organisational atmosphere will improve individuals' commitment to engage in the change process (Kofman & Senge, 1993; Senge et al., 2007). Collectively, this will co-construct and strengthen school adapting

capability. Indication of positive individual mental models in the two schools is the willingness of the teachers to do self-initiated learning in order to be able to adapt with changes. There is a caution however, this ‘individual mental models’ in the context of schools as organisation needs to be framed and facilitate as collective endeavour. At its heart, school change and reform can only be successful if it is construed as a collective co-construction process. Individuals in the schools need to be seen as integral part of collective agencies. In this sense, the traditional values of “*Malunsemehe*” ways of being (the philosophy existence and co-existence, see Chapter Six) that is strongly held the people in SHS Songland as one community can be adopted to foster the positive ‘adaptive attitude’ in the spirit authentic interpersonal relationship – as relational being (Gergen, 2009).

To improve and leverage this practice, particularly in the context of schools that tended to move toward individualistic culture, people in schools together with school leadership team should promote candid and authentic dialogues about any issues in relation to schools cultures, school structures, and all issues encountering schools in their effort to change and reform. The candid and authentic dialogues is powerful to develop “relational sensibilities’ (Giles, Bills, & Otero, 2015; Giles & Kung, 2010) which is fundamental for fostering positive organisational culture. The principles of Appreciative Inquiry (Bushe & Kassam, 2005; Cooperrider et al., 2000; Cooperrider et al., 2008) as discussed in Chapter Three (Literature Review) and the adopted model developed based on the results of this study that facilitate dialogic process of teacher professional

development – iGROW (provided in Appendix U )can be used as guidance to initiate and foster this dialogic process of school change.

## **8.7 Summary of Chapter Eight**

In this chapter, I have discussed all results of this study that answer the research questions posed at the beginning of this research project. In the section one, I have discussed and illustrated the context of school reform in Indonesia and how the cascading context of macro, meso, micro, have posed challenges and change forces to the schools. This section is therefore answered the first research question that focus on the ‘context’ domain of school changes.

In the section two, I have discussed the results that answer the second research question that was focused on the ‘content’ domain of school changes. In this section, I highlighted that the current education reform in Indonesia has lead to three key changes as it emerged in the data. These three ‘content’ of changes are in the domain of school leadership, teacher pedagogical practices, and nature of school relation with stakeholders. In addition, it was also discussed that the school reform, given its multifaceted nature of context, is never been politically neutral. Micropolitical practices emerged as part of school organisational practices as they were adapting to changes.

In the section three, I have discussed the results that answer the third research question that was focused on the ‘process’ domain of school changes. The results of this study concluded that the process of change in schools is better construed as an ongoing process and not as

events. This suggests that the processes are iterative in nature rather than episodic. However, in the context of this study where the changes forces on the schools tended to be related to particular events of policies implementation, there is always a time during the whole process remarked the 'beginning' 'the mid' and 'the completion'. Therefore, the emerging data suggested that the process of school changes in relation to enacting reform policies have some phases of implementation. The data suggested that regardless of contextual differences, there was a generic pattern of the change process in schools. This generic pattern consists of three phases: Institutionalising, Transitioning, and Reaching Equilibrium and/or Continuous Adapting.

In the section four, I have discussed the results that answer the fourth research question that was focused on looking at the enabling practices and internal conditions affecting the schools as they were adapting to change. The results suggested that there are four aspects that function as enablers for the schools in their endeavour to adapt to change. These enablers are embedded in the leadership practices (managerial, instructional, and relational), school structures, schools cultures, and individual mental models.

In the section five, I have outlined, how those enabling practices can be leveraged as schools adapting capability in systemic changes. The discussion in this section has answered the fifth research question about the leveragability of the enabling practices thus suggesting the implicative and practical contribution of this research.

All of these results will be put together to construct the final conclusion of this research in the next chapter.

# CHAPTER NINE CONCLUSION

## 9.1 Introduction

The purpose of this research was to explore the dynamic changes within the schools as they are adapting to systemic changes originated from macro, meso, and micro context within the current education reform in Indonesia. The main focus has been to understand the contextual issues facing the schools and co-construct contextual profiles of schools' enabling organisational practices that can be leveraged for systemic educational change. More specifically this study aimed to:

1. Identify the change forces that originated from the macro, meso, and micro level of the reform context.
2. Explore how schools are (re) interpreting and implementing policies that drive systemic changes and adapting to changes emanated from macro, meso, and micro context.
3. Explore ways in which the enabling practices of adapting to change can be leveraged for systemic changes.
- 4.

To realise these aims, the research questions posed to guide this study were:

1. In the context of school reform in Indonesia, what are the change forces on schools originated from macro context, meso context, micro context? (*Context*)
2. What are the changes in the schools as they are adapting to the changes forces originated from the three contexts (macro, meso, micro)? (*Content*)

3. How have schools been adapting to those change forces?  
(*Process*)
4. What are the enabling practices and internal conditions affecting the schools in the process of adapting to change? (*Process*)
5. How might the enabling practices be leveraged for systemic change? (*Implications*)

I will now address each of these research questions as the basis for final conclusion of this thesis.

## **9.2 Questions Answered**

### **9.2.1 In the context of school reform in Indonesia what are the change forces on schools originated from macro context, meso context, micro context?**

In Chapter Three, I have outlined the context of changes within which the schools are changing: *Macro, Meso, and Micro*. I have also highlighted the interconnectivity among those contexts. In Chapters Five, Six, and Seven I presented analysis of the data from the two schools and provided empirical evidences that illustrated the change forces originated from the three cascading levels of education reform Indonesia. Though the forces are interrelated, due to contextual differences, at each level those change forces has different dynamic and pressures on the schools. It has been argued in this section that the di discourses of the insertion of the neoliberal ideology in education has constructed “quasi-markets in education” (Rizvi and Lingard 2010, p.125) in which, policies of education reform at the macro [national] level was constructed based on the economic rationalist principles. This neoliberal driven reform was operationalised through policies that emphasised the market values of accountability and efficiency such as: School accreditation and School Categorisation, Teacher Accreditation, Teachers Competency Test,

School- Based Management, and National Exit Examination to measure students' academic achievement.

On meso level, this study has found that the devolved education reform as manifested through School-Based Management has posed some pressures on school operation. In the name of decentralization of governance, school has become the subject of local government political agenda. Moreover, with the proposition of democratisation and empowerment through which local communities were given tunnel to get involved in school management and operation, the notion of inequality between the urban and the rural school has seemed to be more justified. Pressures on the schools due to this devolution model are evident. In the urban school, the local community (parents via school committee) has a great extent of power that influenced the school management. It was found that the urban community of SHS Caporo has shapes the school into more as a corporate organisation that emphasised financial gain with its corporate model of management of QMS ISO. In contrast, in the rural school with its low SES local community, the 'pressure' seemed to be moving the school away from the market oriented school and more toward the 'traditional' mode of schooling where school was operated as a sphere of co-constructing values. The pressure of local politics imposed by local government in both schools however, is essentially similar which was mainly directed toward the political agenda of the ruling agent/political parties.

On micro level, this study has depicted how accountability regime has reshaped and reframed the school according to the economic values.

The teachers and principals professional practices within schools were being re-cultured through public management discourses of performance targets, efficiency measures and audit practices (Connell, 2013; Sellar & Lingard, 2013). Schools as organisation, principals, and teachers are being firmly held accountable to ensure that their works are aligned with the standards of quality of the market (Fenwick et al., 2014; Sirotnik, 2004).

Within this cascading context of educational reform, this study found out that the pressure of being 'good school', 'good principal' and 'good teacher' based on the economic rationalist definition will likely remain as unresolved challenges for schools regardless of their local context (geographical situation, political context, and SES background). The global forces on defining quality education from the vantage point of international monetary institutions such as the World Bank and OECD with their relentless campaign on developing competitive potential of human capital will likely be the taken for granted reality of the schools in Indonesia (given that they are managed under the same education system). Grounded in the data from the two schools, this study has depicted that the schooling systems is increasingly become an instrument of economic rationalists in governing whole populations of the world to meet the agenda and the needs of neoliberal economic productivity (Novoa & Yariv-Mashal, 2014). In the context of Indonesia education reform, this economic rationalist view of education that emphasis effectiveness and accountability has been manifested in all major policies of education reform such as School-Based Management, School Accreditation,

Teachers Professional Certification Program, Teachers Competency Test, Ever-Changing National Curriculum replete with its prescribed pedagogical practices and the National Exam for the students.

### **9.2.2 What are the changes in the schools as they are adapting to the changes forces originated from the three contexts (macro, meso, micro)?**

In Chapter Five, Six, and Seven, I have presented the data associated with the 'content' domain of school changes to answer this research question. The results of data analysis concluded that in terms of school organisational practices emerging changes appeared to be in the domains of school leadership practices, teacher pedagogical practices, and nature of school relation with stakeholders. Further exploration of the data as discussed in Chapter Eight suggested that the current the school reform, given its multifaceted nature of context and driven by global forces of neoliberal agencies such as the World Bank, IMF, and OECD, is never been politically neutral. Micropolitical practices emerged as part of school organisational practices as they were adapting to changes. This has substantiated the rationale of the changes in the three identified domains above. Within these multifaceted contexts with its forces and power on each level that set the boundaries of the school autonomy, micropolitical practices in schools appeared to be the co-constructed 'agentical spaces' where people in schools can expressed their aspirations.

### **9.2.3 How have schools been adapting to those change forces?**

Emerging results from the two schools as presented in Chapter Five, Six, and Seven, suggested that the change process is complex and is better construed as an ongoing process and not as events. As I

discussed in the Chapter Eight, in the context of this study where the changes forces on the schools were originated from, and tended to be related to particular events of policies implementation, then the identification of process always indicated phases remarked the 'beginning' 'the mid' and 'the completion' of changes. The data suggested that regardless of contextual differences, there was a generic pattern of the change process in schools. This generic pattern consists of three phases: Institutionalising, Transitioning, and Reaching Equilibrium and/or Continuous Adapting. Institutionalising remarked the official 'beginning' of the change through which the change is officially embedded in the schools structures and operational procedures. The data suggested that in the context of two schools, making the change effort formal and official is important, indicating that most of the changes in the two schools are imposed from external agencies. The transitioning phase is the critical tipping point of the change process through which the schools as organisation and individuals 'making-sense' of the changes and co-construct the respond to changes. This sense-making involves value filtering of individuals through a process of *Personal (de)construction* and *Collective Co-construction*.

*Personal (de)construction* is a process that involved subjective value judgment where individuals as personal assessed the value of change against the existing set of believe of the participants. During this process individuals deconstruct the meaning of the changes and construct new meaning that is more sensible to them in their context. This results resonates some theoretical concepts about individual reactions to change

such as 'mental model' (Senge, 2006) and "sense-making" (März & Kelchtermans, 2013). *Collective co-construction* is a process through which the individuals are relating their personal construction of meanings about change with others in order to co-construct the common ground for everyone to change or organisational consensus about change. In the case to the two schools, this process involves negotiation and transactional process, accommodation, compensation, and co-constructing common value consensus.

The results of data analysis indicated that during the transitioning phase, the extent to which enabling practices and influential internal conditions are present in the school determine the results of transitioning process.

The phase of reaching equilibrium and/or continuous adapting occurred when the schools have met and aligned their organisational practices with the change forces imposed on them. In the context of the two schools this equilibrium state is achieved by compliance to governmental laws, and regulations, policies, or instructions. In relation to societal change forces from local community this equilibrium state is the negotiated state of mutual consensus. The point of continuous adapting in schools occurred when the schools need to improve their adapting capability through continuous organisational learning. This organisational learning in the two schools was facilitated via professional development.

#### **9.2.4 What are the enabling practices and internal conditions affecting the schools in the process of adapting to change?**

Results from the two schools presented in Chapter Five, Six, and Seven suggested that there are four interconnected aspects that function as enablers for the schools as they are adapting to changes. These enablers are embedded in the leadership practices (managerial, instructional, and relational), school structures, schools cultures, and individual mental models. These enabling practices are fundamental for the schools to develop adapting capability to change. During the process of changes, these four elements become determinant of the school success in adapting to changes. Within the context of Indonesian school reform, leadership roles that function as enablers and strengthen the school organisational adapting capability demonstrated characteristics associated with the construct of managerial, instructional, and relational leadership. The combination of these three key leadership practices characterised effective leadership in the context of Indonesian school reform.

In terms of school structure, the results suggested that to be able comply with the systemic change imposed through reform policies that emphasise accountability, schools need to apply a model of school management that ensure accountability of whole schools' practices. School structure that facilitates accountability with complete details of school operational procedures is effective to maintain alignment with reform policies. Therefore, in this study, the school structure of SHS Caporo appeared to be enabling practices in adapting to imposed systemic changes. However, this does not suggest that the schools that

need to apply school administration that can facilitate accountability have to apply QMS ISO model because this, in fact, will strengthen and justify the orthodoxy of market views in the school. Some principals of detailed administration with clear standard operational procedures can be applied without having to submit the school under the neoliberal technology of accountability such as QMS ISO. This has been the case of SHS Songland.

### **9.2.5 How might the enabling practices be leveraged for systemic change?**

Drawing upon the data that illustrated the enabling practices, in Chapter Eight I have elaborated some of the ways through which schools can leverage the enabling practices identified in this study. In addition, for the two schools to improve their organisational adapting capability and foster continuous learning and adapting I have outlined some areas for improvement. For example, SHS Caporo needs to promote authentic relations among people to reduce the burden of accountability pressure from strict and formal organisational structures and management that tended to drive the school culture to be more individualistic. *Vice versa*, SHS Songland need to improve the area of strategic management that can foster innovative ways to deal with the issues of resources. Some strategies such as school business unit that operated to improve financial capacity of the school might be helpful to be adopted. As part of the practical contribution of this research, two practical frameworks co-constructed with the data and theoretical guidance of this research were provided. One framework is intended to facilitate leadership practices,

called *Leadership Profiles for School Reforms* (LeadPro SR, see Appendix T) and another one is proposed as resources for teachers' reflective practices for professional development (iGROW, see Appendix U) These two frameworks, as it is developed only based on the data of this research, is therefore only intended to address the issues emerged in the two schools in relation to schools adapting capability in the current school reform agenda of Indonesia and to improve the leveragability of the enabling practices identified in this study.

### **9.3 Contribution to Theory**

The contribution of this study to expanding the knowledge and theory on the field of educational leadership and management and to a wider sphere of global education system can be crystalised into two key points: Firstly, methodologically, this study has demonstrated a complex application of blended principles of methodological approach to a research. Built upon the foundation of a constructionist meta-theoretical perspective this study applied Appreciative Approach in crafting the research inquiries and operationalized with case study with a high degree of grounded theory methods that enables a thorough process of theory development. This theory development has been enabled through the use of rich data and through iterative process of reflection and dialogue about that data data (Charmaz, 2011, 2014; Morse et al., 2016; Stake, 2008, 2010). In addition, this study has demonstrated how a theory and knowledge can be developed through a co-construction process through

which the researcher and the participants hold the equal significance in the process of theory construction. Having this equal significant roles in a co-construction process means the notion of naturalistic generalizability (Stake, 2000) is cogently demonstrated. This methodological demonstration lends a theoretical implication to the use of qualitative case study as a method of theory construction.

Secondly this study has contributed to the theoretical discussion and debate on global education system. The study clearly shows how societal culture impacts on the interpretation and shaping internationally pervasive reforms at local level. It developed understanding of the dynamics and politics of school change and the complexity and of managing and navigating school systems in rapidly evolving educational system. This study critiques and provide insight on the change process and emphasizes the criticality of change adaption and implications for reimagining the role and function of the school leadership, policy makers, change managers and those who are involved in change process management.

#### **9.4 Limitations of the Study**

It should be acknowledged that the limitations of the study were mainly concerned with the conduction of the study as this study involved traveling to rural areas, it posed the issue of the time and budget constraints. In order to anticipate this issue, the scope of this study was delimited to cover the schools in one province only, so that it became more manageable. Having its context in one province may also delimit the

variance of contextual issues that could have enriched the contextual features of the data. The decision to limit this study to a small number of participants and to delimit the coverage in one province was made in an effort to ensure that interviews could be conducted in sufficient depth. Although limited to 38 participants, the use of multiple semi-structured interviews (i.e individual interviews and focus group interviews) has added strength to this study.

Another limitation is that students and external agencies such as government and community were not involved in this study. The involvement of these stakeholders in this research would have stipulated deeper comprehensions into the dynamic of school changes within their specific context as the schools were adapting to changes. Despite this limitation, context-related issues were discussed with participants who drew from personal and direct experiences of interactions with those stakeholders. For example, in his role as a member of School Committee, a teacher in SHS Caporo was able to discuss a range of issues related to the involvement of community in school management. Or, in the case of SHS Songland, the Principal was able to explained how the education system in particular on the topic about how budget allocation to schools were regulated in the system of local government. In relations to students, although it was indirect, but all participating teachers explored how the changes in organisations impact their pedagogical practices and relation to students.

## 9.4 Recommendations for Practices

From the results of the study, a series of recommendations were developed in collaboration with the participants (through their views in the data) with a view to improving organisational adapting capability to change in the context of education reform in Indonesia. These recommendations have been developed with the multifaceted context of school reform in mind. As this study has been guided by the principles of Appreciative Inquiry (AI), the recommendations are not presented with a deficit view but, rather, seek to reinforce the positive contributions of schools and all participants while creating an opportunity for further dialogue towards more effective ways of improving schools quality by enhancing schools' adapting capability to changes.

The results of the study indicated that the neoliberal ideological influence in the current education reform in Indonesia has put the schools in the situation of what Senge called as "collision of cultures" (2010, p. 132). This is a dilemmatic situation confronting the schools with choice of adopting a market view replete with its accountability technologies or leaving behind as traditional schools risking the school to be in congruent with the national reform agendas. In order to improve this situation, it is recommended that measures needed to counteract the reduction of human/social capital/networking by overriding the local culture through technologies of control (accountability) needed for schools with high funding and therefore high accountability. These might be leadership initiated but need to be owned by community. Some organisational practices that embedded local community values of collectivist society

through which authentic relationship is promoted as demonstrated in SHS Songland might help SHS Caporo. These practices for example are encouraging 'informal' dialogic process; opening the informal channel for community engagement and participation without being transactional and some other manifestation of traditional collectivist values (see Table 6.3 in Chapter Six) might be adopted in SHS Caporo, for sure with a degree of contextual adjustments.

As the results suggested, in the current education reform, schools have never been politically neutral. Therefore, school leaders need to engage in gaining understandings of the nature of micro-politics and how to play in that space toward educational agendas that benefit the internal people and external community. This can be facilitated through a process of bringing 'everyone on board' (Whitaker, 2010) in a positive atmosphere driven by the shared understanding about the nature of school, its core function for the development of social capital, its vision and the future that the schools and the community wish to achieve together. This process can be facilitated by adopting the principles of Appreciative Inquiry (AI) approach as outlined in the Chapter Three. In addition to leadership professional development, some enabling practices identified in this research have been constructed as a guideline that can be used as supplementary resource in leadership professional development program (LeadPro SR, see Appendix T).

In addition to school-based teacher professional development, a key recommendation arising from this study is the need for training that address the improvement in pedagogical and IT competencies (in SHS

Songland) and the area of collective cultural awareness (in SHS Caporo). However, as individual needs varies among the people in schools, to provide recommendations as a recipe for all professional development issues would be ineffective. Therefore, part of the contributions of this research to facilitate the process of professional development need identification for teachers (and also administrative staff), a guideline for reflective practices is constructed (iGROW, see Appendix U).

Part of the dominant issues in the two schools in regards to pressures of accountability system is the excessive workloads of teachers. This has made teachers allocated the biggest amount of their work to comply with administrative requirements enforced on through the technologies of accountability such as Teachers Professional Certification Program, Implementation of the National Curriculum, and many others accountability standards. A key recommendation arising from the voice of the participants is a reduction in accountability measures (paper work) is needed so teachers can get back to teaching.

In regards to the issue of local political and bureaucratic environment, the results suggested that to large degree local political agendas have influenced the conduciveness of schools. In many circumstances schools were forced to comply with politically- driven instructions and policies that are not always support the schools. While the current decentralization governance system has delegated high degree of authority to local government, alignment with local political agenda is no longer a choice but a must for the schools. To address the issue, local political agendas need to be informed by sound educational philosophy

that bring the best out in teachers and students, and the schools as part of social institutions.

The result suggested that relation with the local community is vital for the schools. However, as the results illustrated, to develop a school as an arena for authentic social interactions, the school relations with the community is better directed toward the promotion of community engagement - rather than 'formal' and 'contractual' society engagement (Sergiovanni, 1994b, 2000, 2005; Tönnies, 2001). Thus finding ways to create and sustain community within society is important. This is critical, given the influence of neoliberalism philosophy that tended to shape the relation between the school and the community into transactional relations. In addition, the results suggested that sharing of the ways that leaders and teachers are keeping the technologies of control at bay would help spread or/and sustain unique local cultures.

It is important to reiterate that every school is unique as it is situated in specific and diverse socio-political context. As it is evident in this study, even two schools located in the same province displayed different contextual characteristics. This suggests that there are multiple ways in which to address the issues related to school reforms, despite the commonality in terms of central policies that regulate the schools. Adopting these recommendations, therefore, requires an examination of school contexts and engagement in collaborative ways within schools and amongst stakeholders.

## 9.5 Implications for Further Research

The result of this study has led to future research opportunities in some ways. For those who are interested in doing the quantitative research part of the recommendations for future research is for example posing the inquiry: are the results of this study depicting the two schools and the ways their contexts play out in terms of buffering Neoliberalism generalisable? Further research that expands the contexts is needed to confirm the results of this study.

Another questions that might be explored is how are leaders/communities sustaining their local culture in the face of Neoliberalism and its technologies?

In regards to the emerging issue of resources and the inequality effect of the current reform, it is worthy for further research to ask how are communities in rural spaces bridging the gap to address the privileging of funding toward to metro situated schools? Are they? Or are they 'setting up/sustaining an alternative game'?

This research has identified some leadership capabilities in the two schools. Based on the results, a guideline for leadership professional development is constructed. However, as aforementioned, this study is limited to a very specific context that would be a naïve to claim those leadership capabilities represent the features of leadership capability in wider context. Therefore, further investigation focusing on leadership characteristics and capabilities would be worth doing. A key question that can be asked is: what are the new leadership capabilities that are being

called into being through Indonesia's shifts in educational governance? In addition it might also be useful to use the leadership capabilities identified in this research as a starting point for further assessment and validation in wider context.

Finally, as this research has been focused on how the global power of Neoliberal influenced the education reform in education sector, expanding the research into some other sectors such as health, social services, or even business, might expand our horizon and understanding of the impact of globalisation upon human life. A question such as are other sectors experiencing similar fragmentation of local collectivist cultures in the face of Neoliberal policy roll out? Might be worth asking.

## **9.6 Concluding Statement**

This study has made an original contribution to the field by developing an increased understanding of the internal dynamic of schools as they are adapting to changes in the context of devolved education system in Indonesia. This understanding was developed by drawing a plausible and relevant link between the global trends in educations and the influence of these on the school reform in Indonesia. This study has unpacked and brought into the visible surface for all education stakeholders the realities within the schools, as they are obligated to implements changes imposed by the external agencies. Thus facilitate to co-construct a shared understanding about school reforms and the related issues need to be collectively considered for envisioning future direction of school reform that is more contextually feasible and relevant. This is

significant because as it is evident in this study, applying 'one size fits all' approach in education reform is contextually problematic for schools given that each school context is unique and any attempt to reform school that does not take into consideration the contextual idiosyncrasy very likely to fail. Or even if officially the schools can meet the administrative criteria of being 'good schools' based on the centrally developed assessments of accountability, as this study has revealed, it was not the genuine representation of the reform in the schools and there will always be coercive environment and micropolitical practices in the schools in their effort to force themselves fit into the 'one size fits all' reform framework. Together with the participants (through their views in the interviews data), I have co-constructed contextual profiles of leadership and teachers professional development framework as well as the dynamics of organisational change process that illustrated the possibilities of directions of school change and outlined the enabling characteristics if the schools decided to choose the direction of the changes pathways that facilitate them to develop organisational adapting capability. This adapting capability will enable the schools to continually adapting to the ongoing changes in the *macro*, *meso* and *micro* context of school reform.

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## APPENDICES

### Appendix A: The National Education Standards of Indonesia

#### The Standard of the Content

The standard of the content is the guidelines about the content of curriculum and learning material including the competency for each level of education and the requirement of passing competency for each level. It also contains the basic framework and the structure of curriculum, learning load, the unit-based curriculum and academic calendar (The Government of Indonesia, 2005; The Ministry of National Education, 2006a).

#### The Standard of Process

The standard of process refers to the conditions need to be met in the process of teaching and learning. In general, it requires all education units to create a learning atmosphere, which is interactive, inspiring, enjoyable and challenging, motivating students to be actively engaged and to give students room for initiative, creativity, and independence (The Government of Indonesia, 2005; The Ministry of National Education, 2007e, 2008b).

#### The Standard of Output Competency

The standard of output competency is the guidelines to assess the learning achievement of students in every education unit. The standard includes the qualification on three main aspects: Attitude, Knowledge, and Skills. The central government has outlined this standard to be fulfilled by all education institutions including higher education (The Government of Indonesia, 2005; The Ministry of National Education, 2006b).

#### The Standard of Human Resources

The standard of human resources refers to requirement of the academic qualifications and four competencies for educators: Pedagogy, Personality, Professionalism, and Social. Academic qualification for each level of education is regulated as follows:

For Basic (Early Childhood) Elementary and secondary education teachers need to have the minimum academic qualification of Diploma IV or Bachelor Degree. Besides this they also need to get certified as professional teachers through the certification program.

For higher education, lecturers must have a minimum academic qualification of S2/master degree to be able to teach Undergraduate programs and S3/Doctorate to be able to teach for postgraduate programs.

The standard also regulates others education related professions such as non-formal education trainer, librarian, administrative staff, etc. (The Government of Indonesia, 2005; The Ministry of National Education, 2007a).

#### The Standard of Facilities and Infrastructure

This standard regulates the requirement of facilities and physical infrastructures that need to be provided in an education institution. The standard and guideline refers to all supporting facilities to learning process including specific items for special education (The Government of Indonesia, 2005; The Ministry of National Education, 2007a, 2007c, 2008a).

#### The Standard of Management

The standard of management refers to characteristics of school management that directed toward schools' independency, partnerships, participation, openness and accountability. It also regulates the model of management to be applied in education and the responsibility of the government to facilitate and ensure that the school have the capacity to implement such standard (The Government of Indonesia, 2005; The Ministry of National Education, 2007d).

#### The Standard of Financing

The standard of financing regulates the financial resources in education units. This standard consists of Investment and Operational cost, and personal cost.

Investment is the finance for providing facilities, human resources, and fixed operating capital. Operational cost refers to cost paid by students to education unit (The Government of Indonesia, 2005; The Ministry of National Education, 2009).

#### The Standard of Assessment

This is the guideline for assessment at each level of education. For elementary and secondary, there are three kinds of assessments. The first assessment is the assessment of learning achievement by the students. Second is assessment by the education unit, and third is the assessment by the government.

For higher education, the learning achievement is assessed by the learners/students and the second assessment is by the university (The Government of Indonesia, 2005; The Ministry of National Education, 2007b).

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## Appendix B: Ethics Approval

### FINAL APPROVAL NOTICE

Project No.:	<b>6354</b>		
Project Title:	How do schools adapt to changes? Toward a Contextual Construct of Schools' Adaptive Capacity in Indonesia		
Principal Researcher:	Mr Tomy Bawulang		
Email:	tomy.bawulang@flinders.edu.au		
Approval Date:	24 January 2014	Ethics Approval Expiry Date:	<b>20 February 2016</b>

The above proposed project has been **approved** on the basis of the information contained in the application, its attachments and the information subsequently provided.

#### RESPONSIBILITIES OF RESEARCHERS AND SUPERVISORS

##### 1. Participant Documentation

Please note that it is the responsibility of researchers and supervisors, in the case of student projects, to ensure that:

- all participant documents are checked for spelling, grammatical, numbering and formatting errors. The Committee does not accept any responsibility for the above mentioned errors.
- the Flinders University logo is included on all participant documentation (e.g., letters of Introduction, information Sheets, consent forms, debriefing information and questionnaires – with the exception of purchased research tools) and the current Flinders University letterhead is included in the header of all letters of introduction. The Flinders University international logo/letterhead should be used and documentation should contain international dialling codes for all telephone and fax numbers listed for all research to be conducted overseas.
- the SBREC contact details, listed below, are included in the footer of all letters of introduction and information sheets.

*This research project has been approved by the Flinders University Social and Behavioural Research Ethics Committee (Project Number 'INSERT PROJECT No. here following approval'). For more information regarding ethical approval of the project the Executive Officer of the Committee can be contacted by telephone on 8201 3116, by fax on 8201 2035 or by email [human.researchethics@flinders.edu.au](mailto:human.researchethics@flinders.edu.au).*

##### 2. Annual Progress / Final Reports

In order to comply with the monitoring requirements of the [National Statement on Ethical Conduct in Human Research \(March 2007\)](#) an annual progress report must be submitted each year on the **24 January** (approval anniversary date) for the duration of the ethics approval using the annual / final report pro forma available from [Annual / Final Reports](#) SBREC web page. *Please retain this notice for reference when completing annual progress or final reports.*

If the project is completed *before* ethics approval has expired please ensure a final report is submitted immediately. If ethics approval for your project expires please

submit either (1) a final report; or (2) an extension of time request and an annual report.

#### Student Projects

The SBREC recommends that current ethics approval is maintained until a student's thesis has been submitted, reviewed and approved. This is to protect the student in the event that reviewers recommend some changes that may include the collection of additional participant data.

Your first report is due on **24 January 2015** or on completion of the project, whichever is the earliest.

### 3. Modifications to Project

Modifications to the project must not proceed until approval has been obtained from the Ethics Committee. Such matters include:

- proposed changes to the research protocol;
- proposed changes to participant recruitment methods;
- amendments to participant documentation and/or research tools;
- change of project title;
- extension of ethics approval expiry date; and
- changes to the research team (addition, removals, supervisor changes).

To notify the Committee of any proposed modifications to the project please submit a [Modification Request Form](#) to the [Executive Officer](#). Download the form from the website every time a new modification request is submitted to ensure that the most recent form is used. Please note that extension of time requests should be submitted prior to the Ethics Approval Expiry Date listed on this notice.

#### Change of Contact Details

Please ensure that you notify the Committee if either your mailing or email address changes to ensure that correspondence relating to this project can be sent to you. A modification request is not required to change your contact details.

### 4. Adverse Events and/or Complaints

Researchers should advise the Executive Officer of the Ethics Committee on 08 8201-3116 or **Error! Hyperlink reference not valid.** immediately if:

- any complaints regarding the research are received;
- a serious or unexpected adverse event occurs that affects participants;
- an unforeseen event occurs that may affect the ethical acceptability of the project.

Kind regards,  
Mikaila

---

[Mrs Andrea Fiegert and Ms Mikaila Crotty](#)

Ethics Officers and Joint Executive Officers, Social and Behavioural Research Ethics Committee  
Telephone: +61 8 8201-3116 | Andrea Fiegert (Monday, Tuesday and Wednesday – all day)  
Telephone: +61 8 8201-7938 | Mikaila Crotty (Wednesday, Thursday and Friday - mornings only)  
Email: [human.researchethics@flinders.edu.au](mailto:human.researchethics@flinders.edu.au)  
Web: [Social and Behavioural Research Ethics Committee \(SBREC\)](#)

Manager, Research Ethics and Integrity – Dr Peter Wigley  
Telephone: +61 8 8201-5466 | email: [peter.wigley@flinders.edu.au](mailto:peter.wigley@flinders.edu.au)  
[Research Services Office](#) | Union Building Basement  
Flinders University  
Sturt Road, Bedford Park | South Australia | 5042  
GPO Box 2100 | Adelaide SA 5001

## Appendix C: Ethics Modification Approval

### MODIFICATION (No.1) APPROVAL NOTICE

Project No.: 6354

Project Title: How do schools adapt to change? A relational constructionist perspective of school change in Indonesia

Principal Researcher: Mr Tomy Bawulang

Email: [tomy.bawulang@flinders.edu.au](mailto:tomy.bawulang@flinders.edu.au)

Modification Approval Date:	<span style="border: 1px solid black; padding: 2px;">21 April 2015</span>	Ethics Approval Expiry Date:	<span style="border: 1px solid black; padding: 2px;">20 February 2016</span>
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I am pleased to inform you that the modification request submitted for project 6354 on the 8 April 2015 has been reviewed and approved by the SBREC Chairperson. A summary of the approved modifications are listed below. Any additional information that may be required from you will be listed in the second table shown below called 'Additional Information Required'.

Approved Modification(s)	Details of approved modification(s)	
Change of Project Title	From:	How do schools adapt to change? Towards a contextual construct of schools adaptive capacity in Indonesia
	To:	How do schools adapt to change? A relational constructionist perspective of school change in Indonesia
Modified research protocol:	<ol style="list-style-type: none"> <li>1. <u>Research Objectives</u> Approval to revise the research objectives as outlined in the modification request.</li> <li>2. <u>Research Tools</u> Approval for the applicant's research journal to be used as part of the data for the project.</li> </ol>	
Documentation Amendments and/or Additions	Amended Documents	1. Information Sheet
	New Documents	

Additional Information Required	
1.	None.

## RESPONSIBILITIES OF RESEARCHERS AND SUPERVISORS

### 1. Participant Documentation

Please note that it is the responsibility of researchers and supervisors, in the case of student projects, to ensure that:

- all participant documents are checked for spelling, grammatical, numbering and formatting errors. The Committee does not accept any responsibility for the above mentioned errors.
- the Flinders University logo is included on all participant documentation (e.g., letters of Introduction, information Sheets, consent forms, debriefing information and questionnaires – with the exception of purchased research tools) and the current Flinders University letterhead is included in the header of all letters of introduction. The Flinders University international logo/letterhead should be used and documentation should contain international dialling codes for all telephone and fax numbers listed for all research to be conducted overseas.
- the SBREC contact details, listed below, are included in the footer of all letters of introduction and information sheets.

*This research project has been approved by the Flinders University Social and Behavioural Research Ethics Committee (Project Number 'INSERT PROJECT No. here following approval'). For more information regarding ethical approval of the project the Executive Officer of the Committee can be contacted by telephone on 8201 3116, by fax on 8201 2035 or by email [human.researchethics@flinders.edu.au](mailto:human.researchethics@flinders.edu.au).*

### 2. Annual Progress / Final Reports

Please be reminded that in order to comply with the monitoring requirements of the [National Statement on Ethical Conduct in Human Research \(March 2007\)](#) an annual progress report must be submitted each year on **24 January** (approval anniversary date) for the duration of the ethics approval.

If the project is completed *before* ethics approval has expired please ensure a final report is submitted immediately. If ethics approval for your project expires please submit either (1) a final report; or (2) an extension of time request and an annual report.

#### Student Projects

The SBREC recommends that current ethics approval is maintained until a student's thesis has been submitted, reviewed and approved. This is to protect

the student in the event that reviewers recommend some changes that may include the collection of additional participant data.

Your next report is due on **24 January 2016** or on completion of the project, whichever is the earliest. The report template is available from the [Managing Your Ethics Approval](#) SBREC web page. *Please retain this notice for reference when completing annual progress or final reports.*

### **3. Modifications to Project**

Modifications to the project must not proceed until approval has been obtained from the Ethics Committee. Such matters include:

- proposed changes to the research protocol;
- proposed changes to participant recruitment methods;
- amendments to participant documentation and/or research tools;
- change in project title;
- extension of ethics approval expiry date; and
- changes to the research team (addition, removals, supervisor changes).

To notify the Committee of any proposed modifications to the project please complete and submit the *Modification Request Form* which is available from the [Managing Your Ethics Approval](#) SBREC web page. Download the form from the website every time a new modification request is submitted to ensure that the most recent form is used. Please note that extension of time requests should be submitted prior to the Ethics Approval Expiry Date listed on this notice.

#### Change of Contact Details

Please ensure that you notify the Executive Officer if either your mailing or email address changes to ensure that correspondence relating to this project can be sent to you. A modification request is not required to change your contact details.

### **4. Adverse Events and/or Complaints**

Researchers should advise the [Executive Officer](#) of the Ethics Committee on 08 8201-3116 or **Error! Hyperlink reference not valid.** immediately if:

- any complaints regarding the research are received;
- a serious or unexpected adverse event occurs that effects participants;
- an unforeseen event occurs that may affect the ethical acceptability of the project.

Kind regards

Andrea

---

**Mrs Andrea Fiegert and Ms Rae Tyler**

Ethics Officers and Executive Officer, Social and Behavioural Research Ethics Committee

Andrea - Telephone: +61 8 8201-3116 | Monday, Tuesday and Wednesday

Rae – Telephone: +61 8 8201-7938 | ½ day Wednesday, Thursday and Friday

Email: [human.researchethics@flinders.edu.au](mailto:human.researchethics@flinders.edu.au)

Web: [Social and Behavioural Research Ethics Committee \(SBREC\)](#)

Manager, Research Ethics and Integrity – Dr Peter Wigley

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CRICOS Registered Provider: The Flinders University of South Australia | CRICOS Provider Number 00114A

This email and attachments may be confidential. If you are not the intended recipient,  
please inform the sender by reply email and delete all copies of this message.

## Appendix D: Information Sheet (English)



Associate Professor Carolyn Palmer PhD  
School of Education  
Chair Flinders Leadership and  
Management in Education (FLAME)  
Research Group  
GPO Box 2100  
Adelaide SA 5001

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CRICOS Provider No. 00114A

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### INFORMATION SHEET

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**Title:** How do schools adapt to changes? Toward A Contextual Construct of Schools Adaptive Capacity in Indonesia

**Investigator:**

Tomy Veryanto Bawulang  
School of Education  
Flinders University  
Ph: +61882013367

**Description of the study:**

This study is part of the project entitled '*How do schools adapt to changes? Toward A Contextual Construct of Schools Adaptive Capacity in Indonesia*'. This project will investigate the process of organisational practices in adapting to systemic changes enforced by the central government on secondary school of Indonesia. This project is supported by Flinders University School of Education.

**Purpose of the study:**

The purpose of this study are:

- To investigate how schools in Indonesia adapt to changes enforced by the Government by identifying the characteristics of organisational practices in National Standardised Schools in relation to the four dimensions of adapting to change (content, context, process, and individual change).
- To identify the factors that strengthen schools 'adaptive capacity' in the context of centralised education system in Indonesia.
- To develop a conceptual model of school adaptive capacity in the context of Indonesian schools.

**What will I be asked to do?**

You are invited to attend a one-on-one interview and focus group interview in Indonesian which will be conducted in the place of your preference and the investigator will ask you few questions about your views or experiences on changes practices in your organization. The interview will take about forty five minutes up to one hour for Individual interview and one up to one and a half hour for focus group interview. The interviews will be recorded using a digital voice recorder to help with looking at the results. Once recorded, the interview will be transcribed (typed-up) and stored as a computer file and

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then destroyed once the results have been finalised. The next step is for the participants to provide documentation (such as , policy and procedures, meeting minutes, reports on research, reports on workshops, power points of workshops, manuals, brochures, memos, and other document shared in relation to organisational practices in adapting changes) and the investigator will ask questions related to the documentation. This process will take up to one hour for each participant. All participants are advised that their participation is voluntary and will be compensated AUD\$15 for their participation.

**What benefit will I gain from being involved in this study?**

The sharing of your experiences will fill the gap on literature related to organisational practices in adapting changes in Indonesian secondary schools. You help to put the basis for future researchers who are interested in investigating the contextual concept of adaptive capacity not only in secondary schools but also in other Educational Institutions and other government and public organizations in Indonesia. You also broaden the understanding of knowledge organisational change practices within your organisation. By understanding how changes take place in your organisation, you have opportunities to improve organisational practices in adapting to changes by maximizing the factors that may need to be improved.

**Will I be identifiable by being involved in this study?**

Investigator cannot guarantee individual anonymity. However, the investigator will take all reasonable steps to protect your anonymity and confidentiality. The investigator will try to make sure that only the investigator who will be aware of the individual participants. Investigator only needs your name for personal record so it will be easier for the investigator to conduct member checking or if further questions or explanation related to your answer in the interview are needed. You will be codified on the interview record and transcript. The interview files will be in typed-up files stored on a password protected computer that only the investigator (Tomy Veryanto Bawulang) will have access to. Your comments will not be linked directly to you.

**Are there any risks or discomforts if I am involved?**

There is no perceived risk to you or the investigator as any potential risks have been anticipated. The possible risk such as coercion has been anticipated by conducting one-on-one interview. Your identity is also protected by codification. Member checking will be carried out to assure participants that the investigator does not make assumption.

**How do I agree to participate?**

Participation is voluntary. You are free to withdraw from participating in this research without effect or consequences. A consent form accompanies this information sheet. If you agree to participate please read and sign the form and send it back to the investigator at [tomy.bawulang@flinders.edu.au](mailto:tomy.bawulang@flinders.edu.au)

**How will I receive feedback?**

Outcomes from the project will be summarised and given to you by the investigator if you would like to see them.

**Thank you for taking the time to read this information sheet and we hope that you will accept our invitation to be involved.**

## Appendix E: Information Sheet (Bahasa)



Associate Professor Carolyn Palmer  
PhD School of Education  
Chair Flinders Leadership and  
Management in Education (FLAME)  
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CRICOS Provider No. 00114A

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### LEMBAR INFORMASI

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**Title:** How do Schools Adapt to Changes?  
Toward a Contextual Construct of Schools Adaptive Capacity in Indonesia

*(Bagaimana Sekolah Beradaptasi Terhadap Perubahan?  
Menuju Sebuah Konstruksi Kontekstual dari Kapasitas Adaptif Sekolah di Indonesia)*

**Peneliti**

Tomy Veryanto Bawulang  
School of Education  
Flinders University  
Ph: +61882013367

**Gambaran Penelitian:**

Pengumpulan data ini adalah bagian dari penelitian dengan judul '*How do Schools Adapt to Changes? Toward a Contextual Construct of Schools Adaptive Capacity in Indonesia*'. (*Bagaimana Sekolah Beradaptasi Terhadap Perubahan? Menuju Sebuah Konstruksi Kontekstual dari Kapasitas Adaptif Sekolah di Indonesia*). Penelitian ini meneliti praktek praktek organisasi pada sekolah berstandar nasional dalam kaitannya dengan empat dimensi adaptasi terhadap perubahan (konten/isi, konteks, proses, dan perubahan individu) perubahan perubahan yang diterapkan kepada sekolah oleh pemerintah. Penelitian ini didukung oleh School of Education Universitas Flinders.

**Tujuan Penelitian:**

Tujuan dari penelitian ini adalah:

- Untuk mengetahui bagaimana sekolah sekolah di Indonesia beradaptasi terhadap perubahan yang diwajibkan oleh pemerintah dengan mengidentifikasi karakteristik praktek organisasi pada sekolah berstandar nasional dalam kaitannya dengan empat dimensi adaptasi terhadap perubahan (konten/isi, konteks, proses, dan perubahan individu)
- Untuk mengetahui faktor faktor yang menunjang dan memperkuat 'kapasitas adaptif' sekolah dalam konteks sistem pendidikan yang tersentralisasi di Indonesia.
- Membangun model konseptual tentang Kapasitas Adaptif sekolah dalam konteks sekolah di Indonesia.

inspiring  
achievement

**Apa yang harus anda lakukan?**

Anda diundang untuk menghadiri wawancara per-orangan dan wawancara dalam fokus group yang dilakukan dalam bahasa Indonesia di tempat yang anda tentukan sebagai tempat dimana anda merasa nyaman. Peneliti akan menanyakan beberapa pertanyaan tentang pandangan atau pengalaman anda terkait praktek organisasi anda dalam mengadaptasi perubahan. Wawancara akan berlangsung paling lama satu jam untuk wawancara individu dan satu setengah jam untuk wawancara fokus group. Interview akan direkam di digital voice recorder untuk memudahkan mendengarkan kembali hasil interview saat pengetikan untuk transkrip. Setelah direkam, akan diketik dan disimpan sebagai file komputer. Langkah selanjutnya adalah anda diminta untuk menunjukkan dokumentasi yang berupa laporan pelatihan atau kursus, kebijakan dan prosedur, hasil rapat, laporan hasil penelitian, laporan workshop, power point workshop, manual, brosur, memo, dan dokumen lain yang di transfer dalam tujuan untuk perubahan praktek organisasi. Dan ini memakan waktu sekitar satu jam untuk tiap peserta. Peneliti akan memberikan beberapa pertanyaan yang berhubungan dengan dokumentasi. Partisipasi anda bersifat adalah sukarela dan akan ada kompensasi senilai AUD\$15.

**Manfaat apa yang akan saya dapatkan dengan menjadi peserta?**

Jawaban atas pertanyaan dalam interview yang berdasarkan pengalaman atau pandangan anda akan mengisi kekurangan literature atau informasi praktek praktek organisasi sekolah dalam beradaptasi terhadap perubahan di Indonesia. Anda membantu meletakkan dasar untuk penelitian lebih lanjut yang dilakukan para peneliti lain yang tertarik dengan topik Kapasitas Adaptif tidak hanya dilingkungan sekolah Anda tapi juga di Institusi Pendidikan organisasi publik dan organisasi pemerintah lain di Indonesia. Data yang anda berikan juga memperjelas pemahaman anda tentang praktek adaptasi perubahan di organisasi yang mirip dengan organisasi anda. Dengan memahami lebih dalam praktek organisasi dalam beradaptasi dengan perubahan di organisasi anda, and memiliki kesempatan untuk meningkatkan praktek organisasi anda dalam beradaptasi terhadap perubahan dengan meningkatkan faktor-faktor pendukung yang dianggap perlu untuk ditingkatkan.

**Apakah identitas saya teridentifikasi apabila terlibat?**

Peneliti tidak menjamin kerahasiaan identitas peserta seratus persen. Namun peneliti akan melakukan langkah-langkah terbaik untuk melindungi identitas dan kerahasiaan peserta. Peneliti akan berusaha agar hanya peneliti yang mengetahui identitas peserta. Peneliti memerlukan identitas anda sebagai personal record untuk memudahkan saat member checking atau jika peneliti memerlukan informasi lebih lanjut sehubungan dengan jawaban yang anda berikan saat interview. Identitas anda akan ditulis dalam bentuk kode dalam rekaman dan transkrip. Interview akan tersimpan dalam file komputer yang dilindungi dengan password sehingga hanya peneliti (Tomy Veryanto Bawulang) yang memiliki akses ke data. Komentar anda tidak akan dihubungkan langsung dengan anda.

**Apakah ada resiko atau ketidaknyamanan apabila saya terlibat?**

Tidak ada resiko yang sekiranya membahayakan peneliti maupun anda (peserta) karena sebelumnya sudah diantisipasi. Hal yang berpotensi menjadi resiko seperti resiko intimidasi diatasi dengan interview per-orangan. Identitas anda juga dilindungi dengan pengkodean untuk tiap peserta interview. Member checking juga akan dilakukan untuk meyakinkan anda bahwa peneliti tidak mereka-reka atau merubah hasil interview anda.

## Appendix F: Consent Form for the Principals (English)



### CONSENT FORM FOR PARTICIPATION IN RESEARCH (by interview) For The Principal

How Do Schools adapt to Changes? Toward a Contextual Construct of School Adaptive Capacity in Indonesia

I, ..... being over the age of 18 years hereby consent to participate as requested in the Letter of Introduction for the research project on *How Do Schools Adapt to Change? Toward a Contextual Construct of School Adaptive Capacity in Indonesia*

1. I have read the information provided.
2. Details of procedures and any risks have been explained to my satisfaction.
3. I agree to audio recording of my information and participation.
4. I am aware that I should retain a copy of the Information Sheet and Consent Form for future reference.
5. I understand that:
  - I may not directly benefit from taking part in this research.
  - I am free to withdraw from the project at any time and am free to decline to answer particular questions.
  - While the information gained in this study will be published as explained, I am aware that there will be no guarantee that I will not be identified and that individual information will remain confidential.
  - Whether I participate or not, or withdraw after participating, will have no effect on any treatment or service that is being provided to me.
  - I may ask that the recording be stopped at any time, and that I may withdraw at any time from the session or the research without disadvantage.
6. I agree the transcript being made available to other researchers who are members of this research team in this case, the investigator's research supervisors, on condition that my identity will be codified.

**Participant's signature.....Date.....**

I certify that I have explained the study to the volunteer and consider that she/he understands what is involved and freely consents to participation.

**Researcher's name : Tomy Veryanto Bawulang**

**Researcher's signature.....Date.....**

*NB: Two signed copies should be obtained. The copy retained by the researcher may then be used for authorisation of Items 7*

7. I, the participant whose signature appears below, have read a transcript of my participation and agree to its use by the researcher as explained.

**Participant's signature.....Date.....**

## Appendix G: Consent Form for the Principals (Bahasa)



### LEMBAR PERSETUJUAN BERPARTISIPASI DALAM PENELITIAN (CONSENT FORM FOR PARTICIPATION IN RESEARCH)

(Dengan Wawancara)

Untuk Kepala Sekolah

Bagaimana Sekolah Beradaptasi Terhadap Perubahan? Menuju Sebuah Konstruksi Kontekstual dari Kapasitas Adaptif Sekolah di Indonesia

Saya, ..... berumur di atas 18 tahun dengan ini memberikan persetujuan (consent) untuk berpartisipasi seperti yang terdapat dalam surat pengantar dalam penelitian yang berjudul 'Bagaimana Sekolah Beradaptasi Terhadap Perubahan? Menuju Sebuah Konstruksi Kontekstual dari Kapasitas Adaptif Sekolah di Indonesia'.

1. Saya telah membaca lembar informasi.
2. Rincian prosedur dan resiko telah dijelaskan secara memuaskan
3. Saya setuju untuk direkam dengan alat perekam (tape recorder) saat memberikan informasi dan selama keterlibatan dalam penelitian.
4. Saya sadar bahwa saya sebaiknya menyimpan salinan (copy) dari lembar informasi dan lembar persetujuan (consent form) untuk referensi dimasa datang.
5. Saya mengerti bahwa:
  - Saya mungkin tidak mendapatkan manfaat secara langsung dengan keterlibatan dalam penelitian ini.
  - Saya bebas untuk menarik diri dari keterlibatan dan bebas untuk tidak menjawab pertanyaan tertentu.
  - Jika informasi dari hasil penelitian ini dipublikasikan seperti yang sudah dijelaskan, saya menyadari sepenuhnya bahwa identitas saya tidak akan diketahui dan bahwa informasi yang saya berikan akan tetap menjadi rahasia.
  - Apakah saya berpartisipasi atau tidak, atau berhenti setelah berpartisipasi, tidak akan memiliki pengaruh apapun terhadap perlakuan dan pelayanan yang tersedia untuk saya.
  - Saya boleh meminta untuk menghentikan rekaman kapan saja dan mengundurkan diri dari keikutsertaan saya dalam penelitian ini kapan saja selama penelitian ini berlangsung.
6. Saya setuju apabila transkrip dibaca oleh peneliti lain yang juga anggota team peneliti untuk penelitian ini, yang dalam hal ini adalah dosen pembimbing peneliti, dengan catatan bahwa identitas saya tetap disamarkan.

**Tanda Tangan Peserta.....Tanggal.....**

Saya nyatakan bahwa saya telah menjelaskan tentang penelitian ini ke sukarelawan dan merasa bahwa beliau mengerti keterlibatannya dalam penelitian ini dan tanpa tekanan menandatangani lembar persetujuan (consent form).

**Nama Peneliti: Tomy Veryanto Bawulang**

**Tanda Tangan Peneliti.....Tanggal.....**

*NB: lembar ini harus ditandatangani dua rangkap. Salah satu rangkap digunakan untuk tanda tangan dibawah ini untuk point no. 7 (saat member checking)*

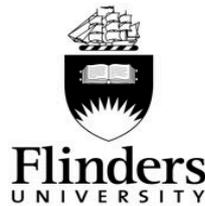
7. Saya, peserta penelitian, yang bertanda tangan di bawah ini, telah membaca transkrip wawancara dan setuju untuk penggunaannya seperti yang telah dijelaskan oleh peneliti.

**Tanda Tangan Peserta.....Tanggal.....**

This document was translated in accurate by Tomy Veryanto Bawulang

This translation was checked as being accurate by Sri Gustiani

## Appendix H: Consent Form for the Senior Leadership Representative



### CONSENT FORM FOR PARTICIPATION IN RESEARCH (by interview) For Senior Leadership Representative

How Do Schools adapt to Changes? Toward a Contextual Construct of School Adaptive Capacity in Indonesia

I, ..... being over the age of 18 years hereby consent to participate as requested in the Letter of Introduction for the research project on *How Do School Adapt to Changes? Towards a Contextual Construct of School Adaptive Capacity in Indonesia*.

1. I have read the information provided.
2. Details of procedures and any risks have been explained to my satisfaction.
3. I agree to audio recording of my information and participation.
4. I am aware that I should retain a copy of the Information Sheet and Consent Form for future reference.
5. I understand that:
  - I may not directly benefit from taking part in this research.
  - I am free to withdraw from the project at any time and am free to decline to answer particular questions.
  - While the information gained in this study will be published as explained, I am aware that there will be no guarantee that I will not be identified and that individual information will remain confidential.
  - Whether I participate or not, or withdraw after participating, will have no effect on any treatment or service that is being provided to me.
  - I may ask that the recording be stopped at any time, and that I may withdraw at any time from the session or the research without disadvantage.
6. I agree the transcript being made available to other researchers who are members of this research team in this case, the investigator's research supervisors, on condition that my identity will be codified.

**Participant's signature.....Date.....**

I certify that I have explained the study to the volunteer and consider that she/he understands what is involved and freely consents to participation.

**Researcher's name: Tomy Veryanto Bawulang**

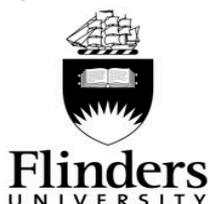
**Researcher's signature.....Date.....**

*NB: Two signed copies should be obtained. The copy retained by the researcher may then be used for authorisation of Items 7*

7. I, the participant whose signature appears below, have read a transcript of my participation and agree to its use by the researcher as explained.

**Participant's signature.....Date.....**

## Appendix I: Consent Form for Senior Leadership Representative (Bahasa)



### LEMBAR PERSETUJUAN BERPARTISIPASI DALAM PENELITIAN (CONSENT FORM FOR PARTICIPATION IN RESEARCH)

(Dengan Wawancara dan Penyediaan Dokumen)

Untuk Perwakilan Tim Pimpinan

Bagaimana Sekolah Beradaptasi Terhadap Perubahan? Menuju Sebuah Konstruksi Kontekstual dari Kapasitas Adaptif Sekolah di Indonesia

Saya, ..... berumur di atas 18 tahun dengan ini memberikan persetujuan (consent) untuk berpartisipasi seperti yang terdapat dalam surat pengantar dalam penelitian yang berjudul 'Bagaimana Sekolah Beradaptasi Terhadap Perubahan? Menuju Sebuah Konstruksi Kontekstual dari Kapasitas Adaptif Sekolah di Indonesia'.

1. Saya telah membaca lembar informasi.
2. Rincian prosedur dan resiko telah dijelaskan secara memuaskan
3. Saya setuju untuk direkam dengan alat perekam (tape recorder) saat memberikan informasi dan selama keterlibatan dalam penelitian.
4. Saya sadar bahwa saya sebaiknya menyimpan salinan (copy) dari lembar informasi dan lembar persetujuan (consent form).
5. Saya mengerti bahwa:
  - Saya mungkin tidak mendapatkan manfaat secara langsung dengan keterlibatan dalam penelitian ini.
  - Saya bebas untuk menarik diri dari keterlibatan dan bebas untuk tidak menjawab pertanyaan tertentu.
  - Jika informasi dari hasil penelitian ini dipublikasikan, saya menyadari sepenuhnya bahwa tidak ada jaminan seratus persen bahwa identitas saya tidak akan diketahui dan bahwa informasi akan tetap menjadi rahasia.
  - Dalam satu jam wawancara, saya bisa meminta peneliti untuk menghentikan rekaman dan bisa menarik diri dari keikutsertaan dalam penelitian tanpa dikenai konsekuensi apapun.
  - Selama satu jam penyediaan dokumen yang berhubungan dengan kapasitas adaptif, saya akan memberikan/menyediakan dokumen yang diinginkan peneliti yang berhubungan dengan kapasitas adaptif dan akan memberikan penjelasan jika diperlukan.
  - Laporan hasil penelitian akan dipublikasikan dan tidak ada jaminan identitas saya tetap menjadi rahasia.

**Participant's signature.....Date.....**

I certify that I have explained the study to the volunteer and consider that she/he understands what is involved and freely consents to participation.

**Researcher's name: Tomy Veryanto Bawulang**

**Researcher's signature.....Date.....**

*NB: Two signed copies should be obtained. The copy retained by the researcher may then be used for authorisation of Items 7*

7. I, the participant whose signature appears below, have read a transcript of my participation and agree to its use by the researcher as explained.

**Participant's signature.....Date.....**

## Appendix J: Consent form for Teachers (English)



### CONSENT FORM FOR PARTICIPATION IN RESEARCH (by interview and providing documentation) For Teachers

How Do Schools adapt to Changes? Toward a Contextual Construct of School Adaptive Capacity in Indonesia

I, ..... being over the age of 18 years hereby consent to participate as requested in the Letter of Introduction for the research project for the research project on Knowledge Sharing at State Polytechnics in Indonesia.

1. I have read the information provided.
2. Details of procedures and any risks have been explained to my satisfaction.
3. I agree to audio recording of my information and participation.
4. I am aware that I should retain a copy of the Information Sheet and Consent Form for future reference.
5. I understand that:
  - I may not directly benefit from taking part in this research.
  - I am free to withdraw from the project at any time and am free to decline to answer particular questions.
  - While the information gained in this study will be published as explained, I am aware that there will be no guarantee that I will not be identified and that individual information will remain confidential.
  - For one hour interview, I may ask that the recording be stopped at any time, and that I may withdraw at any time from the session or the research without disadvantage.
  - I may select the document that the investigator requires during one and half an hour document provision and will provide further information when needed related to the documentation.
  - The report of this research may be used for publication and there is no assurance that my identity will not be revealed.
6. I agree the transcript being made available to other researchers who are members of this research team in this case, the investigator's research supervisors, on condition that my identity will be codified.

**Participant's signature.....Date.....**

I certify that I have explained the study to the volunteer and consider that she/he understands what is involved and freely consents to participation.

**Researcher's name.....**

**Researcher's signature.....Date.....**

*NB: Two signed copies should be obtained. The copy retained by the researcher may then be used for authorisation of Items 7*

7. I, the participant whose signature appears below, have read a transcript of my participation and agree to its use by the researcher as explained.

**Participant's signature.....Date.....**

## Appendix K: Consent Form for Teachers (Bahasa)



### LEMBAR PERSETUJUAN BERPARTISIPASI DALAM PENELITIAN (CONSENT FORM FOR PARTICIPATION IN RESEARCH)

(Dengan Wawancara, Fokus Group, dan Penyediaan Dokumen)

Untuk Guru

Bagaimana Sekolah Beradaptasi Terhadap Perubahan? Menuju Sebuah Konstruksi Kontekstual dari Kapasitas Adaptif Sekolah di Indonesia

Saya, ..... berumur di atas 18 tahun dengan ini memberikan persetujuan (consent) untuk berpartisipasi seperti yang terdapat dalam surat pengantar dalam penelitian yang berjudul 'Bagaimana Sekolah Beradaptasi Terhadap Perubahan? Menuju Sebuah Konstruksi Kontekstual dari Kapasitas Adaptif Sekolah di Indonesia'.

1. Saya telah membaca lembar informasi.
2. Rincian prosedur dan resiko telah dijelaskan secara memuaskan
3. Saya setuju untuk direkam dengan alat perekam (tape recorder) saat memberikan informasi dan selama keterlibatan dalam penelitian.
4. Saya sadar bahwa saya sebaiknya menyimpan salinan (copy) dari lembar informasi dan lembar persetujuan (consent form).
5. Saya mengerti bahwa:
  - Saya mungkin tidak mendapatkan manfaat secara langsung dengan keterlibatan dalam penelitian ini.
  - Saya bebas untuk menarik diri dari keterlibatan dan bebas untuk tidak menjawab pertanyaan tertentu.
  - Jika informasi dari hasil penelitian ini dipublikasikan, saya menyadari sepenuhnya bahwa saya tidak akan teridentifikasi dan bahwa informasi yang saya berikan akan tetap menjadi rahasia.
  - Apakah saya berpartisipasi atau tidak, atau menarik diri setelah berpartisipasi, hal tersebut tidak akan berpengaruh terhadap perlakuan atau layanan yang disediakan terhadap saya.
  - Saya berhak meminta untuk menghentikan rekaman kapan saja dan berhenti kapan saja dalam sebuah sesi atau berhenti untuk berpartisipasi dalam penelitian ini.
6. Saya setuju apabila transkrip dibaca oleh peneliti lain yang juga anggota team peneliti untuk penelitian ini, yang dalam hal ini adalah dosen pembimbing peneliti, dengan catatan bahwa identitas saya tetap disamarkan.

**Tanda Tangan Peserta.....Tanggal.....**

Saya nyatakan bahwa saya telah menjelaskan tentang penelitian ini ke sukarelawan dan merasa bahwa beliau mengerti keterlibatannya dalam penelitian ini dan tanpa tekanan menandatangani lembar persetujuan (consent form).

**Nama Peneliti: Tomy Veryanto Bawulang**

**Tanda Tangan Peneliti.....Tanggal.....**

*NB: lembar ini harus ditandatangani dua rangkap. Salah satu rangkap digunakan untuk tanda tangan dibawah ini untuk point no. 7 (saat member checking)*

7. Saya, peserta penelitian, yang bertanda tangan di bawah ini, telah membaca transkrip wawancara dan setuju untuk penggunaannya seperti yang telah dijelaskan oleh peneliti.

**Tanda Tangan Peserta.....Tanggal.....**

This document was translated in accurate by Tomy Veryanto Bawulang

This translation was checked as being accurate by Sri Gustiani

## Appendix L: Consent Form for Administrative Staff (English)



### CONSENT FORM FOR PARTICIPATION IN RESEARCH (by interview and providing documentation) For Administrative Staff

How Do Schools adapt to Changes? Toward a Contextual Construct of School Adaptive Capacity in Indonesia

I, ..... being over the age of 18 years hereby consent to participate as requested in the Letter of Introduction for the research project for the research project on Knowledge Sharing at State Polytechnics in Indonesia.

1. I have read the information provided.
2. Details of procedures and any risks have been explained to my satisfaction.
3. I agree to audio recording of my information and participation.
4. I am aware that I should retain a copy of the Information Sheet and Consent Form for future reference.
5. I understand that:
  - I may not directly benefit from taking part in this research.
  - I am free to withdraw from the project at any time and am free to decline to answer particular questions.
  - While the information gained in this study will be published as explained, I am aware that there will be no guarantee that I will not be identified and that individual information will remain confidential.
  - For one hour interview, I may ask that the recording be stopped at any time, and that I may withdraw at any time from the session or the research without disadvantage.
  - I may select the document that the investigator requires during one and half an hour document provision and will provide further information when needed related to the documentation.
  - The report of this research may be used for publication and there is no assurance that my identity will not be revealed.
6. I agree the transcript being made available to other researchers who are members of this research team in this case, the investigator's research supervisors, on condition that my identity will be codified.

**Participant's signature.....Date.....**

I certify that I have explained the study to the volunteer and consider that she/he understands what is involved and freely consents to participation.

**Researcher's name.....**

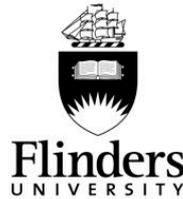
**Researcher's signature.....Date.....**

*NB: Two signed copies should be obtained. The copy retained by the researcher may then be used for authorisation of Items 7*

7. I, the participant whose signature appears below, have read a transcript of my participation and agree to its use by the researcher as explained.

**Participant's signature.....Date.....**

## Appendix M: Consent Form for Administrative Staff (Bahasa)



### LEMBAR PERSETUJUAN BERPARTISIPASI DALAM PENELITIAN (Dengan Wawancara Dan Dokumentasi) Untuk Tenaga Administrasi

Bagaimana Sekolah Beradaptasi Terhadap Perubahan? Menuju Sebuah Konstruksi Kontekstual dari Kapasitas Adaptif Sekolah di Indonesia

Saya, ..... berumur di atas 18 tahun dengan ini memberikan persetujuan (consent) untuk berpartisipasi seperti yang terdapat dalam surat pengantar dalam penelitian yang berjudul 'Bagaimana Sekolah Beradaptasi Terhadap Perubahan? Menuju Sebuah Konstruksi Kontekstual dari Kapasitas Adaptif Sekolah di Indonesia'.

1. Saya telah membaca lembar informasi.
2. Rincian prosedur dan resiko telah dijelaskan secara memuaskan
3. Saya setuju untuk direkam dengan alat perekam (tape recorder) saat memberikan informasi dan selama keterlibatan dalam penelitian.
4. Saya sadar bahwa saya sebaiknya menyimpan salinan (copy) dari lembar informasi dan lembar persetujuan (consent form) untuk referensi di masa datang.
5. Saya mengerti bahwa:
  - Saya mungkin tidak mendapatkan manfaat secara langsung dengan keterlibatan dalam penelitian ini.
  - Saya bebas untuk menarik diri dari keterlibatan dan bebas untuk tidak menjawab pertanyaan tertentu.
  - Jika informasi dari hasil penelitian ini dipublikasikan seperti yang sudah dijelaskan, saya menyadari sepenuhnya bahwa identitas saya tidak akan diketahui dan bahwa informasi yang saya berikan akan tetap menjadi rahasia.
  - Apakah saya berpartisipasi atau tidak, atau berhenti setelah berpartisipasi, tidak akan memiliki pengaruh apapun terhadap perlakuan dan pelayanan yang tersedia untuk saya.
  - Saya boleh meminta untuk menghentikan rekaman kapan saja dan mengundurkan diri dari keikutsertaan saya dalam penelitian ini kapan saja selama penelitian ini berlangsung.
6. Saya setuju apabila transkrip dibaca oleh peneliti lain yang juga anggota team peneliti untuk penelitian ini, yang dalam hal ini adalah dosen pembimbing peneliti, dengan catatan bahwa identitas saya tidak akan diungkapkan.

**Tanda Tangan Peserta.....Tanggal.....**

Saya nyatakan bahwa saya telah menjelaskan tentang penelitian ini ke sukarelawan dan merasa bahwa beliau mengerti keterlibatannya dalam penelitian ini dan tanpa tekanan menandatangani lembar persetujuan (consent form).

**Nama Peneliti: Tomy Veryanto Bawulang**

**Tanda Tangan Peneliti.....Tanggal.....**

*NB: lembar ini harus ditandatangani dua rangkap. Salah satu rangkap digunakan untuk tanda tangan dibawah ini untuk point no. 7 (saat member checking)*

7. Saya, peserta penelitian, yang bertanda tangan di bawah ini, telah membaca transkrip wawancara dan setuju untuk penggunaannya seperti yang telah dijelaskan oleh peneliti.

**Tanda Tangan Peserta.....Tanggal.....**

This document was translated in accurate by Tomy Veryanto Bawulang

This translation was checked as being accurate by Sri Gustiani

## Appendix N: Consent Form for Focus Group Interview (English)



### CONSENT FORM FOR PARTICIPATION IN RESEARCH (by Focus Group Interview)

How Do Schools adapt to Changes? Toward a Contextual Construct of School Adaptive Capacity in Indonesia

I, ..... being over the age of 18 years hereby consent to participate as requested in the Letter of Introduction for the research project for the research project on Knowledge Sharing at State Polytechnics in Indonesia.

1. I have read the information provided.
2. Details of procedures and any risks have been explained to my satisfaction.
3. I agree to audio recording of my information and participation.
4. I am aware that I should retain a copy of the Information Sheet and Consent Form for future reference.
5. I understand that:
  - I may not directly benefit from taking part in this research.
  - I am free to withdraw from the project at any time and am free to decline to answer particular questions.
  - While the information gained in this study will be published as explained, I am aware that there will be no guarantee that I will not be identified and that individual information will remain confidential.
  - For one hour up to one and a half Focus Group interview, I may ask that the recording be stopped at any time, and that I may withdraw at any time from the session or the research without disadvantage.
  - I may select the document that the investigator requires during one and half an hour document provision and will provide further information when needed related to the documentation.
  - The report of this research may be used for publication and there is no assurance that my identity will not be revealed.
6. I agree the transcript being made available to other researchers who are members of this research team in this case, the investigator's research supervisors, on condition that my identity will be codified.

**Participant's signature.....Date.....**

I certify that I have explained the study to the volunteer and consider that she/he understands what is involved and freely consents to participation.

**Researcher's name.....**

**Researcher's signature.....Date.....**

*NB: Two signed copies should be obtained. The copy retained by the researcher may then be used for authorisation of Items 7*

7. I, the participant whose signature appears below, have read a transcript of my participation and agree to its use by the researcher as explained.

**Participant's signature.....Date.....**

## Appendix O: Consent Form for Focus Group Interview (Bahasa)



### LEMBAR PERSETUJUAN BERPARTISIPASI DALAM PENELITIAN (CONSENT FORM FOR PARTICIPATION IN RESEARCH)

(Dengan Fokus Group)

Untuk Guru

Bagaimana Sekolah Beradaptasi Terhadap Perubahan? Menuju Sebuah Konstruksi Kontekstual dari Kapasitas Adaptif Sekolah di Indonesia

Saya, ..... berumur di atas 18 tahun dengan ini memberikan persetujuan (consent) untuk berpartisipasi seperti yang terdapat dalam surat pengantar dalam penelitian yang berjudul 'Bagaimana Sekolah Beradaptasi Terhadap Perubahan? Menuju Sebuah Konstruksi Kontekstual dari Kapasitas Adaptif Sekolah di Indonesia'.

1. Saya telah membaca lembar informasi.
2. Rincian prosedur dan resiko telah dijelaskan secara memuaskan
3. Saya setuju untuk direkam dengan alat perekam (tape recorder) saat memberikan informasi dan selama keterlibatan dalam penelitian.
4. Saya sadar bahwa saya sebaiknya menyimpan salinan (copy) dari lembar informasi dan lembar persetujuan (consent form) untuk referensi dimasa datang.
5. Saya mengerti bahwa:
  - Saya mungkin tidak mendapatkan manfaat secara langsung dengan keterlibatan dalam penelitian ini.
  - Saya bebas untuk menarik diri dari keterlibatan dan bebas untuk tidak menjawab pertanyaan tertentu.
  - Jika informasi dari hasil penelitian ini dipublikasikan seperti yang sudah dijelaskan, saya menyadari sepenuhnya bahwa identitas saya tidak akan diketahui dan bahwa informasi yang saya berikan akan tetap menjadi rahasia.
  - Apakah saya berpartisipasi atau tidak, atau berhenti setelah berpartisipasi, tidak akan memiliki pengaruh apapun terhadap perlakuan dan pelayanan yang tersedia untuk saya.
  - Saya boleh meminta untuk menghentikan rekaman kapan saja dan mengundurkan diri dari keikutsertaan saya dalam penelitian ini kapan saja selama penelitian ini berlangsung.
6. Saya setuju apabila transkrip dibaca oleh peneliti lain yang juga anggota team peneliti untuk penelitian ini, yang dalam hal ini adalah dosen pembimbing peneliti, dengan catatan bahwa identitas saya tetap disamarkan.

**Tanda Tangan Peserta.....Tanggal.....**

Saya nyatakan bahwa saya telah menjelaskan tentang penelitian ini ke sukarelawan dan merasa bahwa beliau mengerti keterlibatannya dalam penelitian ini dan tanpa tekanan menandatangani lembar persetujuan (consent form).

**Nama Peneliti: Tomy Veryanto Bawulang**

**Tanda Tangan Peneliti.....Tanggal.....**

*NB: lembar ini harus ditandatangani dua rangkap. Salah satu rangkap digunakan untuk tanda tangan dibawah ini untuk point no. 7 (saat member checking)*

7. Saya, peserta penelitian, yang bertanda tangan di bawah ini, telah membaca transkrip wawancara dan setuju untuk penggunaannya seperti yang telah dijelaskan oleh peneliti.

**Tanda Tangan Peserta.....Tanggal.....**

This document was translated in accurate by Tomy Veryanto Bawulang

This translation was checked as being accurate by Sri Gustiani

## Appendix P: Individual Interview Guides/Protocol and Questions (English)

### Opening:

Thank you for your willingness to participate in this study. This interview is about your work and your view/ opinion about organisational practices in adapting to changes in this school. As I explain in the introductory letter about this study, I am interested in understanding more about what is happening in the school when you and the other colleagues are adapting to changes enforced on your school.

The information you provide in this interview is confidential and I am the only person who has the access to this information as I explain in my introductory session. This interview will take about 45-60 minutes. The focus of the interview will be on the organisational practices in adapting to changes when it is operating at its best. Overall the interview will be on the following topics:

- Your personal perception, opinion, knowledge, and experiences in adapting to changes in school.
- Characteristics of organizational practices in schools when you are adapting to changes including strategies, structures, and mechanism.
- The enabling and supporting conditions for organizational practices in adapting to changes.

### Main Questions:

#### Your Personal Perception about change

- *What are the recent changes in schools that you need to adapt with?*
- *What is your opinion about those changes?*
- *How do you adjust yourself to those changes? Or how do you adapt to the changes?*
- *What is the best way for you to adapt to changes?*
- *How do you adapt to changes in collaboration with others in this school?*
- *Think of a time when you felt most committed to the organisation effort to adapt to changes. Why you feel such commitment?*
- *Can you give one example of how organization has shown its commitment to you?*
- *Without being humble, what is your best contribution to the team/ organisational change practices or adaptive capacity?*
- *Describe a time at this school when you believed you learn something new, meaningful to contribute to organization adaptive capacity. More importantly what lesson can be drawn from your example?*

Characteristics of Organisational Practices in adapting to changes  
In relation to changes in educational system,

- What does the school do best as it relates to adapting to changes?
- How are the organisational change practices, planned, communicated, implemented, and evaluated ?
- How is the positive atmosphere about adapting to changes nurtured among the people in this schools?

Enabling and supporting conditions (internal and external environment)

This school has been acknowledged and certified as one of National Standardized Schools. It is a very prestigious achievement that not all schools can achieve it. Especially in the situation when systemic changes always happen without school being prepared. So in relation to those imposed and systemic change,

- In your opinion what makes your organisation achieve the status of the National Standardised School? or What characteristics that makes your school outstanding?

Let's talk about the factors that underpin the above strength characteristics. In other words, what make it possible for the above characteristics to arise and exist in the school.

- In your opinion, what organizational factors, internal and external (stakeholders) foster the school commitment to excel and to be outstanding in adapting to the systemic changes?

Concluding

As you know that organization is challenge all time to excel in the continual changing context and therefore building organizational adaptive capacity is a continual process. Organizations are required to improve and transform into better and better state through people. To be able to build a strong school adaptive capacity people are continuously challenging themselves to move out of their comfort zones, think in new ways, acquire new knowledge and skills, and experiment with new strategies and learning methods.

If you could develop or transform the organization in any way, what three things would you do to improve organizational adaptive capacity in your organisation? And what are the things that organisation should do more to strengthen the organizational adaptive capacity?

Thank you very much for your participation in this interview

Note: This interview guide/protocol has been adapted from the interview guides provided by Cooperrider et. al. (2008).

### **Cited Work**

Cooperrider, D., Whitney, D. D., & Stavros, J. (2008). *The appreciative inquiry handbook: For leaders of change* (2nd ed.): Berrett-Koehler Publishers.

## **Appendix Q: Individual Interview Guides/Protocol and Questions (Bahasa)**

Panduan dan pertanyaan Wawancara

Untuk Kepala Sekolah, Perwakilan Tim Pimpinan,  
Guru, dan Pegawai Tata Usaha

Pembuka

Terima kasih atas kesediaan saudara untuk berpartisipasi pada penelitian ini. Wawancara ini adalah tentang pekerjaan anda serta pendapat anda tentang praktek paraktek dalam organisasi sekolah dalam rangka beradaptasi dengan perubahan.

Seperti yang telah saya sampaikan pada surat pengantar bahwa Saya sangat tertarik untuk mempelajari tentang apa yang terjadi dalam sekolah saat anda dan teman teman lain haru sberadaptasi pada perubahan perubahan yang diwajibkan pada sekolah anda. Informasi yang anda sampaikan pada wawancara ini bersifat rahasia dan saya jamin bahwa saya adalah satu satunya orang yang memiliki akses pada informasi ini speerti yang telah saya sampaikan pada sesi pendahuluan kita. Interview ini akan berlangsung selama 45-60 menit. Fokus pada interview ini adalah pada proses dan pratek organisasi dalam mengadaptasi perubahan lebih khusus lagi saat organisasi berada pada saat saat terbaiknya dalam mengadaptasi perubahan. Secara keseluruhan wawancara ini akan mencakup topik topik berikut:

- Persepsi, pendapat, pengetahuan dan pengalaman pribadi anda dalam beradaptasi dengan perubahan yang terjadi disekolah anda
- Karakteristik dari praktek praktek organisasi sekolah saat anda harus beradaptasi dengan perubahan termasuk strategi, struktur dna mekanisme yang dijalankan.
- Kondisi kondisi yang mendorong kemampuan praktek organisasi dalam beradaptasi dengan perubahan.

## Pertanyaan Inti

### Pandangan Pribadi Anda Tentang Perubahan

- Perubahan perubahan apa saja yang terjadi belakangan ini yang perlu anda adaptasi?
- Apa pendapat anda tentang perubahan perubahan tersebut?
- Bagaimana anda menyesuaikan diri dengan perubahan perubahan tersebut? Atau Bagaimana anda beradaptasi terhadap perubahan perubahan tersebut?
- Menurut anda, Apa cara yang terbaik untuk beradaptasi dengan perubahan perubahan tersebut?
- Bagaimana anda beradaptasi dengan perubahan itu secara kolaborasi dengan teman teman lain?
- Coba anda ingat saat saat dimana anda merasa sangat berkomitmen untuk mendukung upaya organisasi dalam rangka beradaptasi dengan perubahan. Mengapa anda merasa sangat berkomitmen seperti itu?
- Dapatkah anda memberi contoh bagaimana organisasi telah menunjukkan komitmennya untuk diri anda?
- Dengan tidak bermaksud untuk merendahkan diri, apa yang merupakan kontribusi terbaik dari anda untuk menunjang praktek organisasi dalam mengadaptasi perubahan atau dalam membangun kapasitas adaptif dari organisasi anda?
- Gambarkan suatu masa di sekolah ini saat anda yakin bahwa anda belajar sesuatu yang baru dan sangat berarti untuk menunjang kapasitas adaptif organisasi ? lebih penting lagi pelajaran apa yang bias di tarik dari contoh tersebut?

### Karakteristik Praktek Organisasi Dalam Beradaptasi Terhadap Perubahan

Dalam kaitan dengan perubahan pada system pendidikan yang sekarang,

- Apa hal yang terbaik yang dilakukan sekolah dalam rangka beradaptasi dengan perubahan?
- Bagaimana praktek organisasi terkait perubahan itu di rencanakan, dilaksanakan, dikomunikasikan, dan dievaluasi?
- Bagaimana lingkungan dan suasana yang positif terhadap adaptasi perubahan dijaga dan dikembangkan diantara masyarakat sekolah ini?

## Faktor Faktor Penunjang (Lingkungan Internal Dan Eksternal)

Sekolah ini sudah diakui dan tersertifikasi sebagai salah satu sekolah berstandar nasional. Ini adalah capaian yang sangat membanggakan krn tidak semua sekolah bisa mencapainya. Khususnya terkait situasi dimana perubahan-perubahan yang sistemik selalu terjadi secara mendadak dan sekolah tidak pernah dipersiapkan sebelumnya. Dalam kaitan dengan perubahan sistemik yang diwajibkan tersebut,

- ***Menurut pendapat anda, apa yang membuat sekolah anda berhasil mencapai status Sekolah Berstandar Nasional? Atau karakteristik apa yang membuat sekolah anda unggul?***

***Mari kita bicara tentang factor factor yang menyebabkan keunggulan tersebut. Dengan kata lain, apa penyebab sehingga karakteristik keunggulan tersebut diatas bisa ada dan dimiliki sekolah ini.***

- Menurut pendapat anda, faktor faktor apa baik internal maupun eksternal yang mendorong terciptanya komitmen sekolah untuk menjadi unggul dalam beradaptasi dengan perubahan?

## Penutup:

Seperti anda ketahui bahwa organisasi sekolah ditantang setiap saat untuk bisa unggul dalam perubahan dan itulah sebabnya pembangunan kapasitas adaptif organisasi adalah sebuah proses yang berkesinambungan. Organisasi dituntut untuk menjadi lebih baik lewat orang-orang didalamnya. Untuk bisa membangun kapasitas adaptif yang kuat orang-orang dalam organisasi sekolah dituntut untuk menantang diri mereka secara terus-menerus untuk keluar dari zona nyaman, berfikir cara baru, mendapatkan pengetahuan dan ketrampilan baru dan mencoba strategi serta metode belajar yang baru.

Seandainya anda bisa membangun atau mentransformasi organisasi sekolah anda dengan cara apapun juga, tiga hal apa yang akan anda lakukan untuk meningkatkan kapasitas organisasi dalam beradaptasi dengan perubahan? Dan apa pula hal-hal yang perlu dilakukan organisasi sekolah anda untuk meningkatkan kapasitas adaptif organisasinya?

Terima kasih atas partisipasi anda dalam wawancara ini.

This document was translated in accurate by Tomy Veryanto Bawulang

This translation was checked as being accurate by Sri Gustiani

Note: This interview guide/protocol has been adapted from the interview guides provided by Cooperrider et. al. (2008).

### **Referensi**

Cooperrider, D., Whitney, D. D., & Stavros, J. (2008). *The appreciative inquiry handbook: For leaders of change* (2nd ed.): Berrett-Koehler Publishers.

## **Appendix R: Interview Guides/Protocol and Questions for Teachers Focus Group Interview (English)**

### Opening

Thank you for your willingness to participate in this study. This Focus Group interview is about your work and your view/ opinion about organizational practices in adapting to changes in this school. As I explained in the introductory letter about this study, I am interested in understanding more about what is happening in the school when you and the other colleagues are adapting to changes enforced on your school.

The information you provide in this focus group interview is confidential and I am the only person who has the access to this information as I explain in my introductory session. This focus group interview will take about 60-90 minutes. The focus of the interview will be on the organisational practices in adapting to changes when it is operating at its best. Overall the interview will be on the following topics:

- Your personal perception, opinion, knowledge, and experiences in adapting to changes in school.
- Characteristics of organisational practices in schools when you are adapting to changes including strategies, structures, and mechanism.
- The enabling and supporting conditions for organisational practices in adapting to changes.

### Main Questions:

#### Your Personal Perception about Change

- What are the recent changes in schools that you need to adapt with?
- What is your opinion about those changes?
- How do you adjust yourself to those changes? Or how do you adapt to the changes?
- What is the best way for you to adapt to changes?
- How do you adapt to changes in collaboration with others in this school?
- Think of a time when you felt most committed to the organisation effort to adapt to changes. Why you feel such commitment?
- Can you give one example of how organization has shown its commitment to you?
- Without being humble, what is your best contribution to the team/ organisational change practices or adaptive capacity?

- Describe a time at this school when you believed you learn something new, meaningful to contribute to organization adaptive capacity. More importantly what lesson can be drawn from your example?

### Characteristics of Organisational Practices in Adapting to Changes

In relation to changes in educational system,

- What does the school do best as it relates to adapting to changes?
- How are the organisational change practices, planned, communicated, implemented, and evaluated?
- How is the positive atmosphere about adapting to changes nurtured among the people in this schools?

### Enabling and Supporting Conditions (Internal and External Environment)

This school has been acknowledged and certified as one of National Standardized Schools. It is a very prestigious achievement that not all schools can achieve it. Especially in the situation when systemic changes always happen without school being prepared. So in relation to those imposed and systemic change,

- In your opinion what makes your organisation achieve the status of the National Standardised School ? or What characteristics that makes your school outstanding?

Let's talk about the factors that underpin the above strength characteristics. In other words, what make it possible for the above characteristics to arise and exist in the school.

- In your opinion, what organizational factors, internal and external (stakeholders) foster the school commitment to excel and to be outstanding in adapting to the systemic changes?

### Concluding

As you know that organization is challenge all time to excel in the continual changing context and therefore building organizational adaptive capacity is a continual process. Organizations are required to improve and transform into better and better state through people. To be able to build a strong school adaptive capacity people are continuously challenging themselves to move out of their comfort zones, think in new ways, acquire new knowledge and skills, and experiment with new strategies and learning methods.

If you could develop or transform the organization in any way, what three things would you do to improve organisational adaptive capacity in your

organisation? And what are the things that organisation should do more to strengthen the organizational adaptive capacity?

Thank you very much for your participation in this focus group interview.

Note: This interview guide/protocol has been adapted from the interview guides provided by Cooperrider et. al. (2008).

### **Work Cited**

Cooperrider, D., Whitney, D. D., & Stavros, J. (2008). *The appreciative inquiry handbook: For leaders of change* (2nd ed.): Berrett-Koehler Publishers.

## **Appendix S: Interview Guides/Protocol and Questions for Teachers Focus Group Interview (Bahasa)**

Panduan dan Pertanyaan Wawancara  
Untuk Guru dalam Fokus Grup

### Pembuka

Terima kasih atas kesediaan saudara untuk berpartisipasi pada penelitian ini. Wawancara Fokus Grup ini adalah tentang pekerjaan anda serta pendapat anda tentang praktek paraktek dalam organisasi sekolah dalam rangka beradaptasi dengan perubahan.

Seperti yang telah saya sampaikan pada surat pengantar bahwa Saya sangat tertarik untuk mempelajari tentang apa yang terjadi dalam sekolah saat anda dan teman teman lain haru sberadaptasi pada perubahan perubahan yang diwajibkan pada sekolah anda. Informasi yang anda sampaikan pada wawancara ini bersifat rahasia dan saya jamin bahwa saya adalah satu satunya orang yang memiliki akses pada informasi ini speerti yang telah saya sampaikan pada sesi pendahuluan kita. Interview ini akan berlangsung selama 60-90 menit. Fokus pada wawancara ini adalah pada proses dan pratek organisasi dalam mengadaptasi perubahan lebih khusus lagi saat organisasi berada pada saat saat terbaiknya dalam mengadaptasi perubahan. Secara keseluruhan wawancara ini akan mencakup topik topik berikut:

- Persepsi, pendapat, pengetahuan dan pengalaman pribadi anda dalam beradaptasi dengan perubahan yang terjadi disekolah anda
- Karakteristik dari praktek praktek organisasi sekolah saat anda harus beradaptasi dengan perubahan termasuk strategi, struktur dna mekanisme yang dijalankan.
- Kondisi kondisi yang mendorong kemampuan praktek organisasi dalam beradaptasi dengan perubahan.

## Pertanyaan Inti

### Pandangan Pribadi anda tentang Perubahan

- *Perubahan perubahan apa saja yang terjadi belakangan ini yang perlu anda adaptasi?*
- *Apa pendapat anda tentang perubahan perubahan tersebut?*
- *Bagaimana anda menyesuaikan diri dengan perubahan perubahan tersebut? Atau Bagaimana anda beradaptasi terhadap perubahan perubahan tersebut?*
- *Menurut anda, Apa cara yang terbaik untuk beradaptasi dengan perubahan perubahan tersebut?*
- *Bagaimana anda beradaptasi dengan perubahan itu secara kolaborasi dengan teman teman lain?*
- *Coba anda ingat saat saat dimana anda merasa sangat berkomitmen untuk mendukung upaya organisasi dalam rangka beradaptasi dengan perubahan. Mengapa anda merasa sangat berkomitmen seperti itu?*
- *Dapatkah anda memberi contoh bagaimana organisasi telah menunjukkan komitmennya untuk diri anda?*
- *Dengan tidak bermaksud untuk merendahkan diri, apa yang merupakan kontribusi terbaik dari anda untuk menunjang praktek organisasi dalam mengadaptasi perubahan atau dalam membangun kapasitas adaptif dari organisasi anda?*
- *Gambarkan suatu masa di sekolah ini saat anda yakin bahwa anda belajar sesuatu yang baru dan sangat berarti untuk menunjang kapasitas adaptif organisasi? lebih penting lagi pelajaran apa yang bias di tarik dari contoh tersebut?*

### Karakteristik Praktek Organisasi dalam Beradaptasi terhadap Perubahan

Dalam kaitan dengan perubahan pada system pendidikan yang sekarang,

- *Apa hal yang terbaik yang dilakukan sekolah dalam rangka beradaptasi dengan perubahan?*
- *Bagaimana praktek organisasi terkait perubahan itu di rencanakan, dilaksanakan, dikomunikasikan, dan dievaluasi?*

- Bagaimana lingkungan dan suasana yang positif terhadap adaptasi perubahan dijaga dan dikembangkan di antara masyarakat sekolah ini?

#### Faktor Faktor Penunjang (Lingkungan Internal dan Eksternal)

Sekolah ini sudah diakui dan tersertifikasi sebagai salah satu sekolah berstandar nasional. Ini adalah capaian yang sangat membanggakan karena tidak semua sekolah bisa mencapainya. Khususnya terkait situasi dimana perubahan-perubahan yang sistemik selalu terjadi secara mendadak dan sekolah tidak pernah dipersiapkan sebelumnya. Dalam kaitan dengan perubahan sistemik yang diwajibkan tersebut,

- ***Menurut pendapat anda, apa yang membuat sekolah anda berhasil mencapai status Sekolah Berstandar Nasional? Atau karakteristik apa yang membuat sekolah anda unggul?***
- ***Mari kita bicara tentang faktor-faktor yang menyebabkan keunggulan tersebut. Dengan kata lain, apa penyebab sehingga karakteristik keunggulan tersebut diatas bisa ada dan dimiliki sekolah ini.***
- Menurut pendapat anda, faktor-faktor apa baik internal maupun eksternal yang mendorong terciptanya komitmen sekolah untuk menjadi unggul dalam beradaptasi dengan perubahan?

#### Penutup

Seperti anda ketahui bahwa organisasi sekolah ditantang setiap saat untuk bisa unggul dalam perubahan dan itulah sebabnya pembangunan kapasitas adaptif organisasi adalah sebuah proses yang berkesinambungan. Organisasi dituntut untuk menjadi lebih baik lewat orang-orang di dalamnya. Untuk bisa membangun kapasitas adaptif yang kuat orang-orang dalam organisasi sekolah dituntut untuk menantang diri mereka secara terus-menerus untuk keluar dari zona nyaman, berfikir cara baru, mendapatkan pengetahuan dan ketrampilan baru dan mencoba strategi serta metode belajar yang baru.

Seandainya anda bisa membangun atau mentransformasi organisasi sekolah anda dengan cara apapun juga, tiga hal apa yang akan anda lakukan untuk meningkatkan kapasitas organisasi dalam beradaptasi dengan perubahan? Dan apa pula hal-hal yang perlu dilakukan organisasi sekolah anda untuk meningkatkan kapasitas adaptif organisasinya?

Terima kasih atas partisipasi anda dalam wawancara ini.

This document was translated in accurate by Tomy Veryanto Bawulang

This translation was checked as being accurate by Sri Gustiani

Note: This interview guide/protocol has been adapted from the interview guides provided by Cooperrider et. al. (2008).

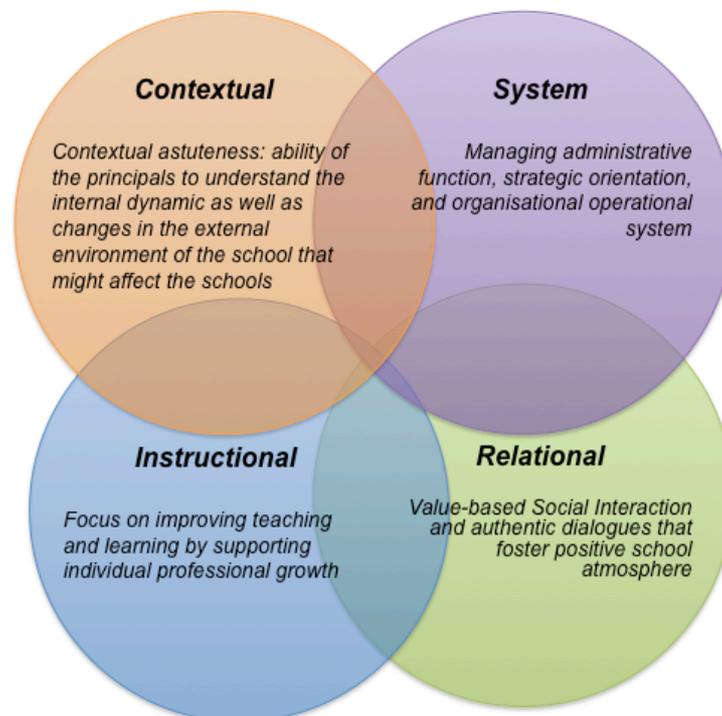
### **Referensi**

Cooperrider, D., Whitney, D. D., & Stavros, J. (2008). *The appreciative inquiry handbook: For leaders of change* (2nd ed.): Berrett-Koehler Publishers.

## Appendix T: Leadership Profiles for school reform – *LeadPro SR*

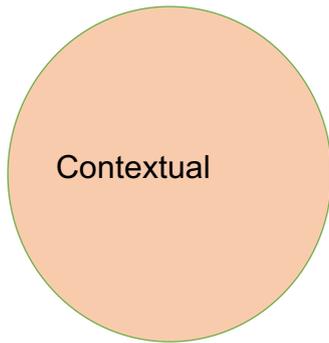
### Introduction

The leadership profiles for school reform (shortened as *LeadPro SR*) is a description of emerging leadership practices in the two schools studied in this research. The two schools demonstrated different characteristics of school leadership practices that reflect contextual leadership approach to school change in the context of this study. The *LeadPro SR* is constructed based on general commonalities and underlying principles of the enabling school leadership practices in both contexts. The emerging data illustrated that enabling leadership practices in both schools consist of four dimensions: *Contextual*, *System*, *Instructional*, and *Relational* as illustrated in the figure below:

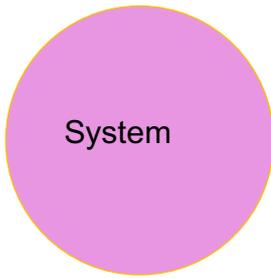


**Figure of Four Dimensions of Leadership Enabling Practices**

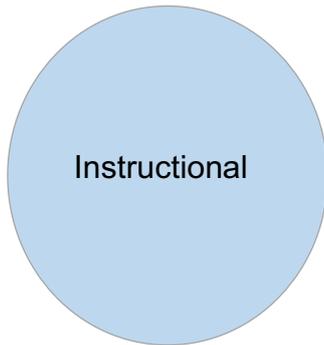
The four dimensions of enabling leadership practices then develop leadership capability. The emerging data illustrated that leadership capability in this context is a combination of sensibility, attitude, knowledge, and personal and interpersonal quality that enables the principal to lead the school within the dynamic changes of education system in Indonesia. The capabilities and emerging practices of each dimension is outlined below.



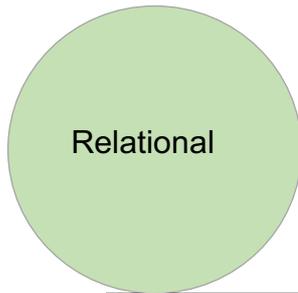
Core Capabilities	Emerging Enabling Practices
Understand the values of local societal context.	<p>Raise awareness of collective responsibility toward education and school development by amplifying the local values of collective society</p> <p>Build a common understanding of the school's change context among the school communities so that all stakeholders understand the impact of change on the school and the people including the students.</p>
Being strategic in coping with diverse stakeholders with diverse interests on schools.	<p>Develop a culture of participative decision-making processes that encourage involvement of stakeholders in the process and recognise the school's context</p> <p>Use an understanding of the school's context (socio-economic including culture and values, and political), to strategic actions and school's improvement initiatives.</p>
Sensible and responsiveness to contextual political challenges and pressures.	<p>Encourage the school community is to share responsibility for the school's resources management</p> <p>Develop organisational micropolitical astuteness. For example, in dealing with their local government where they need to show a great degree of compliancy in all local government policies.</p> <p>Demonstrate responsiveness to environment change and ability to maintain the balance between the congruency with external forces; and to maintain a sense of internal autonomy (within the limited sphere due to external pressures) to create a conducive atmosphere for change.</p>



Core Capabilities	Emerging Enabling Practices
Adapt to system changes strategically.	<p>Align organisational structures, procedures and processes with the system requirements, by for example, restructuring the job/workloads and changing the standard operational procedures.</p> <p>Manage resources to support internal changes.</p> <p>Align resources with the desired goals.</p> <p>Develop internal coping strategies to system changes.</p> <p>Utilise the understanding of broader educational system changes and political dynamics to inform strategic thinking and planning and initiate strategic initiatives to improve the school quality.</p>
Promote school accountability.	Establish a school management system and structures that support transparency and accountability.



Core Capabilities	Emerging Enabling Practices
Foster a learning environment that support professional growth.	<p>Promote, encourage and facilitate teachers' professional development by giving incentives and financial support as well as study leaves for the teachers</p> <p>Conduct a performance review that focus on supporting the teachers' professional capacity development</p> <p>Promote collaborative culture among teachers and develop organisational learning culture by providing enabling organisational structure for collaboration.</p>
Responsive to change that impact teaching and learning.	<p>Improve teachers' adaptability of pedagogical practices to respond to curriculum changes.</p>
Capacity to lead continuous quality improvement .	<p>Find innovative and creative solutions to the issues of lack of resources to support teachers' professional development</p> <p>Make teachers professional development as priority program</p> <p>Manage and evaluate school improvement process through a holistic understanding of the change required by the system and its implications for improving the quality teaching and learning.</p>



Relational

Core Capabilities	Emerging Enabling Practices
<p>Develop positive, respectful, productive and collaborative environment.</p>	<p>Engage and proactively relating with teachers, staff and community in an ongoing dialogic process.</p> <p>Foster collegiality through the traditional collective cultural living values (such as “Malunsemahe” in the context of SHS Songland).</p> <p>Foster respectful and trusting climate among internal and external people and promote constructive, cooperative, and collaborative environment in the school.</p> <p>Improve relationships between teams and individuals and behaviours that impact negatively on a cooperative environment are addressed.</p> <p>Get and mobilise support through networking with wide variety of communities.</p> <p>Encouraged the school community to share responsibility for managing the school’s resources.</p>
<p>Value the quality interpersonal relationship.</p>	<p>Demonstrate empathy/valuing interpersonal relationship.</p> <p>Trusting and believing in others.</p> <p>Delegate authority and share responsibility to others as way of providing opportunities for personal growth.</p> <p>Enforce processes that encourage staff and teachers to take individual and collective responsibility.</p> <p>Demonstrate servanthood quality.</p>

## Appendix U: Teacher Professional Development Resource – iGROW

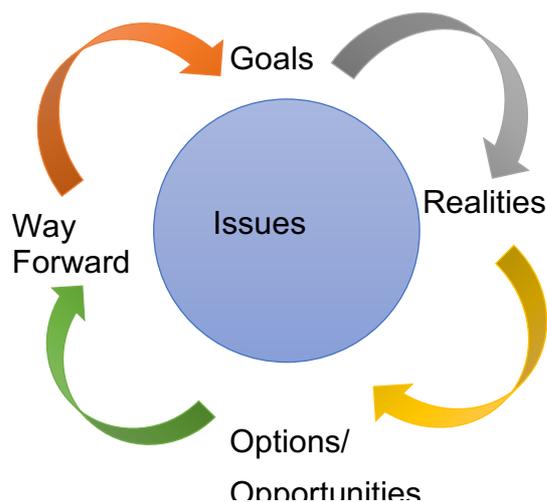
### Introduction

This teacher professional development resource is constructed based on the results of this study that was guided by the generative principles of Appreciative Inquiries. This professional development resource presents emerging issues that participants identified as integral to shaping their professional capabilities in the current education system in Indonesia. By adopting the strength-based approach of Appreciative Inquiry, this resource is designed to facilitate productive discussion in schools about how the teachers' professional development in this particular context might best be facilitated and promoted.

This professional development resource is not intended to criticise the good work that is being done in schools. Rather, it can be used to support the current effort in order to move towards even more effective ways to support teachers' professional development in the context of the ever-changing education system of Indonesia.

### The iGrow Framework

The iGrow stands for **issues (i)**, **goals (G)**, **realities (R)**, **Options/Opportunities (O)**, and **Way forward (W)**. The framework consists of four steps of developing Professional Development Planning that were developed based on the contextual issues facing the teachers. This framework adopts the 4D cycle (Discovery, Dream, Design, and Destiny) of Appreciative Inquiry. Visual representation of the iGrow framework is illustrated in figure below.



**Figure of iGrow Framework**

## Issues

The iGrow framework starts with setting the goals which were driven by the core issues facing the teachers. The core issues, based on the results of this study are issues related to the systemic changes that require the teachers to adapt to and comply with.

## Goals

After identifying the issues in relation to change forces, teachers are encouraged to set their professional development goals. In Appreciative Inquiry this step also known as 'Dream'. From the results of data analysis, the goals are predominantly set around the alignment with the changes driven by external forces such as policies, laws, and regulation. However, teachers are also encouraged to set their individual professional development goals as part of initiatives to anticipate future changes.

## Realities

Realities refer to assessment of the existing conditions particularly relates to organisational environment within which the teachers are situated. This self-assessment is directed toward the construction of personal or collective/organisational professional development plan. This should include rational calculation of existing resources.

## Options/Opportunities

Is the phase where teachers identify the feasible options and opportunities for them to realise their goals. This phase includes the design of action planning that corresponds to the goals and based on the assessment of the realities. In Appreciative Inquiry, this phase is known as 'Design'.

## Way Forward

The phase of Way forward is the enactment and implementation phase of the professional development plan. This includes evaluation of the process. However, as professional development is ideally an ongoing process, this phase is not the end of professional development effort. Rather, the result of evaluation in this process is used as the recommendation for further improvement or new level of goals in the next cycle of professional development.

Reflective questions that can be used to facilitate each phase are outlined in the following table.

**Table of Reflective Questions**

Phases	Reflective Questions
Issues	<ol style="list-style-type: none"><li>1. What are the changes in the current education systems that affect my career as teachers?</li><li>2. How might my job changes in my organisation?</li></ol>

Goals	<ol style="list-style-type: none"> <li>3. What are issues in other areas (such as socio-economic, political, technology, etc) that impacted or might impact the schools and I that need to be responded or addressed?</li> <li>1. What improvements are needed to address the changes?</li> <li>2. What is my personal goal in relation to the changes?</li> <li>3. What are the organisational goals in relation to the changes?</li> <li>4. Is my personal goal aligned/congruent with the organisational goals?</li> </ol>
Realities	<ol style="list-style-type: none"> <li>1. What changes are inevitable and how my school respond to such changes</li> <li>2. What contextual situation that needs organisational adjustment of the structures, and procedures?</li> <li>3. How can I adjust and aligned myself to such contextual realities especially to conflicting pressures from different external agencies without risking myself/my job?</li> <li>4. What are my current strengths for pursuing the goals (considering the current realities)?</li> <li>5. What non-work related issues do I need to consider that will likely affect my professional development? (e.g. health, family, financial, social, etc.)</li> </ol>
Options/ Opportunities	<ol style="list-style-type: none"> <li>1. What enabling factors, options, and opportunities available within the existing realities that facilitate my professional development?</li> <li>2. How can I optimise those enabling factors?</li> </ol>
Way Forward	<ol style="list-style-type: none"> <li>1. What actions need to be done to reach my professional goals? (Put these in the PD Plan)</li> <li>2. What do I need to help me action my professional development planning?</li> <li>3. How do I know that my goals are successfully achieved? What evidence/data are needed to asses my progress?</li> <li>4. What improvements are needed for the next cycle of my professional development?</li> </ol>

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## **Appendix V: The Four-D Cycle of Appreciative Inquiry**

### ***Discovery***

Discovery is the process in which people in organization seek to understand “best of what is and what has been” (Whitney & Trosten-Bloom, 2010, p. 7). In this phase people share and discuss in affirmative conversation the high point, achievement, and the best moment of all aspect in their organisation they had so far then seeking to uncover the values that they can apply and develop more in the future. The conversation often involves external stakeholders, benchmark organizations, and local community members (Whitney & Trosten-Bloom, 2010). In this phase Appreciative Inquiry is grounded in the stories of individual experiences (Giles & Kung, 2010). Following this step is the second step called *dream*.

### ***Dream***

Dream phase is visionary exploration process where all members of organisation are encouraged and get involved collaboratively to envision the best future they really desired. This is the phase when people are challenged to hope for more valuable future (Cooperrider et al., 2008; Whitney & Trosten-Bloom, 2010). The purpose of this phase is “to expand or extend people’s sense of what is possible” (Cooperrider et al., 2008, p. 44). In this phase, according to Giles and Kung (2010), people are encouraged to imagine “what our practice could look like if we were fully aligned around our strengths and aspirations” (p.311). The result of the dream phase is an alignment of organisation’s innovative and strategic

vision and mission, positive potentials and strategic opportunities (Whitney & Trosten-Bloom, 2010).

### ***Design***

Design is the phase when the result from discovery and dream are drawn into provocative principles statements that express organisational ideal purpose and the qualities they desire. Perhaps the word 'design' is deliberately used because in its implementation this is the process where organizations construct its "social architecture" (Whitney & Trosten-Bloom, 2010, p. 197). The design of the organisation's social architecture serve as strategic guide lines for organizations to achieve the desired goals.

### ***Destiny***

Destiny is the final phase of 4 D cycle where the positive practices and inspired actions are sustained and improve through ongoing learning and innovation. Destiny phase, according to Whitney and Trosten-Bloom (2010) has three dimensions. The first dimension is the recognition and celebration of current learning and transformation achievement. The second dimension is action- oriented change initiatives and collaboration among various elements (cross-functional, cross-level project and innovation teams). The third is enhancing organisation's capacity for ongoing changes and applying the AI into programs and the whole system of organization.

Although it is the final phase, it is an ongoing and lead the organization to a new cycle of discovery phase (Cooperrider et al., 2008).

Thus, principally the 4D cycle of AI is an ongoing process because the change its self has no final edge.