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**EDUCATION MANAGEMENT IN
TACKLING SOCIAL EXCLUSION AND
CHILD POVERTY**

DELFINA TANJUNG SARI

**A thesis submitted to the University of Huddersfield in partial
fulfilment of the requirements for the degree of Doctor of
Philosophy**

**The University of Huddersfield
Submission date, 26 July 2017**

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ABSTRACT

This study contributes to our understanding of the best practice of the external bodies' (government, parents and community) and leadership participated on education management at local and school level in tackling the problem of social exclusion and child poverty toward Universal Primary Education (UPE). Four conditions need to be met to make sure that the UPE is fulfilled in this context, namely availability, accessibility, acceptability and adaptability. This thesis is based on a single case study of Padang Municipality, West Sumatra in Indonesia. Data was collected through the study of documents, semi-structured interviews, and participant observation.

Content analysis of the data demonstrates that education management has taken many concrete steps in tackling the problem of social exclusion and child poverty in Padang Municipality. The awareness of parents to send their children to school is outstanding. Government regulation and funding to support education management in resolving the issues is strong, and community involvement has also lightened the burden of education management. Without overlooking the role of external factors, the study found that the leadership of principals is key to tackling the remaining problems. Based on fieldwork findings, best practice in addressing the issue of social exclusion and child poverty is by making the external bodies and schools participate more actively in supporting education management together. Moreover, here, the role of leadership is needed to become the motor in empowering the externalities toward its institutional goals.

Fieldwork also found some weaknesses in education management in term of the admissions and assessment system, the skills of teachers, the leadership of the principals, in curriculum and utilisation of local curriculum, and the coordination between education management and external bodies. If it so, it is recommended to conduct research in that area to strengthen the education management in achieving the next goals, providing an inclusive and equitable quality of education and fulfilling twelve years of compulsory education.

DEDICATION

Dear Mama
Childar

Dear Papa
Harun Al Rasyid

Beloved Imam
Mohamad Halim Wira Kusuma

The Fantastic Four
Muhammad Abyan Kusuma
Suraya Adelia Kusuma
Muhammad Ayman Kusuma
Kemala Ayesha Kusuma

This is our achievement, Love....!!!

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Padang, 26 July 2018

With all my best regards

LIST OF ABBREVIATIONS

ABBREVIATION	BAHASA INDONESIA	ENGLISH
APBD	Anggaran Pendapatan dan Belanja Daerah	The Regional Government Budget
APBN	Anggaran Pendapatan dan Belanja Negara	The Indonesian Budget
BLT	Bantuan Langsung Tunai	Unconditional Cash Transfer
BOS	Bantuan Operasional Sekolah	School Operational Assistance
BPS	Badan Pusat Statistik	Statistical
BSM	Bantuan Siswa Miskin	
DAK	Dana Alokasi Khusus	Specific Allocation Fund
DAU	Dana Alokasi Umum	General Allocation Fund
DFID		Department for International Development

ILO		International Labour Organization
MA	Madrasah Aliyah	Islamic System of SMA
MDGs		Millennium Development Goals
MI	Madrasah Ibtidaiyah	Islamic System of SD
MTs	Madrasah Tsanawiyah	Islamic System of SMP
RASKIN	Beras Miskin	Rice for the Poor
SD	Sekolah Dasar	Elementary School
SDGs		Sustainable Development Goals
SEKN		The Social Enterprise Knowledge Network
SMA	Sekolah Menengah Atas	High School
SMP	Sekolah Menengah Pertama	Junior High School
SUSENAS	Survei Sosial Ekonomi Nasional	National Social – Economics Survey

UN		United Nation
UN	Ujian Nasional	National Exam
UNESCO		United Nations Educational, Scientific and Cultural Organization
UNHCR		UN High Commission for Human Rights
UNICEF		United Nations Children's Fund
UPE		Universal Primary Education

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CHAPTER 1

INTRODUCTION TO RESEARCH

1.1 *The Research Background*

There are so many reasons why education is needed for human life, and necessary for the development of a country. First of all, education is the part of self-development that gives an individual the skills to read the script, write the words, communicate and argue with others, which is thought of as a necessary function for a healthy social life (Sen L. A., 1999). Education is seen as a badge of honour on the ability and talent of people, which additionally makes their status higher than other people in their society (Checchi, 2005). Education also increases the health literacy of parents (Iris Van Der Heide, 2013) which furthermore affects the intelligence level and health status of their children.

Education consistently prepares the human resources of a country to become an agent to create sustainable development. In the history of economics, several experts have put forward theories about the relationship between educational investment and human development. Among these economists are Gerry S Becker

with human capital theory, Adam Smith, known as the father of economics, and Jacob Mincer, who is a pioneer of modern labour economics. The economists revealed that there was a positive and significant correlation between education and the quality of life of human resources when they became one of the factors of production. With the knowledge, abilities, skills, intelligence and wisdom gained from education, human resources can get better jobs and livelihood. (Foskett, 2003; Todaro, 2009). In line with this, Todaro in his book said that countries with a more significant education system development tend to have a better economic condition compared to those who have a limitation on education development. They usually have a lack of economic development and have a lower standard of living (Moon, 2010).

The importance of education in human life is put forward by the United Nations (UN) (UN, 1948), an international organisation. They designated education as a human right on 10th December 1948 (UN, 2015). Since that time, significant concrete steps have been taken by the UN to realise educational rights. In one of their most essential actions, held in September 2000 in New York - America, world leaders agreed on an ambitious plan to tackle poverty problems. It was named the Millennium Development

Goals (MDGs), with the achievement of its target set for 2015. Goal number two is Universal Primary Education (UPE), in which all children have a right to access primary schooling. MDGs for children's education support the group of children aged seven to fifteen years old in completing primary education, both girls and boys.

The target to be achieved by UPE Action consists of - expanding the early childhood care and education, providing a compulsory and free primary education for all children (both sexes), providing life skills teaching for young people and adults, increasing adult literacy, achieving gender parity and equality, and improving the quality of education. The accomplishment of it is evaluated with the ratio of net enrolment, literacy rate, the length of study, and the ratio between boys and girls students (UN, 2009).

Education is at the heart of MDGs because achieving UPE helps to achieve the other MDGs targets (UNICEF, 2010). It expected that UPE could bring the poor and marginalised people out of poverty with their efforts, and able to fully participate as citizens, have a better job, and appropriate income (1st MDGs). UPE gives both boys and girls an equal chance to access their right to education, which is the first step to empowering women (3rd MDGs).

In line with the third goals, an educated woman knows how to maintain her family's health. The children's life expectancy can increase because their moms knows how essential immunisation is, and the need of healthy food to avoid malnourishment (4th MDGs). Educated women know what should be done during the ante-natal period to avoid foetal death (5th MDGs). Additionally, educated people are more likely to know how to protect themselves against HIV (6th MDGs). Education plays a significant role in the generation a competent workforce, creating the sustainable development of a nation because it tends to promote the reduction of poverty, creates sustainable livelihoods, prepares for climate change, maintains gender equality, promotes corporate social responsibility, and protects the indigenous cultures (7th MDGs). Moreover, a good quality workforce is the main asset needed to develop a global partnership for development, in particular for countries in fragile economic condition (8th MDGs).

MDGs ended in 2015. Some achievements have been made, but it is still not equally distributed, which means that there are some countries still underachieving. That is why the world leaders felt the agendas needed stability. Therefore in 2015, the United

Nations offered a new commitment named Sustainable Development Goals (UNESCO, 2015). The fourth goal still ensures education for all with the additional focus on the inclusive and equitable quality of education, in which children are educated based on their talent and passion in respect of their differences, (UN, 2016). MDGs UPE achievement then becomes the milestone for SDGs inclusive and equitable quality education.

As the extension of MDG's, SDG's has set UPE targets to achieve new goals. The new targets to be achieved are of equality quality, the improvement of preschool, access for vulnerable communities, extra skills for adults, and also to improve the access to vocational and higher education. The new targets relate to the achievement of SDG's in education and human right (UN, 2016). Similar to MDGs, in the 17 goals that have been set on SDG's, education is the heart of it. The educational programme needs the support of parents, the government, and communities because it will strengthen the country. It is not a form of consumption that represented by the expenditure of government, but it is a form of investment in human capital which aims to improve the economics of individuals, it will eventually raise the country's overall productivity and economic competitiveness. Education is defined

as everything that's required to enhance the productivity of the people. It can improve life skills, entrepreneurship, initiative, adaptability, and attitudes. Through education, the social-economic opportunity of the citizens of a country can increase.

1.2 Research Context

1.2.1 Educational Right, UPE and its challenges

Education has become a central issue of development, and it becomes crucial since the UN stated that education is one of the principal human rights to be delivered. In 2001, Katerina Tomaševski introduced three stages of understanding in the conceptual framework of educational rights which consists of -*"the right to education, rights in education and rights through education"*- (Tomaševski K. , 2001). Those three stages furthermore can be breakdown into four indicators *"availability, accessibility, acceptability and adaptability"*. These indicators explain the ideal condition of educational components such as an educational system, funding, infrastructures, and facilities, personnel and teaching staff, curriculum and other components as a precondition for the fulfilment of the educational rights. In its relationship to UPE, these four indicators give a complete picture of the existing condition of educational components.

Many strategies have been implemented to expand and improve primary education to achieve UPE (UNICEF, 2010), such as policies, sectors, partnerships, prioritisation, planning and financing primary education, especially for those children who have particular constraints. A significant achievement in expanding access to schools has been shown by the enrolment rate of some countries consistently increasing. As quoted from Thematic Paper on Millennium Development Goals 2, "enrolment in Sub – Sahara Africa grew more than fifty per cent during the period 2000 - 2009, the net enrolment rate in South and West Asia had reached 84 per cent per by 2009. Additionally, the global number of primary school-aged children not in school fell during the period of 33 million" (UNICEF, 2010).

Above achievement are not universal yet. It seems like the fulfilment of commitment meets obstacles. There are some countries which still have no progress yet, and it predicted that some children will still not be in school in 2015. In India, some children cannot access school because they come from low caste families. In Serbia and Montenegro, 30 per cent of Roma children have never attended primary school. In Cambodia, kids cannot

access school because the facilities are too far away from their village (DFID, 2005).

The experience of the developing countries also demonstrated that parents prefer to use their children as labour to support their family's economy rather than to send them to school (Osmani, 2005). The reasoning of the parents' argument is that beside direct costs such as clothes, books, other items, and education, they also forgo the income which was contributed by the children to the household economy. Low-income family, poor community, ethnicity, gender, language or disabilities are significant obstacles to universal education (UN, 2009). Cases of gender were also found to be the cause of failure to achieve MDGs. Girls are lagging behind boys in terms of education. Religion, culture and their respective roles in society are among the causes. There is an assumption in the community that investing in girls' education will not provide direct benefits for the family economy.

In Indonesia, in 2009, the achievement of MDGs based on school enrolment ratio is quite suitable for the elementary education level (7 – 12 years old), at more than 90 per cent. The ratio between male and female students in this age group also shows that they have the same chance to get an education. So, we can say that

there is no need to worry about the achievement of education for all in this cohort. The literacy rate of the people above 15 years old also quite useful in which more than 94 per cent of them can read and write. However, for the group age 13 – 15 years old, even though the ratio between boys and girls is much better, about 27 per cent of children still cannot enjoy the benefit of education. Moreover, the length of study is only 7.1 years, and that means, on average, the dropout happens to students in their year seven (at group age 13 – 15 years old).

1.2.2 Social Exclusion and Child Poverty Issues

In Indonesia, many factors make this group of children unable to attend school. Amongst others: poverty problems which means that their family cannot support them financially, they are not accepted or drop out from school, and they do not like school, they are shy or have attitude issues, have to go to work to support family's financial needs, and finally because of getting married earlier. However, the most dominant factors are poverty problems, a natural condition such as: living in a slum or isolated area, disability, and others (Sulistiyastuti, 2007).

In general, the barriers that make children unable to participate at school can categorise into two main factors in the challenge to

educational rights, and those are social exclusion and child poverty problems. Social exclusion is a multidimensional and systematic process, that makes people, by or beyond their control, unable to access or to participate or to get advantages (partly / wholly) to the things in life (public services / social goods) that most of the people take the granted (Barry, 1998; Burchardt, 2002; Grand, 2003; A.S. Bhalla, 2004; DFID, 2005; Orr, 2005; Maureen A. Lewis, Marlaine E. Lockheed, 2007; Pierson, 2010). Child poverty means every human being below the age 18 years' old who lives in such low-income households or have low levels of consumption that they experience deprivation in the form of material, resources, emotional and spiritual support that is necessary to survive, grow and succeed. This situation means that they cannot achieve their full potential since they are unable to enjoy their rights as a member of society (World Bank, 2007; Gancheva, Child Poverty Study, 2009).

Social exclusion consistently generates poor people because they are often denied the advantage of the opportunities available to help them to increase their income. In turn, poverty also generates socially excluded people because poverty restricts resources which can often limit their chances and consequently

prevent them from participating in the economic, social and cultural life of their society (Gancheva, Child Poverty Study, 2009). Social exclusion is different from poverty. Social exclusion refers to being shut out, disengagement, unable to enjoy, wholly or partially, from participating on any social goods/services in society (World Bank, 2007; Sparkes, 1999; Hoff, 2008; Wallace Chigona, 2009; Barry, 1998). While poverty refers to the lack of material resources or in the narrower sense of only low income which means that people cannot occupy the minimum acceptable way of life (Hoff, 2008; Pierson, 2010).

The correlation between poverty and social exclusion are mutually influencing (Barry, 1998) and will overlap in the non-material dimension of poverty or relative poverty (Sen A. , 2000; Popay, 2010). If so, discussion about the phenomenon of social exclusion itself is often linked to the phenomenon of poverty, both relative and absolute poverty because poverty is a significant component of social exclusion (Case, 2002). That is why tackling the problems of social exclusion also can be the solution to overcome the problems of poverty.

Regarding UPE, the issue of social exclusion and child poverty means that the affected children cannot access education and it

tends to make the target unachievable. Almost all the children who become socially excluded are poor beyond their control. The family condition, neighbourhood condition, social status, policy condition, and others trap them in these problems. The complexity of the causes also requires a complex action to tackle it. It is a government obligation to overcome these problems, but it also needs parental and community involvement to make it happen.

1.2.3 Education Management, the Spearhead toward UPE

One of the primary keys to success in achieving educational right is education management (Chapman, 2002). Education management is an organisation that is concerned with the internal operation of its institution, and also their external relationship with parents, communities and government bodies to which they are formally responsible, in achieving an educational purpose or aim (Bolam, 1999; Sapre, 2002; Bush, 2006). The internal operations of education management consist of human resources, education facilities and financial operations.

In expanding education toward the educational right, education management has to provide and manage adequate personnel, facilities and financial, in sufficient numbers and evenly spread

over the whole country. Likewise, the external bodies, or in other words, external relationship of education management, consists of parents, community and government. Since the educational right is a global issue, the education management process also requires the participation of parents, communities and the government, that is known for its external relations. These three stakeholders are very influential on the success of management education because it plays a significant role in the process of educational management (Pierson, 2010).

The role of family and parents is to fulfil their children's right to education by participating in discussing, planning, arranging and the decision-making of their child's education (Epstein, 2002). The role of the community is to provide physical facilities, teachers and other elements for better education, motivate students to attend classes. Besides that, the community also provide financial assistance or donations for educational purposes. Meanwhile, the role of government education is to ensure that all children have an equal opportunity to access education. Governments have legislated or otherwise attempted changes in many aspects of education provision, including curriculum, testing, governance, finance, teaching methods and teacher training (Friedman, 1998).

If so, its process, besides managing its internal resources, education management also has to manage its external relationship with parents, community and government.

As one of the developing countries that ratified the MDGs and SDGs, Indonesia has adopted the MDG's UPE target "Universal Primary Education" and the SDG's target "*Inclusive and Equitable Quality of Education*". The commitment of the government toward education development has stated in the Constitution of Indonesia, article 31, and section (1), which states that every citizen shall have the fundamental right to education. The constitution has created a legal framework for primary educational goals, policies and plans. The concrete steps and policies that have been done by the government to support those amendments divided into two categories (Elfindri, 2009). The first step is an expansion of education facilities such as increasing the number of classrooms, school building and teachers. The second step is to implement a social protection policy such as 'one roof' school, scholarships and free of cost, and a school operational funds policy.

Since the decentralisation process in 1999, primary education has become the responsibility of the local government (District /

Municipality). Therefore, the most significant responsibility for achieving MDGs UPE and nine year's compulsory education in Indonesia is in the hands of local governments, and schools as well. Additionally, the decentralisation of education in Indonesia also aims to increase the participation of parents and the community to support local governments and schools in fulfilling the educational rights. Decentralisation, in which the local government has the authority to make decisions and policies for education in its region, should make it easy for parents and community to participate in the decision process.

In 2003, the government of Indonesia was also implemented School-Based Management (SBM), at the unit for pre-school, elementary and secondary education, and based on minimum service standards and principle-based management school/madrasah. It is a new paradigm of education that provides broad autonomy to the level school with the intention that the school can freely manage resources and to allocate funds according to their priority needs. Since the implementation of the SBM, the role of parent, community and government in education management become more significant because SBM has required community involvement in its operation. As well as the external

bodies, the leadership of school principals became more significant in mobilising the internal resources and external relationship toward educational goals.

One local government which has excellent achievement in UPE is Padang Municipality. Padang Municipality is one of the local authorities in West Sumatra Province. Although it is not the district with the highest achievement of UPE in Indonesia, Padang is known as one of the centres of education outside of Java Island, the main island in Indonesia. The numbers of parents leading their kids to school in this area is pretty high, even before Indonesia's independence. No wonder the achievement of UPE in West Sumatra is also pretty good. The achievement of UPE in Padang is an above-average achievement for the Districts/Municipalities in West Sumatra, which incidentally is also an above-average attainment of Indonesia as a whole.

1.3 *Research Justification*

1.3.1 *Research Gap*

On the above discussion, it mentions that there are four indicators of UPE achievement, and those are net enrolment ratio, literacy rate, the length of study and the ratio between male and female

students. That indicator is used to measure the changes that occur either directly or indirectly of the targets of UPE. Unfortunately, this measurement only provides the result in the form of statistical information. Although sometimes it can be used to find out what the reason is behind not achieving the target, but it is hard to know why UPE is still not fulfilled. There are some children who still cannot attend at schools, the reason behind their absence from school is known as social exclusion and child poverty problems, but it does not explain why the absence can exist.

As noted previously, the four indicators might be useful to assess the existing position of educational components toward UPE. Even if the indicators are not a fixed role, it at least helps in identifying which part of the educational rights has been successful and which has not yet. This indicator can be used as a checklist to determine the extent of fulfilment of the educational rights of children already in the system. Is the number of schools and teachers sufficient? Whether the cost-free program has implemented? What access to education has facilitated or whether the curriculum based on the needs? Using the statistical indicators of educational rights to find out the reason behind the UPE achievement seems like the best alternative in assessing the UPE.

Literature reviews show that, so far, research on education is focusing on resolving the problems faced by children in rural areas. That is why the solution mostly based on educational facilities — limited research conducted in the urban area, with the assumption that the educational problem has been addressed. In urban areas, children face different educational problems. When the distance to educational facilities is no longer a problem, the environment and parents are very influential in school participation.

Furthermore, literature reviews find that education management is the key to the success of UPE achievement. So far, the study on education management mostly focuses on the internal management of its organisation, while there is an external relationship that also needs to be managed by education management. Education management needs to manage its relationship with external bodies of the organisation such as government, community and parents, especially in the term off to tackle the problems of social exclusion and child poverty.

Education management cannot solve those issues without helping the other stakeholders, since addressing the problems of social exclusion, and child poverty needs a multidimensional sector

participation. Most of UPE achievement evaluation is conducted at an output level using four statistical indicators and in the form of quantitative research. So far, however, there has been little evaluation made on the process level, such as how education management is dealing with government role, parents' participation and community involvement to fulfil UPE toward educational rights.

Padang Municipality is one of the cities with good UPE. The achievement of UPE in Padang Municipality is relatively better when compared to the results of Indonesia as a whole and with the province of West Sumatra. The awareness of parents to send the children to school in Padang Municipality. It is challenging to know how the education management of Padang Municipality, the lower level of education management that closest into the pupils, is tackling the problems of child poverty and social exclusion. How local government and school adopt and adapt the system to their local condition. How the externalities - government, community and parents - influence the initiative of education management at local and school level to tackle the problems of social exclusion and child poverty.

1.3.2 Question and Objectives

A quite intriguing question emerges “How are the externalities influencing the education management at local and school level, and addressing the issue of social exclusion and child poverty?”

In dealing with the research question, there are three objectives to be achieved in this study. They consist of:

1. To evaluate if education management, at a local and school level, is concerned with social exclusion and child poverty.
2. To identify critical factors (government, parent and community, and leadership) which influence education management in combating social exclusion and child poverty.
3. To establish ‘best practice’ principles for education management at a local and school level which tackles social exclusion and child poverty.

1.3.3 Contribution

Firstly, this research is intended to contribute to our understanding of how external bodies (government, parental, and community) and leadership influence education management at a local and school level and can combat social exclusion and child poverty toward UPE. By looking at the roots, hopefully, it can be

a starting point to find the best solution and the best practice for the education management at local and school level in tackling the social exclusion and child poverty. If so, education management can be successful in expanding access and improving education quality.

The findings are intended to develop a new conceptual framework in the analysis of education management's tackling of social exclusion and child poverty. Even though this study is about education management with the unit of analysis of local government and school, it will not discuss the managerial part of it. It is more about how education management is tackling the problem of social exclusion and child poverty, that has most certainly has become one of the most challenging issues in economic development.

In methodological sides, this research aims to contribute to the methodological approach used in analysis education management in tackling social exclusion and child poverty. This research uses qualitative research with a single case study. Unlike other studies in economics which mostly use quantitative approach as methodology, this study uses qualitative to answer its question. It

is because this study is normative economics in the form of applied economics, which involves the real-world situation in its analysis.

The last and foremost, this research intended to contribute as a recommendation for government and school in tackling the problem of social exclusion and child poverty that still exists in Padang Municipality. If so, the findings of this research can give some advice for the government next action.

1.4 *Research Focus*

1.4.1 *Research Aim*

This study goal is to describe the contribution of external bodies to education management work at local government and schools' level in detail and find out the best practice to explain the patterns that exist. Therefore, this study is mainly based on a qualitative approach, correctly using a single case study method, with the purpose of learning from people and to understand what is going on from the stakeholder's point of view that consists of government, school principals and teachers, parents and student, as well as experts. The data collected throughout the study of documents, semi-structured interviews and observation.

1.4.2 Research Structure and Organisation

This thesis consists of ten chapters, and those are:

Chapter 1 is an introduction to research. This chapter discusses the research background, research context, research justification and research focus.

Chapter 2 is a literature review on social exclusion, child poverty and education. This chapter discusses understanding the concept of social exclusion, followed by understanding the concept of poverty and its relation to social exclusion. The next part is understanding the concept of education, how education, social exclusion and child poverty link to each other, and how education can be the best solution to cut the chain. Finally, this chapter will formulate the literature findings and conclude.

Chapter 3 is a literature review of education management. At first, this chapter discusses the definition of education management. In the second part, it discusses how education management is managing its internal resources and managing external relationships. The third part discusses the decentralisation in education management. The fourth part discusses education management in Indonesia. At last, like the previous chapter, we

formulate literature findings and conclude. In this chapter, the theoretical framework used in this research developed.

Chapter 4 is an overview of education in Indonesia. This chapter discusses the educational system of Indonesia, its education management level, the UPE achievement statistics, and concrete steps which have been taken by The Ministry of Education of the Republic of Indonesia in achieving MDGs target. Moreover, as always, at the last part, there are literature findings and conclusion.

Chapter 5 is the literature finding and the conceptual framework of the research. This chapter discusses the findings from the previous three chapters, draws up the proposition, research question and objectives, moreover at the last part of this chapter, we develop a conceptual framework of research that used in this study.

Chapter 6 is the methodology chapter. This chapter consists of the education as economics studies, the needs of education in economics, management of education, discourse and the qualitative context studies, the study design, data of study and data analysis and conclusion.

Chapter 7 finds an explanation to answer the first research objectives, the evaluation of education management, at a local and school level, and whether it is concerned with social exclusion due to child poverty.

Chapter 8 finds an explanation to answer the second research objectives, the key factors (government, community and parent, leadership) which influence the education management in combating social exclusion.

Chapter 9 finds an explanation to answer the third research objectives, establish 'best practice' principles for education management at a local level that tackles social exclusion due to child poverty.

Chapter 10 is the conclusion, finding and answering the research question; how the education management at local and school level can tackle the problems of social exclusion due to child poverty.

1.4.3 Research Scope and Limitation

In general, this research used the abductive approach in which the research is starting with literature reviews and ending with a contribution to the literature reviews. So, in the five stages, there are literature reviews, the study of documents, semi-structured

interviews, observation, content analysis finally leading to a contribution to the literature reviews.

This research evaluates if education management, at a local and school level, is concerned with social exclusion and child poverty. It identifies the key factors which influence education management in combating social exclusion and child poverty, and aims to establish 'best practice' principles for education management at a local and school level that tackles social exclusion and child poverty. Therefore, in this research, the use of the literature review is to provide information and theories, not to test hypothesis or experiments but as a guideline for the researcher to collect data based on the theory.

This research focuses on education management at SMP level (Sekolah Menengah Pertama/Junior High School) both public and private. Every discussion in this chapter refers to this level of education. Starting with the research background until the findings and contribution they are all about education management at the level of SMP, and although it is still possible, it is unlikely to be applicable on another level of education.

Padang Municipality in West Sumatra Province was chosen as a single case study if so, this research is very contextual. Therefore, it means that the results of this study may not apply to the other districts/municipality in West Sumatra or events in other provinces in Indonesia which have different customs and are heterogeneous and should not be generalised and can only fit a particular research which has its research focus.

CHAPTER 2

LITERATURE REVIEW ON SOCIAL EXCLUSION, CHILD POVERTY AND EDUCATION

2.1 Introduction

Social exclusion and child poverty undermine the ability of children to achieve their right to education. Education is the most powerful weapon in tackling the problem of social exclusion, and these three issues are thus directly connected. Unlike the term “poverty” which may be familiar and commonly used in the field of economics, the term “social exclusion” is more commonly known in the area of sociology, law or another social sphere. Both poverty and social exclusion problems have a considerable impact on the economic development of a nation.

Therefore, it is necessary to build a better understanding of social exclusion, child poverty and education and how these three issues influence each other. Based on this line of reasoning, this chapter focuses on a discussion of understanding the concepts of social exclusion, child poverty and education and how their interrelation can create a vicious cycle. The chapter also develops an

understanding of how education can cut off the vicious cycle that exists, and how the indicators of educational rights are used as control measures at the last part of this chapter, literature reviews and concluding comments.

2.2 *Understanding the Concept of Social Exclusion*

2.2.1 *Defining Social Exclusion*

The phenomenon of social exclusion has existed for a long time and can be traced back through the ages (Walraven, 2000). However, since the second world war, social exclusion has begun to get more attention because of its broader economic, political and social impact (Barry, 1998). This situation makes many people feel excluded and unable to exercise their rights to equal treatment, to participate in political processes and to attain welfare (Byrne, 2008). The Second World War also excluded many people from taking part in many other social activities (David Gordon, 2000).

The terminology of social exclusion itself was used for the first time by the French in the 1970s and was broadly defined as '*a rupture of social bonds*' (David O'Brien, 1997). In the 1980's French policymakers adopted the concept as an effort to move

beyond and alleviate poverty. The terminology of social exclusion was used to refer to particular groups on the margins of society who were cut off both from conventional sources of employment and the income safety net of the welfare state, for example, disabled people and asylum seekers (Hoff, 2008; Byrne, 2008). In the 1990's, the concept of social exclusion emanated from European dissatisfaction with the perceived failure of the welfare system in the face of persistent poverty and slow economic growth (Maureen A. Lewis, 2007). Moreover, since 1997 the policies of the UK's New Labour Government used the concept as a central notion to describe a cluster of factors that cut the links between individuals, families and indeed whole communities within society (Pierson, 2010).

Throughout the use of this terminology, there is no single definition that enables us to interpret what social exclusion is. Its definition has changed over time, as described above, and in relation to where it is used (SEKN, 2008). In the European Union, the concept of social exclusion is closely linked to labour market participation and welfare provision. In South America, social exclusion is embedded in discourses of risk management and social exclusion in health (Byrne, 2008). In Sub-Saharan Africa,

social exclusion's use as an alternative discourse of poverty, vulnerability, basic needs and sustainable development continues to have wider salience (Case, 2002). While in South East Asia, this concept is defined regarding multiple dimensions of poverty capability and resource enhancement and it resonates strongly with longstanding development discourses and practices in the region (David O'Brien, 1997).

Many authors have tried to establish and set the definition of social exclusion. Among others, the UN defines social exclusion through the Department of International Development "*as a systematical process caused by the discrimination that occurs in public institutions and social institutions*" (DFID, 2005). Walker on Byrne (Byrne, 2008) defines it "*as a dynamic process of being apart or fully shut out of economic, social, political or cultural systems that determine the social integration of a person in society*" (Byrne, 2008). The European Commission defines social exclusion as "*a process whereby specific individuals, because of poverty, lack of core competencies or discrimination, are pushed to the edge of society and distanced from education opportunities, job, and income as well as from social and community networks and activities*" (Gancheva, 2009). The Centre for the Analysis of Social Exclusion argues that even if an individual geographically resides in a society where he or she

would like to participate, but that factors beyond his or her control often prevent participation in the normal activities of citizens in a society (Pierson, 2010). While John Pierson argues that social exclusion is a process over time as consequence of poverty and low income, discrimination, low educational attainment and also depleted environments. This situation cuts off individuals, families, groups and even neighbourhoods, for a significant period in their lives, away from institutions and services, social networks and developmental opportunities that the majority of society enjoys (Pierson, 2010).

Overall, based on various definitions put forward by several authors, it can be concluded that social exclusion is a multidimensional and systematic process that places individuals or communities in a situation where they are unable to access things beyond their control (i.e. public services/social goods) to participate, or to get advantages (partially or wholly) that most of the society takes for granted. (Barry, 1998; Burchardt, 2002; Grand, 2003; A.S. Bhalla, 2004; DFID, 2005; Orr, 2005; Byrne, 2008; Gancheva, 2009; Pierson, 2010).

Social exclusion is dynamic because it is the result of a systematic process through time (Pierson, 2010) that may occur at different

stages of life (Brandsma, 2003). It is not just about current circumstances but also may impede future prospect (Micklewright, 2002), as future is part of the present (Redmond, 2008). Socially excluded people today may, therefore, experience social exclusion in future, for example, being excluded from school could make a person have a low level of education and skill, thus trapping them in poverty and social excluding them in the future (DFID, 2005).

An individual or a group can voluntarily choose to exclude themselves (Grand, 2003) through private choices of a community or individual (Burchardt, 2002); for example, a person may decide to use private goods rather than public goods or services. However, most people become socially excluded because of factors beyond their control (Barry, 1998), where there are external influences or current constraints facing an individual or community (Burchardt, 2002). For example, low income, no social support, no public policy or living in an area distant from social services can bring about social exclusion.

Social exclusion operates to prevent people from participating in many aspects of life and accessing the standards of living enjoyed by most of society. It means that people are unable to participate or access social goods/services which are enjoyed by the rest of

society such as education, health, political activities, social services and employment (Burchardt, 2002; A.S. Bhalla, 2004; Orr, 2005). Even if poverty and low income are recognised as one of the drivers of social exclusion, it is not just about a shortage or lack of money. It is about the capabilities of people to enjoy the benefits that are offered to a whole society (Barry, 1998; Guido Walraven, 2000).

2.2.2 The Driver of Social Exclusion

A person cannot become socially excluded only because of a single problem, there will be a combination of linked factors that drive exclusion. These factors operate across four dimensions consisting of political, economic, social and cultural, and also at different levels, including individual, family, community, local, national and even global (Burchardt, 2002; Micklewright, 2002; Orr, 2005; SEKN, 2008; Taket, 2009; Popay, 2010).

Those drivers are interlinked and systematically create excluded people. Poverty and distance from the service providers do not just deny children an education, the absence of government policies that govern and provide security is also important, as this weakens social networks and social support and hinders the family's ability to motivate and provide support.

2.2.2.1 The Political Dimension of Social Exclusion

The political dimension of social exclusion is related to legal, regulatory and policy frameworks of government and policy maker (DFID, 2005). Since social exclusion is related to social goods and public services, it is the responsibility of government to guarantee all people have the same right and access to those things. Regulation and policy are the legal tools which governments have to regulate public services and to make sure all people have the same rights. Weaknesses in public policy and services often make some people socially excluded (K.M. Ziyauddin, 2009).

2.2.2.2 The Economic Dimension of Social Exclusion

The Economic dimension of social exclusion is related to poverty or an income problem. People who are living in poverty have a higher risk of social exclusion from the lack of resources that limit their development opportunities and consequently prevents them from participating in the economic, social and cultural life of their society (Gancheva, 2009). Poverty means that individuals may experience multiple disadvantages through low income, poor housing, inadequate health care and barriers to lifelong learning, education, culture, sport and recreation, and limited access to fundamental human rights (Pierson, 2010).

2.2.2.3 *The Social Dimension of Social Exclusion*

The social dimension of social exclusion is related to social and informal support from surroundings network (Pierson, 2010). The network can be in the form of individuals, families and neighbourhood or even specific groups of people with the same background of work or same interests that comprise a community. Networks have different qualities, purposes and functions, which depend on and arise from the number of members and the interrelationship between them. Members can get advantages from networking by having a big picture of their network, and by sharing, discussing and also reflecting on the specific nature and potentially useful resources of their network. The network brings positive influences to members and the surrounding community in the form of positive motivation and self-confidence to be willing and able to develop itself. Weakness or no social support experienced by groups, families or individual often makes them unable to participate in community life and enjoy the standards of living shared by most people.

2.2.2.4 *The Cultural Dimension of Social Exclusion*

Moreover, the cultural dimension of social exclusion is related to tradition, belief and family system (Pierson, 2010). There are

groups, family or individuals that are denied access to or participation in social services due to their cultural system. Stratification or caste, for instance, means that some people from lower caste groups are forbidden, not allowed, or have limited access to social services, such as education and health. Some girls are not allowed or have limited chance to access education since their religion or family system forbids them to do it.

Social exclusion can also occur at a level of society, ranging from individual to a global scale (Burchardt, 2002; Taket, 2009). At the individual level, it can occur because of the problem of age, disabilities, preferences, belief and values. At the family level, it can happen because of caring responsibilities of children in the family. At the community level, it can occur due to social and physical environmental problems. At the local level, it can be the result of other problems, such as nature and transportation. At the national level, it can happen due to social security and legislative framework problems. While at the global level it can happen due to war and migration problems.

2.2.3 Negative Effect of Social Exclusion

Social exclusion has harmful effects on individuals and communities because it can lead to other social problems. Firstly,

social exclusion can trap people in poverty, because socially excluded people are often denied the advantages of the opportunities that are available to increase their income by with their own efforts. As a result, even though in general the economy may grow, and income level may rise, people who are excluded are likely to be left behind. Moreover, the proportion of those who remain in poverty tends to increase (DFID, 2005).

Secondly, social exclusion traps people in an intergenerational cycle of social exclusion (Micklewright, 2002). Social exclusion does not categorise those who can or cannot participate in society, it refers to a process over time. For example, children who cannot access or attend school will become uneducated and perhaps unable to be employed or get a job, or work for a low salary/income, thus locking them in the chain of poverty and excluding them from social activities (Todaro, 2009). That is why social exclusion is particularly devastating for children because, if encountered at a very young age, it closes children out of the experiences they need to start exercising their rights, such as access to health care and education, for example.

Thirdly, social exclusion can lead to conflict, since excluded groups often suffer from multiple disadvantages and different rights. If

social groups feel different and suffer compared to others in society, conflict is more likely to occur, because they also want to enjoy the benefits of another group. Social exclusion also causes insecurity because people who feel alienated from society and denied their rights, such as education and job opportunities, potentially turn to violence and crime as a way of feeling self-satisfied (DFID, 2005). Furthermore, these situations can have a negative effect on the social and economic condition of society.

2.2.4 Tackling Social Exclusion

As described above, there are so many harmful effects of social exclusion that much effort is needed to overcome this problem and to avoid the vicious cycle of poverty and social exclusion continuing into the future. In tackling the issue of social exclusion, it is important to be clear about what is involved so that appropriate solutions can be found. As explained above, there are four main dimensions of social exclusion, consisting of political, economic, social and cultural factors, which can occur at the different levels of society.

In the political dimension, weaknesses of legal, regulatory and policy frameworks, budgets and public expenditure, economic opportunities and access to services promoting participation and

protecting people's rights have driven social exclusion. In this case, public policies should focus on both getting people out of social exclusion and make sure they do not slip back into the same situation. In particular, policies focusing on reducing deprivation in a particular specific area (e.g. education, health, etcetera) are very relevant as they can stop people from falling into social exclusion (Pierson, 2010). The advantages of more inclusive policies also need to be taken into account, such as better access to good-quality education for children in remote regions, as this will make them more likely to have a better life in future.

In the economic dimension, poverty and income problems are the major the drivers. Various disadvantages can emerge through unemployment, low income, poor housing, inadequate health care and barriers to lifelong learning, education, culture, sport and recreation. One of the efforts that can be made to maximise the income and welfare rights of individuals or families is to provide financial support such as income support, social transfers, subsidies, welfare payment, etcetera. Social transfers provided to those who are vulnerable not only enable the individual to survive but also give them a chance to access healthcare and education (Pierson, 2010).

In the social dimension, lack of social support from networks, neighbourhood, community, and international agencies often create socially excluded groups who find it difficult to overcome the conditions they find themselves in. If this is the case, a social network and a web of relationships that connects people are needed. A network may be supportive or destructive, plentiful or virtually non-existent, close and intense or far-flung and distant. An essential element of social work is promoting the development of reliable social networks that fulfil certain functions for people.

The network can include individuals, families and neighbourhood, as well as comprising specific groups of people, for example around the types of work, or shared interests or predicaments. Moreover, since people interact with institutions, organisations and services, networks include this relationship as well. The quality, purpose and function of networks vary dramatically; in terms of the number of people involved, the degree of interconnectedness to which they are supportive or undermining. The advantages of networking could prompt further information on their connection and supports, drawing on strengths, getting the big picture, encouraging the members to share and reflect,

and also to discuss the specific nature of the network and highlight potentially useful resources (Barry, 1998).

The social and informal support that is needed by vulnerable people is in the form of support in a normal relationship, offered by extended families and friends or by close-knit communities, or in a form of providing crucial information for individual and family on a range of options for advancing an individual's interests (Pierson, 2010).

Neighbourhood and community are the critical levels at which people engage. The neighbourhood can give a positive effect to those who live there by providing resources and strengths that by far outstrip anything that professional services could offer. Neighbourhoods with high levels of civic activity such as: volunteering, supporting parent-teachers' associations, running community halls or participating in neighbourhood watch schemes is likely to take part in projects with higher participation rates, for example, a greater willingness and to serve on management boards and committees.

Tackling social exclusion requires the concerted effort of the local, national and even international community (Pierson, 2010). Since

exclusion becomes the part of the work of international bodies such as World Bank, UNESCO, International Labour Organization (ILO), UNICEF, these international organisations have encouraged donors to coordinate their efforts and work together to take a consistent approach in the hope that they can strengthen their ability to support effective action. The main ways that partnerships/donors can support action are by ensuring that their programmes take exclusion into account. They can achieve this by increasing an awareness of their own and others of the principal form of exclusion through which they contribute to, or counteract, social exclusion; by educating, learning and spreading good practice across countries and regions, and also by holding policy discussions with a partner.

Traditionally, family systems and belief are the drivers in the cultural dimension, first and foremost, excluded group members themselves have to be involved in changing their situation. It is often necessary to support excluded people, so they can successfully challenge the power structures that cause their exclusion. Ensuring the participation of excluded individuals, or families in discussion, planning and arranging the various services and programmes which will affect them are the essential elements

in any practice aimed at reducing poverty. Including the excluded and empowering them to take an active role in decisions which affect their lives will help to bring about longer-term benefits, such as an increase in literacy and enhanced commitment to schooling (Pierson, 2010). The fourth dimension relates to tackling social exclusion through a mix of two or more of the other stated dimensions.

2.3 *Understanding the Concept of Child Poverty*

2.3.1 *Defining Poverty and Child Poverty*

As with social exclusion, there are no original definitions that can be used to explain the terminology of poverty, which varies depending on the social context and what is held to be an acceptable standard of living (Free the Children, 2005). However, in general, there are two main types of definition that have been used to explain what poverty is. These are absolute poverty and relative poverty. Absolute poverty is defined as lack of financial resources to meet basic needs, and usually, this is a financial measurement to specify poverty above a basic standard of living (World Bank, 2007; Hoff, 2008). Above that line, the family can survive if only barely, below that line they may starve (Pierson, 2010). While relative poverty means persons, families and groups

of persons whose resources (material, cultural and social) are so limited that it makes them become excluded from the minimum acceptable way of life. This type of poverty refers to the disposal of some resources, which are, however, insufficient to fully participate in the activities accepted as normal by the conventions of society (Byrne, 2008). A person who is suffering from this type of poverty has access to resources so seriously inferior compared to the surrounding average individual or household that they become excluded from ordinary living patterns and social activities.

These are the two main definitions of poverty, relative and absolute, which relate to different ways of looking at human needs. Absolute definitions provide a universal threshold by which to measure poverty, while relevant definitions are concerned not only with looking at what is required for subsistence, but at a range of social and psychological resources needed to fulfil the promise of the autonomous individuals, capable of participating in their social milieu.

Within general context of poverty, child poverty has specific dimensions. Children experience all forms of poverty more acutely than adults because of their vulnerability, and because of lost

opportunities in childhood that often cannot be caught up with later in life. Child poverty is dependent on families and on the resources allocated to them (Gancheva, 2009), and children who come from low-income families or poor backgrounds are likely to be poor too.

UNICEF (United Nations Children's Fund), one of UN's agencies, has developed a working definition of child poverty. That definition is:

"those who experience deprivation of the material, spiritual, and emotional resources needed to survive, establish and thrive, that makes them unable to enjoy their rights, achieve their full potential or participate as complete and equal member of society" (UNICEF, 2005).

While every human being is defined as a child below the age of 18 years, the definition allows for the minimum age to be set to make sure a balance is set between the capacities involving a child under different circumstances and the state's obligation to provide special protection.

Here, material resources include income, food, and access to education or health services, protection from all health risks

associated with hard physical work. Spiritual resources include stimuli, meaningfulness, expectations, role models, and peer relationships. While emotional resources include love, trust, a feeling of acceptance and inclusion, and the absence of abusive situations.

Children living in poverty often face problems related to malnutrition, bad water and sanitation, lack of access to basic health-care and educational services, poor shelter, and also low levels of participation and protection. This is harmful and means that they are unable to enjoy their rights in reaching their full potential to participate as members of society. There is a tendency that children who grow up in poor households and have limited access to education will most certainly be low-educated workers in the future. Furthermore, they tend to get a job with low salary/income which makes them locked in the chain of poverty, thus excluding them from social activities in future (Todaro, 2009). As stated already, individuals who experience childhood poverty will face long-lasting effect through education and labour market (McKnight, 2002).

2.3.2 The Causes of Poverty

Guido Walraven (Walraven, 2000) groups the causes of poverty in two ways, the first relates to structural factors and the second to cultural factors. Structural factors consist of economic-technological factors, socio-demographic factors, institutional factors and political factors. Economic - technological factors include the functioning of the labour market, in which there are insufficiently skilled personnel and restrictive legislation.

The second group causes of poverty are cultural. Cultural causes of poverty recognise the nature of the individual, family, and the environment, as well as the weakness of personal and cultural systems: individual efficiencies, for example, lack of savings, lack of effort, immorality, and laziness are also seen to be significant. The second cause is due to structural factors.

2.3.3 Poverty and Social Exclusion

Poverty and social exclusion affect each other. As explained before, social exclusion makes poverty and locks people in to it. In turn, poverty also generates social exclusion. Most of the people who are living in poverty are at a higher risk of social exclusion because poverty affects their access to resources that can enhance their opportunities. Thus undermining their ability to participate in

the social, economic, and cultural life of their society (Gancheva, Child Poverty Study, 2009). Moreover, poverty means that individuals may experience multiple disadvantages through unemployment, low income, poor housing, inadequate health care and barriers to lifelong learning, education, culture, sport and recreation, and limited access to the fundamental human rights.

The correlation that occurs between poverty and social exclusion are mutually reinforcing (Barry, 1998) and will overlap in the non-material dimension of poverty or relative poverty (Sen A. , 2000; Popay, 2010). Households with relatively low incomes were more likely to become socially excluded on all dimensions because of their inability to afford items and activities that are considered by the majority of the population to be necessities (David Gordon, 2000).

Therefore, the discussion about the phenomenon of social exclusion itself is often linked to the phenomenon of poverty, both relative and absolute poverty because poverty is a major component of social exclusion (Case, 2002). These two issues are also problematic both at the societal and the individual level. At the individual level, since it denies individuals to participate in societal spheres in the way they would prefer. At the

societal level, because it bears costs (social/unemployment benefits, waste of human resources, health problems, crime rates, etcetera) which the society has to pay for (Brandsma, 2003).

Even if there is a strong correlation between poverty and social exclusion, those two terms are not same. Social exclusion means more than just being poor (World Bank, 2007), it refers to being shut out, wholly or partly from any of the social, economic, political or cultural systems that determine the social integration of a person in society (Hoff, 2008). It focuses on disengagement (Sparkes, 1999) that makes people unable to enjoy social goods/services (Wallace Chigona, 2009) and can occur between groups that are not significantly distinguished from one another economically (Barry, 1998). It primarily concerns the relationship between the individual and society (Klasen, 1999). Poverty refers to the lack of material resources (Hoff, 2008), or in the narrower sense, simply to the low income (Pierson, 2010), which means that people cannot occupy the minimum acceptable way of life.

2.4 Understanding the Concept of Education

2.4.1 Defining Education

The term education is derived from the Latin word *educate*, which means to raise, to bring up, to train, to rear, bringing up, raising, to nurture the inborn talent and potential of a person (Encyclopaedia Britannia). Education has many different definitions and it fulfils many purposes in society. It can be defined as activities of learning knowledge, skills, and attitudes, as a transfer process of culture from one generation to the next. For example, values of honesty, senses of responsibility, morals and spirituality to become independent members of society, and also activities to prepare the learner, having the basic skills, for work - in the form of attitudes, knowledge and expertise for prospective superficial work debriefing (Hartoto, 2008).

In Indonesia, the definition of education is based on the Act of The Republic of Indonesia, number 20, on National Education System (Ministry of National Education, 2003). According to that act:

“education is a conscious and well-planned effort in creating a learning environment and learning process. So that learners will be able to develop their full potential for acquiring spiritual and religious strengths, develop self-control, personality, intelligence, morals and noble

character and also skills that someone needs for his or herself, the community, the nation, and also for the State”.

Education can be classified into three mainstream categories: formal, informal and non-formal education. Formal education is a structured system and has levels encompassing basic education, secondary education, and higher education (Ministry of National Education, 2003). It takes place in education and training institutions, appropriately associated with schools (EtlIng, 1993), with the purpose of providing leading recognised certificates and diplomas (Mazza, 2011). The meaning of formal education is narrowed to schooling which the curriculum, methods of teaching and examination, and also teachers are prefixed and predetermined. Formal education goals are defined through the learning process in the classroom with instructions and teaching, the learner can find and get decent employment after receiving a certificate from these institutions, and education also becomes an activity that is purposefully and deliberately planned by the society for the development of community (Sharma, 2011).

Non-formal education means any educational activity that takes place outside the formal system (Mazza, 2011), it can be implemented on several levels structurally (Ministry of National

Education, 2003). It also can be a complement, alternative and supplement to the formal education in the form of the system, setting and process (Brennan, 1997). Among other education streams, non-formal is called mass education because it is purposefully and systematically created and has a clear-cut goal to provide education to the masses. It is a very flexible type of education since it takes the numerous differences of the individual into the account, organised by a homogeneous group. It uses different forms of methods including audio-visual aids for the quick transaction of information and teaching, which can reach every doorstep with a package of various educational programs; it is also based on the principle learn while earning and according to pace and place (Sharma, 2011).

Lastly, informal education is a natural accompaniment to everyday life (INFED, 2009), it is a family education and education in surroundings (Ministry of National Education, 2003). Informal education has a broader meaning because life is education, and education is life, with the experiences gained through the home, family, playground, club, society, school included in a broader meaning and understanding of education (Sharma, 2011). Each year of life brings about different types of informal education.

Unlike formal and non-formal learning, informal learning is not necessarily intentional learning, and so may not contribute to the knowledge and skills, even by individuals themselves.

Those three streams of education can substitute, complement and enrich each other (Ministry of National Education, 2003). For example, out of school activity (such as sports club, music club, etcetera) as part of informal education will teach children how to work together, communicate well, and respect each other. Thus this will indirectly increase the self-confidence of those children and will enhance their engagement with school (Felicity Wikeley, 2009).

Non-formal education can be either an alternative to or a substitute for formal education in providing basic education for a child when school is no longer able to solve the problem of children who cannot attend school. It provides flexibility and opportunities for individuals who have historically found it difficult to access regular education and qualifications because of their condition. It helps school-age children who have dropped out to continue their education and exercise and fulfil their right to education. It is provided through an open system or distance learning. This method emerged in response to the need for

providing access to those who are not able to participate in face-to-face courses. Distance education means that learners are separated from their educators and the teaching-learning processes conducted using the utilisation of information and communication technologies and other media (Ministry of National Education, 2003).

2.4.2 Education and Human Rights

Education is a human right, as stated by the General Assembly of the United Nations Universal Declaration of Human Rights on 10 December 1948 (UN, 1948). This declaration was followed by the Declaration of the Right of the Child in 1959, which stressed the need for free and compulsory education for children at least through the elementary stages (UN, 1959). While the UN High Commission for Human Rights (UNHCR) held an International Covenant on Economic, Social and Cultural Rights which recognised the right to education for everyone. It declared that education should be leading to the full development of the human personality, a sense of dignity, and should strengthen the respect for human rights and fundamental freedoms. Furthermore, education should give persons a chance in participating effectively in a free society, and promote understanding, friendship and

tolerance among all nations and all racial, ethnic or religious groups (UN, 1966).

Even though the UN has declared education as one of the human rights, until 1990 the number of children excluded from school was still quite worrying. That is why UNESCO, one of UN's organisations, became a driving force toward the goal of universal education, in particular through its sponsorship of the World Conference on Education for All held in Jomtien, Thailand, in 1990. This conference established the year 2000 as the target date for UPE (UNESCO, 1990). The target seems difficult to achieve because there are many countries that still cannot fulfil it yet. In over 140 million children in developing countries, 13 per cent of those aged 7 to 15 years, have never attended school. While about 32 per cent of girls in sub-Saharan Africa and 27 per cent of boys also miss out on schooling, and 33 per cent of rural children in the Middle East and North Africa (UNICEF, 2000). UNESCO's follow-up World Education Forum (held in Dakar, Senegal, in 2000), aimed to ensure that by 2015, children between 7 to 15 years old everywhere, both boys and girls, can complete a full course of primary schooling. This is a realistic reflection of the difficulties of both enrolling and retaining students through a complete primary

education. Because of its difficulties, UPE was put on the second of eight UN MDGs (UN, 2000).

The goals of UPE Action have been divided into six categories, and these involved plans for, by 2015, expanding early childhood care and pre-school, providing free and compulsory primary education, providing learning and life skills for young people and adults, and increasing adult literacy by 50 per cent. For women, in particular, the goal was set for achieving gender parity by 2005, gender equality by 2015 and improving the quality of education. The achievement of the goals was evaluated based on four indicators: those are net enrolment ratio, literacy rate, the length of study and ratio between male and female students.

Achieving UPE has multiple effects on achieving the other MDGs targets (UNICEF, 2010). It is because education is a powerful tool by which economically and socially marginalised adults and children lift themselves of poverty and participate fully as citizens, which is also a major catalyst for human development (UNESCO, 2000). Through UPE, children can get their right to education and take advantage of the equal schooling opportunity for both sexes. It becomes the foundation for development, in which evidence shows a robust and positive correlation between educating women

and girls with their earnings, child and family health, children school enrolment, protection against HIV infection, higher maternal and infant life expectancy. Moreover, there is a negative correlation between educated women with fertility rates and marriage. Educated woman are far more likely to immunise their children, and their children are less likely to be malnourished, which can save young lives. Educated women are empowered to make better health-related decisions and are more likely to seek antenatal care, thus fewer mothers would die if they had an education. Education is the best vaccine against HIV and AIDS because educated people know how to protect themselves against HIV.

Many strategies have been implemented to expand and improve primary education for achieving EFA (UNICEF, 2010), such as partnerships and coordination of partners efforts, prioritising, planning and financing primary education and sector policies for expanding and improving primary education. Educational policy and programs developed to make primary education more available, affordable, accessible and culturally appropriate require an identification of the characteristics of a group of children who cannot take part in the education system and respond to their

particular constraints. It is important to ensure that provision, delivery and content of education are culturally appropriate. The efforts that have been giving to this program are identifying marginalised learners, delivering educational services and cross-sector supports. A global partnership also is needed to fill the financial gap for education. Developing countries cannot meet the target of EFA without assistance from donor countries or international agencies, because their financial condition is fragile. That is why a global partnership must be promoted as a way of achieving the MDGs targets.

The massive achievement of expanding access to schools has been made in many countries. For example, enrolment in Sub-Saharan Africa increased by 51 per cent between 1999 and 2007, while in South and West Asia enrolment had reached 84 per cent by 2007, and the global number of primary school-aged children not in school fell during the period by 33 million (UNICEF, 2010). However, this progress has not become universal yet, because, in 2007, more than 29 countries have a net enrolment rate below 80 per cent and this is falling in at least 20 countries. There are more than 72 million primary-aged children not in school. This would mean, as trends indicate, that in 2015, 56 million children would

not be in education, which will lead to higher levels of adult illiteracy in the future.

MDGs Education ended in 2015. As a continuation of it, in September 2015, UN adopted a set of Sustainable Development Goals. Similar to MDGs, education seems to be at the heart of the goals. It has a link to other targets of the SDGs. The second target of MDGs Education for All has been shifted by the fourth target of SDGs inclusive and equitable quality education. The new target is to ensure that all the children are treated based on their condition and potential. It is not only about exercising their right to education but also how they will benefit from it by learning how to become a good quality human resource who will contribute to the sustainable economic development of a country. These shifts of targets also require changes in various aspects of educational policy.

As a continuation of MDGs, SDGs in education still designate some EFA targets as targets to be achieved with additional goals included. It still puts a free compulsory primary and secondary education for all children, with equal quality as an additional target. It still puts early childhood education as a concern with the additional focus on the development of childcare and preschool. It

still tries to eliminate gender disparities in education and ensure equal access to all levels of education, with additional concern for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations. It also still makes sure that adults achieve literacy and numeracy, with acquiring additional needed knowledge and skills. As a new target, it puts quality technical, vocational and tertiary education, including university, as the next target to be achieved. This new target has set the number of youth and adults who have relevant skills to increase, including employment, technical and vocational skills, and entrepreneurship.

The new target is to promote a sustainable development, including education for sustainable development and sustainable lifestyles, gender equality, human rights, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity (UN, 2016). If MDGs Education for All is focusing on equality to access education, SDGs Equity Quality Education is focusing on equality of quality education. If MDGs stresses that all the children must have access to education, SDGs warrants all the children with an education based on their passion and equips them

with skills they need for their lives. Hopefully, the awareness of the need for education can be raised.

2.4.3 The Vicious Cycle of Social Exclusion, Poverty and Education

As explained above, it has been recognised that investment in childhood education is an effective pathway to cut-off the vicious circle of poverty and social exclusion over generations (Takahashi, 2011). Even if education is the best way to tackle social exclusion and poverty, social exclusion due to poverty itself has impacts on educational accessibility (Whitty, Education, social class and social exclusion, 2001). The main factors behind the number of out of school children were poverty problems that can be grouped as poor in financial, poor in location or environment, and poor in cultural (Maureen A. Lewis, 2007).

It is in line with MDGs Report 2009 (UN, 2009) that unequal education opportunities are a result of biases based on gender, ethnicity, income, language or disabilities, which are common and represent a major obstacle to universal education. The global assessment of education discovered that those at risk of being out of school are so because of gender problems. They are mostly

children from rural, low-income, an ethnic minority (Maureen A. Lewis, 2007).

Children's educational prospects reflect the disadvantages of their families, those who are poor, whose parents have low qualifications and no or low-status jobs and who live in inadequate housing (Hirsch, 2007). The absence of adequate resources hampers the learning process because of poor nutrition, health, home circumstances such as lack of books, lighting or places to do homework, and also parental education. The experiences of some poor societies, such as Sri Lanka, Costa Rica, Jamaica and India, demonstrated that parents prefer to utilise their children as labour to support their family's economy rather than to send them to school (Osmani, 2005).

The argument for not sending children to school is not only direct costs such as clothes, books, fees, etcetera. It also requires, indirectly, the opportunity cost of foregone income which was contributed by the children to the household economy. Children from poor communities also seem most likely to lose out. In many developed countries, children in the poorest 20 per cent of the population are three times less likely to enrol in primary school compared to children from the wealthiest 20 per cent. In 2007,

more than 54 per cent of girls all over the world were part of the out-of-school population (UN, 2009).

Living in a poor environment or disadvantaged neighbourhood also can make children less likely to gain good qualifications at school (Hirsch, 2007). In Cambodia, some kids cannot access the school because the facilities are far away from their village (DFID, 2005). This is also the case in Bolivia and Mongolia, where some children cannot access the school because they live in remote and isolated areas, therefore, they do not have regular access to primary education (UN, 2010).

In India, some children cannot access school because of low castes, while in Serbia and Montenegro, 30 per cent of Roma children never attended primary school because of their race (DFID, 2005). Evidence also shows that in many countries, gender bias poses a serious problem in achieving EFA. Girls are generally held back more than boys from going to school. It happens due to a variety of different reasons such as religious beliefs of the societies. The cultural practice of early marriage also acts as a deterrent to girl's education, as people realise that investing in their daughter's education will not yield any direct economic return to the parents' household (Osmani, 2005).

Poverty has an impact on education both directly and indirectly (Whitty, Education, social class and social exclusion, 2001). However, poverty does not just deny children an education, family systems and environments which are not able to motivate them, also drive it. Poverty does not just deny the children an education, weakness of social networks and no social support takes a part in it. Moreover, the absence or lack of government policies that govern and provide security for children to acquire education also makes the situation worse.

John d'Abbro (Eastman, 2011) argues that educational exclusion extends far wider than schools, because it is not only an education based problem. The underlying causes of disengagement are often because of the family environment, which predominantly impacts on their behavioural, cognitive development, emotional and social development, and on their mental health, well-being and educational attainment. It is essential to look at their behaviour and focus instead on their unmet needs. In most developing countries, where social security and other welfare systems are either weak or even non-existent, people (except those who are rich) cannot afford to remain unemployed for long periods. The

lack of safety nets implies that individuals are forced to work in both formal and informal sectors for survival (A.S. Bhalla, 2004).

Absolute poverty creates difficulties in enrolment at school, survival to reach higher grades, and it reduces learning in schools. While relative poverty emphasises that exclusion can lessen the motivation of the relatively poor and their ability to gain the full benefits from education (Sen A. , Social Exclusion: Concept, Application and Scrutiny, 2000).

2.4.4 Breaking the Cycle with Education

There is a Chinese proverb "Give a man a fish, and he can eat for a day, teach a man to fish, and he can eat for a lifetime". These words mean when we help someone, we provide them with solutions or opportunities that ultimately allow them to support themselves and be independent (Guido Walraven, 2000). The recognition and enhancement of such education is seen as vital to alleviating social exclusion and increasing economic productivity (Janice Malcolm, 2003). Through education, people can get resources to help and lift themselves out from poverty and social exclusion (Guido Walraven, 2000).

Education is important for social mobility, particularly for the poor who can't participate in social life (Sparkes, 1999). Educational attainment is associated with personal income, because through education people may benefit in skill and knowledge that can be used to get a better job with a better salary (Wong, 2011). It is also highly critical for the development of fundamental skills in the linguistic, cognitive and social-emotional domain that are needed to socialise (Brandsma, 2003). Education helps to lift people out of poverty because education equips people with the knowledge and skills that are needed to increase income and expand employment opportunities. When education is broadly shared and reaches the poor, women, and marginalised groups, it holds out the prospect that economic growth will be broadly shared.

The best way of reducing poverty and tackling social exclusion is to start with children. Helping them reach their full potential is also investing in the very progress of humanity, and gives the biggest effect to a child's physical, intellectual and emotional development. Moreover, investing in children means achieving development goals faster, as children constitute a significant percentage of the world's poor (UNICEF, 2000). Reducing child poverty contributes towards realising children's rights to survive,

develop, participate, and be protected (Alberto Minujin, 2005). Children require basic resources and services to develop physically, and emotionally (Gancheva, 2009).

Education is believed to be the best way to improve children's skills (Sparkes, 1999). Low levels of educational achievement are crucial in generating and sustaining social exclusion (Brandsma, 2003). Any individual who leaves school with a low degree of educational attainment is at higher risk of experiencing social exclusion as an adult (Sparkes, 1999) because it merely allows individuals to signal their low - level ability and lowers perspective training cost to employers (Sparkes, 1999). Inadequate education can thus be considered a form of poverty (Sen A. , 2000).

2.5 *Educational Right Indicators*

Even if it is not definitive, Katarina Tomasevski, a former UN special reporter has developed important indicators of educational right that is known as 4 A's (Tomaševski K. , 2001). These are the four best ways of exercising the right to education: availability, accessibility, acceptability and adaptability. It is not necessarily a standard that can be used in every international treaty, and as

such should not be treated as a general, comprehensive guide to what the right to education means under every law.

However, because children are the privileged subject of the educational right and the bearer of compulsory education requirements, the government as the prime duty-bearer, as well as parents as first educators, and teachers as professional educators, have to respect and fulfil the 4 A's. Those 4 A's are the indicators enabling people to think through what the educational rights are and comparing their current reality to this ideal context. Below are the ideal conditions and violations of 4 A's proposed by Tomasevski (Tomaševski K. , 2001).

2.5.1 Availability of Education

The Universal Declaration of Human Rights, article 26 (UN, 1949) and The Convention on The Right of the Children (UNESCO, 1995) has affirmed that the primary education has to be free and compulsory for all the children around the world. To bring it into reality, first and foremost, the education has to be available, both in term of quantity and quality (Tomaševski K. , 2001). Availability of education means that the number of the educational institutions and its resources have to be equal to the number of school-age children. A legal obligation of the government is a requirement to

establish educational institutions, Alternatively, the government can give a permit to non - government agencies to do it as a combination. A reasonable timeframe of achievement the target is needed in supporting the plan (Delany, 2017).

There are some conditions that needed to be fulfilled to make education available to every child, as follows (Tomaševski K. , 2001). The first thing that needs to be done to realize the availability of education is to supply sufficient funds or fiscal allocation. Government has to allocate its budget corresponding to provide free and compulsory education. The second condition of available education is that school building and facility provision matches the number of school-aged children. It's not only available in sufficient quantity, but also has to be adequate, safe and reachable. Sufficient means that it requires buildings, sanitation facilities and safe drinking water, a library, free textbooks and uniforms, computer facilities and information technology. Third, the quantity and quality of schools' teachers match with the number of pupils. Teachers are entitled to training and education, receive salary in accordance with the internal standards, enjoy comfortable working conditions, and have access

to teaching materials. The teacher also has the right to organize, discuss, and share with their colleagues.

The educational opportunities which rose significantly from generation to generation, saw the quality of workers improve, that furthermore decreased the poverty level (Burkholder & Lyons, 2005). Some poor countries in Africa and Asia, still have problems with the availability of education that makes children face barriers in accessing the education. The challenge to the availability of education that needs to be addressed is, among others, lack of funding, lack of teachers: both quantity and quality, lack of classrooms, lack of learning materials and the distance of school facilities. Staggering shortages of education funding, quantity of educational institutions and programs functioning, makes a low-quality output.

The availability of adequate educational facilities has been proven to reduce poverty, one example is China. China has implemented nine – years compulsory education since 1986. It started with constantly increasing the number of schools. The improving of availability of schools in China, especially in rural areas, has had a positive and significant effect on the school attainment, especially for the girls (Li & Liu, 2014). The educational

opportunities rose significantly from generation to generation, the quality of workers improved, and that furthermore decreased the poverty level (Burkholder & Lyons, 2005).

2.5.2 Accessibility to Education

When the educational institution is available in sufficient quantity and quality, the next step is to ensure the accessibility to those educational institutions. Accessibility means the elimination of all the obstacles to compulsory education (Heffernan, 2017). The first step of accessibility is confirming the educational institution / schools is at a reachable distance in some reasonably convenient geographic location. The transportation cost has to be eliminated or transportation facilities should be provided, or residential facilities should be made available to children who are living far from schools. Another alternative for the children who live in the rural / isolated areas is to use modern technology. (A.S. Bhalla, 2004).

Accessibility requires eliminating discrimination on any grounds such as race, colour, ethnicity, religion, gender, language, disability, economic or social status. It requires eliminating the legal and administrative obstacles, such as birth certificates, or any other documents to participate in education. It also requires

eliminating the financial obstacles, both direct and indirect costs. There are financial costs that have to be paid by parents including fees and donations. Accessibility is about creating more opportunity for the learners to access the learning material such as uniforms and textbooks. Accessibility is about attending the school so there are no children working at school time, protecting them from exploitation and child labour (Tomaševski K., 2001).

2.5.3 Acceptability of Education

In accordance with the policy of ensuring the availability and accessibility of education, it also needs an acceptability of education. Acceptability in relation to the guarantees, information of regulation and supervision provided by the government. This means the content of education is relevant and pluralistic, non-discriminatory, culturally appropriate, and delivered by professional teachers in safe schools (Tomaševski K. , 2001).

First aspect of the acceptability of education is regulation. Regulation in the field of education is a set of laws, rules, and government policies that develop an educational system of a nation. This regulation then becomes the basis of a legal, and the foundation of, an educational system. The foundation of the law of education can be defined as a set of concepts of prevailing laws

and regulations which become the starting point or reference (material, and conceptual) in the context of educational practices and educational studies. Thus, the foundation of educational law is the foundation, or the foundation of legislation that became the foundation and guidance in the implementation of education in a country (Tomaševski K. , 2001).

The second aspect of acceptability of education supervision. The government has to guarantee, monitor and enforce the education system, whether the institutions are public or private. It should be free from censorship, in law, for the quality of education, in recognition of children as subjects of rights. It is violated if the form of instruction is not appropriate, or of unacceptable quality, or for example when the free choices are significantly reduced, or if there is a drastic shortage of textbooks and other relevant learning materials. If discipline is inconsistent with the principles of human dignity – e.g. public humiliation or food rights are taken away, or sexual abuse within the school environment (Tomaševski K. , 2001).

2.5.4 Adaptability of Education

The last indicator of educational right is adaptability of education. Adaptable means education is responsive to the condition and

interest of children, evolves with the changing needs of society, contributes to challenging inequalities and be adapted locally to suit specific contexts. In accordance with the adaptability of education, a special program can be implemented in accordance with the existing conditions of the children and their environment (Tomaševski K. , 2001).

The curriculum must be flexible, implemented Flexibility of curriculum provides a space for teachers to develop their teaching programs in accordance with existing conditions, and also provide a variety of possible program choices in accordance with students' talents and interests. An adaptable curriculum also has to be relevant to the living environment of students, relevant to the development of the present or future times, and also be relevant to the decline in the world of work (Tomaševski K. , 2001).

To allow more students from different backgrounds, environments and geographical settings without requiring the users of a scarce on – site space, educational institutions offers distance and an open learning system. Through these programs, students who cannot go to school due to the poor economic condition of the parents can have education by learning by themselves (Sadia Afroze Sultana).

In South Korea, e-learning has been expanding to cover the whole mainland of this country by creating a network of high-speed internet access in primary and secondary schools. The development of e-learning in Korea is strongly related to the rapid growth of its internationally recognised ICT industry (Josie Misko, 2011). Today South Korea is heralded as a leading example of a country that has moved from providing low levels of ICT access to one providing among the highest levels of access in the world. South Korea's high literacy rate, at 97.6 percent, also provides favourable conditions for the development and uptake of e-learning. The fact that most people can read the language facilitates their use of the internet. Korea's school enrolment rate is very high (Josie Misko, 2011).

2.6 Concluding Remarks

The review of the literature in this chapter shows that social exclusion is often linked with poverty. Social exclusion and poverty overlap in the non-material dimension of poverty. Households with relatively low income were more likely than others to be socially excluded in all dimensions because it is associated with an inability to afford items and activities that are considered by most of the population to be necessities.

However, poverty is different from social exclusion because it refers to the lack of material resources, or in the narrower sense of simply low income that makes people unable to enjoy the minimum acceptable way of life. While social exclusion refers to disengagement that makes people unable to enjoy social goods/services and can occur between groups that are not significantly distinguished from each other economically.

There is a strong relationship between social exclusion and poverty, which often traps people in an intergenerational cycle of social exclusion and poverty, and generates poor peoples. That is why the discussion about the phenomenon of social exclusion itself often links to the phenomenon of poverty, and these two problems can be addressed simultaneously.

Education is known as a powerful tool to cut off the chain of intergenerational social exclusion and child poverty. It equips children with knowledge and helps them to become better humans, and will almost certainly lift them out of poverty and social exclusion in future. However, children with social exclusion and poverty problems usually face difficulties to access education. Some children who come from a low-income family cannot go to

school because of social problems, such as culture, disability, living in a poor or isolated area, or no social support. This situation furthermore traps them in a vicious cycle, an interlocking cycle of social exclusion, child poverty and low level of education.

The cycle needs to be cut, and the best way to cut it is by educating the children. A better education for children can bring social benefits for them in future, improve their economic condition, lower fertility, and also improve their health care. Education affects people's life chances as adults, in terms of their earning capability as well as social mobility. Education also influences the future distribution of income, wealth, and status in society. Beyond its economic significance, education is viewed widely as good, and indeed a basic human right.

There are important indicators of educational rights that have been developed by Katarina Tomasevski, known as 4 A's. Those four best ways of explaining the right to education are availability, accessibility, acceptability and adaptability. It is not necessarily a standard that can be used in every international treaty and as such should not be treated as a general, comprehensive guide to what the right to education means under every law. However, because children are the privileged subject of the educational right and the

bearer of compulsory education requirements, the government as the prime duty-bearer, as well as parents as first educators, and teachers as professional educators, have to respect and fulfil the 4 A's.

These indicators can reveal when something has been done and what has not in the attainment of education for all. What is enough, what still needs to be improved and what is lacking. Thus, these indicators can be useful tools to evaluate and assess educational achievement by the government or educational institution.

The educational institution that is responsible for education is known as the education manager. Moreover, about what is education management, how it manages its internal resources and external relations in tackling social exclusion and child poverty toward its goal are explained in the next chapter.

CHAPTER 3

LITERATURE REVIEW ON EDUCATION MANAGEMENT

3.1 *Introduction*

Previous chapter two has discussed the interlink of social exclusion, child poverty and education. It explored how social exclusion, due to poverty problems, has created educational exclusion, while education is recognised as the best solution to overcome the problem of social exclusion. As a continuation of chapter two, this chapter discusses the literature review on education management, a pivotal factor in achieving educational goals.

3.2 *Understanding the Concept of Education Management*

Education is an effort to achieve educational goals that involves three main elements - input, process, and output. Relationships between those three elements are named as an educational system (Sagala, 2005). As a system, each element has its own role but it's often interconnected and mutually supports each of the other elements as whole coherent system in order to achieve the goal. The educational system is basically a set of patterned

means to foster cultural values of the society that can change the shapes and models according to society's demands in order to pursue the ideals of peace (Satrio, 2015).

Education essentially is a process of socialisation and human interaction with the environment which is formed through the process of learning about a changing environment. Education always involves a human component that consists of teachers and educational staff, students, curriculum, environment, time, and schools. Each of these components interacts with each other in the educational process to achieve educational goals. Education as a system is not only results-oriented but also process-oriented to obtain optimal results. Education in the broad sense occurs to every human being and lasts a lifetime, within the family, school and community environments. The main emphasis is the development of education and human development, which include intellectual, moral, and social aspects in a unified, harmonious and balanced whole. Proficiency level coaching and development through the learning process is to obtain behavioural changes regarding knowledge, attitudes and skills.

An excellent educational system needs a good educational management. The understanding of education is diverse since, in

its evolution, education management has been influenced by several fields of social study, such as sociology, economics, and politics. That gives it diverse meanings depending on the viewpoint of the field (Sagala, 2005). Here below are some schools of thought about education management which have been used for a long time.

3.2.1 Education Management as an Administration

Education management is a branch of science that more popular under the term of "administration". The word administration and management in the contextual meaning have the common objectives, that is to control, to regulate or to manage, for this reason, the administration is identical to management. However, both terminologies are different, as the administration is defined as managing of affairs, while management is defined as controlling, handling, adjusting or maintaining. So, in industries and companies, the terminology of administration is commonly used, while in the case of education, government, houses, hospitals and military, the terminology of management is more often used than of administration (Surbhi, 2015).

Defining education management as an administration process, only narrows the application of principles, concepts and theories

of management in educational activities to achieve educational goals effectively and efficiently. It is only applied to management in terms of coaching, development and controlling educational practices (Sagala, 2005). It is only a process of working together on the components of education to improve the education system by using an instrument that supports the learning activities to achieve the goals of education (Siagian S. P., 2014). As an administration, education management is closely related to human resource management aimed at improving quality. Each activity in the administration of education is directed to achieve educational goals and educational purposes visualised in the curriculum of each school. Curriculum is the duty and responsibility of the school principal together with teachers and other school officials to implement, because it is a necessary element of the destination of education.

Moreover, as an administration, education management is also playing a role in planning, organising and controlling (Adpen, 2012). However, those roles focus on the activities that are related to school, teachers and staff administration, student administration, teaching supervision, curriculum development and implementation, establishment and planning of school buildings,

and public relations. The relation between the government and school is an education management and administration that creates a managerial atmosphere to improve the quality of education in schools.

3.2.2 Education Management as A Social Science

Education management is not just about management theory, but also social science, as its development is also influenced by social factors, such as cultural, local community, economic, politics and policy, globalisation, etcetera (Hartley, 1998; Campbell, 1999; Bush, 2006). That is why education management is not generic across sectors, countries, and time, and it is needed to develop an education management that appropriates to local needs and purposes. The complexity and changing nature of education management, in theory, practice and language are being recognised (Campbell, 1999).

As a part of social science, education management is dealing with educational practices, educational institutions and human resources (Friedenberg, 1951). Education management must deal with children, parents, teachers, other employees in general, and the Board of Education at local, state and national levels of governments. It also deals with material resources in the form of

finance, buildings and grounds, equipment, and instructional supplies. Moreover, it deals with laws and regulations that affect the educational process.

In fact, education management is a study of how to organise resources to achieve the goals that have been set, in a productive way and how to create a better atmosphere for people who participate in it to achieve mutually agreed objectives (Tirtarahardja, 2005). It is implied, that besides managing its internal resources, education management also needs to manage the relationship with stakeholders, that is known as an external relationship. Managing external relationships is needed because those three stakeholders have a role in influencing the success of education management in achieving its aims and purposes. Success in education management means that all resources are optimally utilised, technical aspects of management is running efficiently and external relationships work and support each other. It requires a clear link between aims, strategy and operation of management (Bush, 2006).

From the above description, it emerges that the of realm administrative, educational management must be supported by science, to fulfil the purpose of education, as well as to receive a

variety of techniques for improving the quality of education. The supporting techniques include related science disciplines, such as educational psychology, educational sociology, anthropology, science communication, and guidance. These science disciplines will provide a basis for management students who choose administration as their field of education.

3.2.3 Education Management as an Institution

Education Management is a part of an educational institution, and as being institutional, it has three principal levels of functions (Less Bell, 2009). The levels consist of strategic, organisational and operational. At the strategic level, the educational vision will translate into broad aims and a long-term plan. At the organisational level, the strategic plan will convert into medium-term objectives, supported by an allocation of appropriate resources and the delegation of responsibility for decision making, implementation, review and evaluation. While at the operational level, the resources will be utilised, tasks completed, and activities are coordinated and monitored. These three levels of management are depending on each other and must work in harmony towards a common purpose.

Education management has a purpose and aim to be achieved. The difference in education management, especially with regard to compulsory education, is that it did not set profit as a final goal. The goal of the educational institution is to enable all the children to receive their educational rights and take advantages from learning (Chapman, 2002). That is why education management is also defined as a study of organising resources to achieve the goals that have set, in a productive manner and to create a better atmosphere for people who participate in achieving mutually agreed objectives (Tirtarahardja, 2005).

This is why education management can also be seen as a process, and as the process, it has a series of phases, activities aimed at achieving the goals by utilising available resources. The implementation of education management has an orderly way of thinking about what, how and when about its operations (Sen V. , 2012). The process consists of planning, actuating the planning, and controlling (Sagala, 2005).

The first part of the process is planning, a very strategic role in the successful efforts of educational services. The planning stage of the process consists of identification and analysis of the problems, setting the goals, determining the target, identification

of options, making comparisons, selecting the plan, implementing, and evaluating. It is a very strategic role in the success of the efforts of educational services.

The second part of the process is actuating the planning, and it is the role of administrator/top manager to coordinate the implementation of the plan. All the components and stakeholders in education services are united to obtain a compromise or commitment to education. While the third part, controlling, is a systematic effort to set the standard of implementation with the purpose of planning, designing information feedback system, comparing the real activity with the criteria, defining and measuring the deviation-devise and taking a corrective action to ensure that all available resources have been used effectively and efficiently.

As an institution, education management also plays role in problem solving, in which, the process is performed by all the parts/components that exist in the organisation. The organisation of education management is represented by the Department of Education, it is expected to help to achieve the results of operations effectively and efficiently. There are two fundamental reasons why planning in educational management is required.

Education management requires a framework for cooperation to achieve its goal and purpose of the education, while to ensure the success of this achievement, education management needs to solve encountered problems in achieving the objectives (Sagala, 2005).

3.2.4 Education Management as Public Sectors

Education is a public good and all the individual citizens should have an equal opportunity to gain access to a decent education (Wijaya & Danar, 2014). That is why education management is a major focus area of government and public sectors because it involves millions of schools, teachers and pupils. Therefore, it is imperative that it should have an excellent infrastructure in line with the socio-political aspirations of people.

In its work, the government is also supported by academics as researchers, and non-government agencies as consultants. Both academics and non-government agencies are helping in evaluating and developing ways to enrich and enhance the educational system at all levels. The politically driven management discourse is defined by the central government, with bureaucracy and hierarchy as a link between education and the central government, and it has efficiency as its goal (Hartley,

1998). The hierarchical dimension of education management requires it to manage the external relationship as well as internal resources (Bush, 2009). This form of education management is used where the role of government is still dominant, especially in providing equal accessibility to education (Chapman, 2002).

Public sector organisations are an economic entity that has its uniqueness. It is known as an economic entity because it has significant economic resources. Public sector organisations also conduct economic and financial transactions. However, in contrast to other economic entities, to commercial enterprise for profit in particular, economic resources managed by the public sector organisations are not for purposes of profit. Education governance is concerned with how the funding, provision, ownership and regulation of education and training systems are coordinated, and at what level; local, regional, national and supranational (Sagala, 2005).

The role of the government in education is in achieving educational goals. Equity and equality to access concerns people with varying financial resources, and in need to access education. The government is also concerned with attaining appropriate quality standards, ensuring parents' rights are in the best interests of

their children, and is also concerned with the social/economic aspect of public resources which are used to support the realisation of a well-educated community. Thus, the educational policy is based on the programs planned by the government to address the problems that emerge in the field of education, to meet the government's obligation, and to provide education for every citizen of the country (Sjafrizal, 2009).

3.3 *Internal Resources of Education Management*

As explained above, the institution of education management has two main roles. The first role is administrative, in which the education process is mobilising all components of the educational activities to achieve the aims. How the educational process is carried out, largely determines the quality of the realisation of educational goals. The quality of the education process is implicated in two aspects, namely the quality of the components and quality management. Both of these terms are interdependent. The components, such as the availability of infrastructure and facilities, as well as the considerable costs should be sufficiently supported by a reliable management, otherwise, the goals will not be achieved optimally. Similarly, the good management in conditions of scarcity, will lead to optimal results.

3.3.1 Human Resources Management

One the elements of any organisation is the personnel. Personnel means persons who carry out a task to achieve the goal, by completing a task respectively. Such personnel include elements of leadership (principals), teachers (lecturers), and employees (administrative staff). Schools can be effective if there is conformity and accuracy between the goals and accomplishments. A school may be effective in achieving one or more specific aspects but is not effective in achieving other (Siagian P. D., 2010).

Management of education personnel aims to empower educators to effectively and efficiently achieve optimal results (Sagala, 2005). Personnel management has seven components that must be implemented in order, to be sustainable. These components include employee planning, recruitment, training and development, promotion and transfer, assessment, dismissal and compensation.

3.3.2 Infrastructures Facilities

Facilities and infrastructure management is the work carried out by the school to support both learning, and other activities so that all action runs smoothly. The management of school facilities and

learning includes the availability and use of learning resources for teachers and students, as well as the arrangement of rooms.

The management of educational facilities covers managing and maintaining educational facilities to ensure that they contribute fully to the educational process. Management activity includes planning, procurement, monitoring, inventory and removal, as well as the arrangement of class rooms (Sagala, 2005).

The appropriate management of infrastructure should create a school that is clean, neat and pleasant, to create conditions attractive to teachers and students and encourage them to be in school. Additionally, it ensures the availability of equipment and adequate learning facilities, which are relevant the needs of the staff and students. Education facilities are all the equipment, materials, and furnishings which are directly used in the educational process at school. While education infrastructure is a necessary accessory that does not directly support the implementation of the educational process at school. In conjunction with the means of education, some education experts classified the education facilities into several kinds, regarding a broad range of viewpoints.

In regard to depletion, there are two kinds of educational facilities, consumable and durable. Its relationship with the learning process includes two types of educational facilities in schools, for example, educational facilities that are directly used in teaching and learning, and those which are not directly related to the learning process. Moreover, the educational infrastructure in schools can be classified into two types. First, the educational infrastructure which is directly used for teaching and learning, such as the theory room, library room, workshop, and laboratory space. Second, the school infrastructure which is not used for teaching and learning, but it immediately and strongly supports the learning process. The examples of the latter type of school infrastructure are office space, school canteens, the ground and the way to school, small rooms, school health room, staff room, principal's office, and vehicle parking.

3.3.3 Financial Resources

The next resource which is managed by the education management is the education budget. The function of budgeting is to set the education spending in as accessible and optimal form as possible to support the learning process, infrastructure, educators, and the other areas related to financial issues. Funding

could be a central problem in the education management activities when the institution cannot afford the cost, which would hamper the learning process, but it does not mean that the education management will be run better if given an excess of funds (Sagala, 2005).

Finance is an educational resource which needs to be managed effectively and efficiently, to help achieve the goal of education. Education as an investment will generate intelligent human beings, who are knowledgeable, with attitudes and skills needed in the development of a nation. That is why educational institutions are categorised as non-profit public institutions which has a different financial management (Wijaya & Danar, 2014). Financial management is a key activity that must be done by responsible and competent staff who are experienced in the field. It is the activity of obtaining and managing funds effectively and efficiently, according to needs of the institution (Sagala, 2005).

The objective of Financial Management is to deliver the orderly administration of the institution's accounts based on the provisions that have been outlined. The essence of financial management is achieving efficiency and effectiveness. Therefore, in addition to seeking adequate funding for development and

routine operational activities in schools, factors of accountability and transparency in the use of finances, both from the government, the public and other sources, also need to be considered. In education, finance and funding are potentially a very decisive aspect, and are an integral part of the study of management education. The finance and funding component in a school is a production sector, that along with other elements, determines the implementation of the teaching and learning activities in school.

Financial management tasks can be divided into three phases, namely financial planning, implementation and evaluation. First, the financial planning, called budgeting, is coordination of the activities of all the resources available to achieve the desired goals, systematically and without causing negative effects. Second, the implementation involves accounting (budget implementation), the activities based on a plan that has been developed, with the possibility of adjustments if needed. Third, the evaluation process involves an evaluation of the achievement of the budgetary targets.

Costs in education consist of direct costs, indirect costs and opportunity costs. Direct costs include spending incurred for the

implementation of teaching of and learning activities of students, in the form of learning tools, transportation costs, and teachers' salaries, incurred by the government, parents, and students themselves.

3.4 *School Based Management, a New Paradigm in Education Management*

The new paradigm in education management is known as School Based Management (SBM). SBM gives autonomy to the school so that it has independence in organising and taking care of itself. Self-reliance in the program and funding are key measures of school's autonomy. In turn, the independence that continues over time will ensure the survival and development of the school. The term autonomy is also related to the term "self", for example, self-sufficiency, self-management, self-financing, self-employment, and self-service. So, the autonomy of a school is its authority to regulate and manage the interests of the school community, to initiate based on the aspirations of the school community by the laws and regulations applicable with National Education (Siagian S. P., 2014).

With greater autonomy, the school has the authority and a greater responsibility in managing the school, which means that the

schools are more independent. With independence, the schools are more empowered in developing programs in line with the needs and ability/potential possessed. With versatility/flexibility-adaptability, the school will be more agile in managing and using school's resources optimally. SBM is training school management to develop a creative school organisation, develop curricula, manage facilities and learning resources, and to develop community participation. SBM creates school communities in which participants are actively involved in making decisions about school programs, including the curriculum and learning strategies.

SBM is a management model that gives more autonomy to schools and increases the direct involvement of the school community (principals, teachers, students, staff, parents and community) in decision-making to improve the quality of schools under the Policy of the Ministry of Education.

The involvement of the school community in the administration of the school considers membership, jurisdictional boundaries, and its relevance to the objectives of participation. Increased citizen participation in the management of the school and the school community, will be able to create transparency, strong co-operation, accountability, and democratic education. Openness

refers to the program and financial transparency. Good school co-operation shows the close relationship between the school community. Its shared awareness that the output of the school is the result of solid, intelligent and dynamic collective teamwork. School accountability is the responsibility of the school to the citizens, the community and the government, through openly conducted reporting, and meetings. Moderate democracy is an institutionalised freedom of education, through consultation and consensus, with respect for diversity, human rights and obligations to improve the quality of education.

Decentralisation of education is a model of educational management which delegates the decision-making process to individual schools and it aims to improve the quality of education and human resources, including professional teachers. SBM aims to improve school performance through giving more authority and greater responsibility to schools that implement the principles of good governance, namely school participation, transparency, and accountability. Improved school performance may include improving the quality, effectiveness, efficiency, productivity, and innovation in education.

With SBM, schools are expected to be increasingly capable and efficient in managing and organising their school by adhering to the National Education policy. It should be underlined that the achievement of the objectives of SBM should be based on the principles of good governance (participation, transparency, accountability, and so on).

School Based Management's characteristics need to be understood by the school prior the successful implementation. The characteristics cannot be separated from the characteristics of effective schools. The SBM is a core element in the school's effectiveness. Therefore, the following features of SBM inclusively contain the elements of an effective school, which are categorised into input, process and output. In describing the characteristics of SBM, the system approach of input-process-output is used to guide it. Schools have the expected output in which in general, the output can be classified into the output of academic achievement and the output of the non-academic achievement. Output of academic achievement is, for example, NUN/NUS, scientific writing competition youth, grade (English, Mathematics, Physics), ways of thinking (critical, creative/divergent, reasonable, rational, inductive, deductive, and scientific). The

output of non-academic achievement is, for example, high curiosity, self-esteem, morals, good social behaviour, such as: drug-free, honesty, good cooperation, compassion for others, solidarity, tolerance, discipline, diligence, performance in sports, the arts, and scouting.

Besides, school administrators and teaching professionals should be provided with sufficient professional development training in school governance. It is not the quantity of professional development programmes that matters, but the focus and quality of such programmes, designed to help educational professionals address the importance of school accountability and sharing the power of decision making with parents effectively, as well as innovation. Whether the policy of including parents in school governance is smoothly realised, it is still a scholarly discourse in Hong Kong. It is worth further investigation of their roles and behaviours in the decision-making process and the next phase of parental involvement, by adopting both qualitative and quantitative methods (NG, 2013).

3.5 External Relationship of Education Management

Besides the administrative roles, education management is also an institution that needs to have the ability to manage its external bodies. Education management has to have the capacity and ability to find patterns and trends, the changes that occur, and to compose a picture of the impact, that would be caused by the stakeholders. The rationale behind it, is to involve communities in education, because people are more aware of their own condition, so that public participation in the field of education will range from planning to strengthening the implementation of the policy (Nurkholis, 2003).

3.5.1 Education Management and Government

Education is categorised as a public good and a necessary human right from which nobody can be excluded, because it has a contribution to the development of people and society (Acedo & Opertti, 2008). As a public good, to expand the opportunities and accessibility of education, the role of government is needed to make sure that every child has the same opportunity to education (Friedman, 1998). This is especially relevant in developing countries where the problem of income distribution and isolated areas (Chapman, 2002) still exist, the role and control of

government are dominant and urgently need to solve the problems in the accessibility of public goods (Sjafrizal, 2009).

To tackle the issue of educational exclusion due to child poverty, the government has a responsibility to ensure that all children have their right to access to education, without exception. To achieve this target, governments have a range of policy instruments at their disposal to help them to meet their objectives. There are four instruments for intervention in the education sector, and those are:

- funding that consists of subsidies, vouchers, and tax subsidies
- provision/ownership in the form of a network of public schools
- regulation such as zoning, mandatory schooling age, and safety
- and finally, information provision, such as career advisory

Governments have legislated, or otherwise attempted, to make changes in many aspects of education provision, including curriculum, testing, governance, finance, teaching methods and teacher training.

The government's support, in the form of funding initiatives or specific legislation, have driven the expansion of education accessibility. One of the methods which favours income maximisation and the welfare rights of individuals or families is by giving them financial support. Moreover, the financial assistance can be in the form of income support, social transfers, subsidies, welfare payment, pensions, income-based jobseeker's allowance, pension credit, income-related employment and support allowance, housing benefits, or council tax benefit. Social transfers are provided to grandparents, orphans and vulnerable children, and disabled people, which not only enables individuals to survive, but also allows them to access healthcare and education (Pierson, 2010).

For example, in South Korea, which is generally considered an advanced economy, economic changes cannot be separated from Government policy on human resources initiated in the mid-20th century. South Korean education policy has been developed gradually (Kartiwa, 2011). Pensions in South Africa not only reduce household poverty but enable more children to attend school. More than 30 percent of pensions are spent on grandchildren's education. In Bangladesh, social budget initiatives

for education programs led to 20 – 30 percent higher enrolment rates for school children (DFID, 2005). In the United Kingdom (UK), there is a program for young people, living in low-income families or living in relatively financially-impooverished circumstances, which provides free school meals, as a form of income support (Wikeley, 2009).

Any analysis of the management issues in education programs in developing countries should be aware of two specific aspects. Firstly, in developing countries, education programs cover teacher training, development and the supply of educational material, as well as the supervision/management of the school system. The management of such education programs has to encompass all these, and not only the supervisory/regulatory aspects. Secondly, in developing countries, the management of primary education has to deal with the basic problems of educational organisation. The challenges of management are in ensuring the daily attendance of teachers in schools, the reliable supply of books, and basic integrity of examination system for schools in central areas with poor communication/transport infrastructure (S.Jain, 1997).

3.5.2 Education Management and Parents

The role of the family in children's education has long been recognised as a significant factor in educational success, because parents have rights regarding their children's education (Epstein, 2002). In tackling social exclusion and poverty, first and foremost, this group needs to be involved in changing their situation. It is often necessary to support the excluded group of people, so they can successfully challenge the power structures that cause their problem. Ensuring the participation of parents or families in discussing, planning and arranging various services and programs that will affect them, is the essential element in any practice aimed at reducing poverty. Engaging with excluded people and empowering them to take an active role in the decisions that affect their lives, will help to bring about longer-term benefits, such as an increase in literacy and an enhanced commitment to schooling (Pierson, 2010).

Families will ultimately determine the success or failure of children in education, because the child, first and foremost receives an education in the family. Once a child is born into the world, it is still fragile and powerless, and needs help, especially from both parents and other family members, until the child becomes an

adult. It is where children receive an assortment of knowledge and experience, both in the form of grief, joy and other habits, such as prohibition, criticism, praise and the leadership attitude of their parents, all of which influence the child, either directly or indirectly.

The household has a significant influence on the child's education. If there are frequent quarrels in the household between the parents, it may affect child's mental well-being, cause a sense of shame and embarrassment, make the child reluctant to go to school, or even cause the child to quit school.

The family is a crucial part of a child's education, because it will determine the pattern of a child's life. Furthermore, the parents' education level also influences their children. There are many families which are not necessarily successful in providing education for their children, due to the economic and educational constraints of the parents. However, although financially poor, if the parents have a good understanding of the importance of education, it will have a positive impact on the success of children's education. Weak economic conditions of the family are one of the causes of school dropouts. If the parents are economically poor, the needs of children in the field of education

cannot be met properly. Instead of sending children to school, parents prefer to meet their basic needs, based on their economic capabilities.

3.5.3 Education Management and Community

The community is a free and active agency of education. It is a dynamic form of organisation for the betterment and progress of its individuals (Sharma, 2011). Sharma argues that the role of the community due to (amongst others) educational achievement, contributes to increasing attendance and the enrolment of students in school. It motivates its members by providing facilities, such as buildings, teaching aids, teachers and other elements for the better education of the community, as well as financial assistance or donations for educational purposes. Community, furthermore, helps in maintaining discipline, and good behaviour in the institution. It also helps in the forming of the schools' timetable, taking into consideration the needs of the community, and extends support for the all-round development of its members in the school through its free agencies, such as museums, art galleries, libraries, music, drama and recreation centres, as well as religious and secular institutions.

The community helps the school in many ways to support the educational development of its members. The educated and qualified students render their service for the development of the community. So, both, the community and school, are interrelated and interconnected for a greater mission of the society, for example, the creation of a learning society (Nurkholis, 2003).

Community involvement in education can be defined as an act or acts of committed individuals or organisations to improve students' progress. The parties that can be involved in the learning process are, among others, older people or families, organisations or institutions of civil society, local government and its branches, and the business world. School-community interaction can be done in various ways, from simple to more complex, in terms of required investment, planning, and cost. Essentially, schools, families, and communities are working together for the sake of improving education. Some schools, for example, encourage parents to be involved in the learning process, such as helping students with homework.

In the UK, children from low-income families who are actively participating in out-of-school activities held by the community, can gain an understanding of, and ability to express the role in which

adults play in their learning. They gain a more sophisticated understanding and expression of themselves. It helps them to improve their self-control and confidence, the awareness of the need to assume responsibility for performances and teamwork, and the ability to transfer skills and knowledge into different contexts of learning. Furthermore, those abilities help young people from low-income families in their engagement with school (Wikeley, 2009).

In Bolivia, representatives of the local electoral bodies have been working to issue identity cards to excluded groups, of whom an estimated 70 percent lacked identification papers. With these identity cards, they could vote, access to services, inherit land, or send their children to school. A whole new generation now has access to the social system (DFID, 2005). In Haiti, effective collaboration between the government, UN agencies and NGOs changed the lives of 4.3 percent of the country's poorest children through an educational project that provided school materials and supplies to 33 schools (UN, 2007).

Schools can also organise projects or activities for older people through outreach activities that benefit the community in the school environment, such as in the areas of welfare,

environmental health, health promotion, or advocacy and legal aid. Some schools have been providing a special room for families and parents in the school compound, and a special room for equipment or services that are useful to society, such as libraries, sports facilities, computer labs, or sewing machines. When viewed from the angle of the teaching process and education in general, there are several types of process changes contained in the school program that involves community participation.

Participation is an essential prerequisite for improving the quality of education. Participation is an individual externalisation process, as described by Berg (Berg, 2008), the externalisation is an outpouring of continuous human presence into the world, both in physical and mental activities. In the externalisation process, the persons, in practice, cannot stop the outpouring of themselves into the world they occupy. Humans will interact with others to express themselves in the world around them. Participation in the process of social interaction is determined by the objectivity that is identified by the individual in the intersubjective world, which can be distinguished by socio-cultural conditions of the school (Satrio, 2015).

In discussing the role of the community in education management, especially related to achieving UPE arrangement from community surroundings or neighbourhoods to an international organisation. Children's life problems do not only take place at home and school, but largely their lives are in the wider society. Life in the community is the third environment of a child, which is also one of the factors to significantly affect their education, because in society children receive a variety of experiences that are both of positive and negative in nature. It indicates that each child will acquire individual knowledge and expertise to others.

So human life in society is a reciprocal relationship in developing the individual, and it plays a role in giving patterns which correspond to people's lives in the environment. If there are harmful consequences for children as a result of interaction with friends, then parents should approach the children to provide an explanation of the cause and effect of this act, so that the child can exercise the power of his or her reason.

3.6 *Leadership and Education Management*

The terminology of leader and leadership is distinguished: leader is the person who heads a group of two or more people (both

organizations and families) whilst leadership is the ability of a leader to control, lead, influence the mind, feelings or behaviour of others to achieve predetermined goals (Suryadinata, 1997). Leaders consist of formal and informal leaders. A formal leader is a person who, by a particular organisation (private or government), is appointed to assume a position in an existing organisational structure with all the rights and obligations associated with it to achieve the organisation's goals which are set out from the beginning. Leadership is a capability inherent in a person who leads depending on the various factors, both internal and external factors (Winardi, 1990).

Siagian (Siagian S. P., 2014) argues that leadership is a skill, and a person's ability to influence the behaviour of others, in their thinking and acting, so that the original individualistic and egocentric behaviour may turn into organizational behaviour. A leader is an individual who has a program / plan and moves group members to achieve goals in a definite way. Meanwhile, according to John Piffner (John M. Piffner; R. Vance Presthus, 1953), Leadership is the art of coordinating and directing individuals or groups to achieve a desired goal. It is the ability of a person to

control or influence other people or different communities towards a certain achievement.

Leaders cannot be separated from the group but may be viewed as a position with high potential in the field. Success in achieving a goal requires a professional leader who understands his duties and responsibilities as a leader and performs his role as a required. In addition, leaders must establish good cooperative relationships with subordinates to create a working atmosphere that makes their team feel secure, peaceful, and have the freedom to develop ideas to achieve the common goals which have been set (Syafaruddin, 2015).

In accordance with the implementation of SBM, the responsibility of the school principal is important. A school principal with leadership qualities, as expected gives a significant impact on teachers, educational staff, pupils, families and the community. The principal must conduct routine meetings with the teaching staff with regard to the educational program so that appropriate assessments, curriculum, learning practice, effective learning experiences, interactions with children, and also give suggestions on how to improve the quality of education. A good leadership principal also should communicate with parents about the

educational program, discuss with the community and the stakeholders and consider how the program can be linked to the community's needs.

3.7 Concluding Remarks

One of the pivotal factors in expanding access and improving quality in education management is success. Success in education management means that all technical aspects of management – planning, organising, actuating, and monitoring - are running effectively. A successful management also requires a clear link between aims, strategy and operational management. There is no single definition to explain education management because, as a social science, its development has drawn on several more firmly established disciplines, including sociology, political science, economics and general management. Education management is not only informed by theory within academe, but also the cultural economic. Education management has an impact on the teaching and learning process, the organisational practices of school units, the utilisation of both human and material resources, and the use of efficiency criteria and control systems.

Overall, we can define educational management as an institution concerned with the operation of the internal resources of educational organisations. Likewise, its influenced by other external parties, e.g. government, parents and community, and it's concerned with the purpose and aim of education (Bolam;1999, Spare;2002, Chapman;2002, Bush;2006). As implied by its name, education management implements management theory and practice to its institution (Kimani, 2012). This means besides managing its internal resources, education management also needs to manage the stakeholders of the institution.

Education Management is a crucial factor of success in expanding access to and improving the education quality of children. Good education management should manage its internal resources and external relationship with other stakeholders, such as Government, parents and community. Those three stakeholders are the partners of education management in tackling social exclusion and child poverty problems, and each stakeholder has their own roles. Education essentially is a process of socialisation and human interaction with the environment that is formed through the process of learning from a changing environment.

Education always involves a human component that consists of teachers and educational staff, students, curriculum, environment, time, and schools. Each of these components interacts with each other in the educational process to achieve educational goals.

The new paradigm in education management is School Based Management (SBM), it gives more autonomy to schools and increases the direct involvement of the school community (principals, teachers, students, staff, parents and community) in decision-making to improve the quality of schools under the Policy of the Ministry of Education. Indonesia is one of the countries which is also implementing SBM. The next chapter will discuss the implementation of SBM in Indonesia.

CHAPTER 4

AN OVERVIEW OF EDUCATION OF INDONESIA

4.1 *Introduction*

Chapter two discusses the correlation that exists between social exclusion, child poverty and education, and how education can be the solution in the cutting of the chain. While chapter three discusses the understanding of education management, how education management is dealing with parents, government and how the community is tackling the problem of social exclusion and child poverty.

As an addition to those two chapters, this chapter presents an overview of education in Indonesia in the context of this study. Discussions have been started with the educational system in Indonesia, at education management level, to evaluate the steps which have been taken by the Ministry of Education to achieve MDGs UPE, and also to assess the condition of UPE achievement in Indonesia. Literature findings and concluding remarks are detailed in the closing paragraphs of this chapter.

4.2 *Education of Indonesia*

4.2.1 *The Educational System of Indonesia*

Each nation has a national education system, and its roots lie in the culture and values of the nation itself and developed through the history of the whole life-movement of a nation. In Indonesia, the National Education System is based on the culture and the values of the nation of Indonesia (Pancasila is the national ideology of Indonesia), and also the 1945 Constitution as the highest legal base in Indonesia (Alfawzy, 2016). As the highest legal base in Indonesia, every law or act is mandatory and must refer to this constitution, including laws on education.

A significant milestone of the Indonesian educational development, after independence, is the enactment of The Act of The Republic of Indonesia Number 4 The year 1950 and Number 12 The year 1954 (Suparlan, 2014). This law is the legal basis of the first National Education System enacted. In the development of the nation, the National Education System is governed by legislation which has twice changed; The Act of The Republic of Indonesia Number 2 The Year 1989 and Number 20 The Year 2003. While currently, the guidance of the Educational System in Indonesia is regulated by The Act of The Republic of Indonesia

Number 20, The year 2003 on National Education System (The Ministry of National Education, 2003).

Based on that law, The National Education System is an integrated whole of all units and educational activities that are related to the national effort to achieve its educational goals. The National Education System of Indonesia has aimed at educating the nation and fully developed Indonesian peoples. The people whose faith and piety to God Almighty with noble characters, knowledge and skills, physical and spiritual health, steady and independent as well as a sense of responsibility community and nationality. The national effort is passing an educational process to all parts of the education system and directed to the achievement of its educational goals. How the educational process is carried out largely determines the quality of the realisation of educational goals.

The quality of the education process relates to two aspects; namely the quality of the components and quality management. Both of these terms are interdependent with one another. Although the components may be quite good, e.g. the availability of infrastructure and facilities as well as considerable costs, if it is not supported by a reliable management of the programme, the

goals will not be achieved optimally. Similarly, if the good management is present, albeit in conditions of scarcity, it will lead to un-optimal results.

In Indonesia, the implementation of the National Education System is running dynamically. It is influenced by at least two main issues, mainly the political will and social dynamics. Political will as a product of the executive and legislature include various regulations related to the provision of education, e.g. the ministerial directions, local regulations made by the Governors or Mayors/Regents, and also the awareness of legislators to realise the implementation of National Education System within the region.

The social dynamics developed as a form of action-reaction from the public to the sustainability of the various areas of life such as political, economic, socio-cultural, and even ideological. They affect the dynamics of education, because of how the many different spheres of life interplay to create a subsystem within a larger system that is the governmental system. Education is one of the central subsystems that always needs attention and improvement to keep the continuity of the process, as stated before, within the various aspects of life and in society, of the

input-process-output stages. Thus, the transformation of the national education system requires an improvement in its systemic aspects (regulation) to improve social control in society.

4.2.2 Educational level

The National Education System of Indonesia splits education into three main levels: primary education, secondary education and higher education. Each level is then divided two parallel systems, which the first is the secular system which operates under the Ministry of National Education, and the second is the Islamic System (*madrasah*), operating under the Ministry of Religious Affairs.

Table 1 Educational Level In Indonesia

Kohort (Years Old)	Level of Education	Ministry of National Education		Ministry of Religious Affairs
		In School Programs	Out of School Programs	
5 – 6	Pre - School	Kindergarten	Play Group, Day Care	Islamic Kindergarten
7 – 12	Primary Education	Elementary School	Packet A	Madrasah Ibtidayah
13 – 15		Junior High School	Packet B	Madrasah Tsanawiyah
16 - 18	Secondary Education	High School, Vocational High School	Packet C, Internship	Madrasah Aliyah
≥ 19	Higher Education	College, Academy, University	Open University	Islamic College, Islamic Academy, Islamic University

In primary education level, Madrasah Ibtidaiyah (MI) is equivalent with Elementary School (SD) and Madrasah Tsanawiyah (MTs) equivalent to Junior Secondary (SMP) School. Although religious subjects are more emphasised in the *madrasah* stream, both major streams commonly provide children with similar skills at each grade, including reading, writing, mathematics, sciences and knowledge of various cultures.

Pre – school is not included in the formal level of education in Indonesia because the government did not set it as one of the required conditions to enrol in elementary schools. Most pre-schools are private and fee-paying, while only a few have public, free pre-school places.

The 1945 Constitution, Chapter 39 states that the nation has the responsibility to guarantee that every citizen has a right to receive teaching to least at a primary education level. To give the broadest chance to education, the National Education System provides education throughout both in school programs and out of school programs. It includes the provision of comprehensive educational opportunities and fulfils lifelong education. Therefore, the Indonesian education institution currently uses national systems which include open systems, values-oriented systems, and

diversity education systems. All the Educational System adapted to the changing times to make it effective and efficient.

4.2.3 Educational Streams

Education can be classified into three mainstreams: formal, informal and non-formal education. Formal education is structured system and has levels encompassing: basic education, secondary education, and higher education (Ministry of National Education, 2003). It takes place in education and training institutions, and appropriately associated with schools (EtlIng, 1993), with the purpose of leading with recognised certificates and diplomas (Mazza, 2011). The meaning of formal education is narrowed to schooling with the curriculum methods of teaching, examination, and teachers are prefixed and predetermined. Formal education goals are defined through the learning process in classroom instructions and teaching, the learner can usually find decent employment after getting a certificate from these institutions, and also education becomes a purposeful activity in which is deliberately planned by the society for the development of community (Sharma, 2011).

Non-formal education means any educational activity that takes place outside the formal system (Mazza, 2011), it can be

implementing in several level or troughs structurally (Ministry of National Education, 2003). It also can be a complement, alternative and supplement to the formal education in the form of the system, setting and process (Brennan, 1997). Some of the other non-formal education streams, are called mass education because it is purposefully and systematically creates, and also has a clear-cut goal, to provide education to the masses. It is a very flexible type of education since it takes the numerous differences of the individual into account and it's organised by a homogeneous group. It uses different forms of methods including audio-visual aids for the quick transaction of information and teaching, can touch every doorstep with a package of various educational programs, and also based on the principle "Learn and Earn" and learning according to pace and place (Sharma, 2011).

Moreover, the last one, informal education is a natural accompaniment to everyday life (Infed; 2009), it is family education and education in surroundings (Ministry of National Education, 2003). Informal education is a broader sense of education because life is education and education are life, the experiences gained through the home, family, playground, club, society, school include the broader meaning of education

(Sharma, 2011). Each year of life brings about different types of informal education. Unlike formal and non-formal learning, informal learning is not necessarily intentional learning, and so cannot give a direct contribution to the knowledge and skills even by individuals themselves.

Those three streams of education can be substitute, complementary and enrich each other (Ministry of National Education, 2003). For example, out of school activity (such as sports club, music club, etcetera) as part of informal education will teach children how to work together, communicate well, and respect each other. Thus this will indirectly increase the self-confidence of those children and will enhance their engagement with school (Felicity Wikeley, 2009).

Non-formal education can be an alternative as a substitute for formal education in providing basic education when school is no longer able solve the problem of children who cannot attend school. It provides flexibility and opportunities for individuals who have historically found it difficult to access regular education and qualifications because of their condition. It helps school age dropout children to continue their education and fulfil their right to education. It provided through an open system or

distance learning. This method emerged in response to the need for providing access to those who are not able to participate in face to face courses. Distance education is provided when learners are separated from their educators and the teaching-learning processes are conducted using the utilisation of information and communication technologies and other media (Ministry of National Education, 2003).

4.2.4 Compulsory Education in Indonesia

As a part of its educational systems, the Government of the Republic Indonesia implemented a structured Compulsory Education. In its relation to compulsory education, there are at least three verses of The 1945 Constitution that can be used as references. The first is Article 31, Paragraph 1 which states that every citizen has the right to education. The second is Article 31 Paragraph 2 states that every citizen is obliged to follow basic education, and the government is required to finance it. While, the third is article 31, paragraph 4 which says that the state prioritises its education budget to at least 20 percent of the national budget as well as the local budget to meet the needs of National Education.

The government regulation of compulsory education programs, must be followed by citizens of Indonesia on the responsibility of central and local government. The government, in this case, is the central government, the local governments are known as the provincial government and district/municipality government. Compulsory education serves to seek expansion and equal opportunity to obtain a quality education for every citizen of Indonesia. The purpose of the compulsory education program is to enable Indonesian citizens to be able to develop their potential to be able to live independently in the community or continue their studies to a higher level. Because with education, an individual can obtain a presence in the community and be easily accepted by society.

Compulsory education begins with a compulsory 6 Year which officially launched in 1984, in which all children aged 7 – 12 years old are obliged to study at elementary schools or the equivalent. After achieving the target of UPE in 1988 Indonesia continued with the Compulsory Basic Education Program 9 Year that commenced in 1994. The program had a target in 2008, that all Indonesian citizens would have at least minimal education at Junior High School or similar in quality.

The Government of Indonesia has set a legal basis for nine-year Compulsory Primary Education Program through the Government Regulation No. 28 of 1990 on Basic Education. Orientation and priorities of these policies include, among others, the completion of six years elementary school for the children aged 7-12 years old (SD), the completion of three years of junior high school for 13-15-year-olds (SMP), and education for all. However, the target cannot be fulfilled, so to strengthen the legal framework for compulsory nine years education, the Indonesian Government implemented Regulation Number 47 The Year 2008 on Compulsory Education.

With this program, it is expected all Indonesian citizens can develop themselves further so that they can choose and get a job that matches their potential, as well as to participate in the life of society, nation and state. The aim of the compulsory education program is to achieve the national educational mission, which is obtaining the expansion and equal opportunity of quality education for all the people of Indonesia as well as assisting and facilitating the development potential of the nation as a whole from an early age to the end. To create a learning society, we

need to increase the availability and quality of the educational process inputs to optimise the formation of the better personality.

Funding assistance by the central government in the implementation of education enables local governments to provide free education at a basic level. Each local government issues a diversified policy based on regional capability, for regions with sufficient budgetary levels, then local governments will provide local assistance that can be used for the organization of student activities. Compulsory learning functions to seek expansion and equality of opportunities to obtain quality education for every citizen of Indonesia. Mandatory learning aims to provide minimal education for Indonesian citizens so that they are able to develop their potential for independent living in society, or continue education to a higher level.

4.3 *Education Management of Indonesia*

The previous section has stated that the quality of the education process can be split in to two sections; namely the quality of the components and quality management. Both of these terms are interdependent with one another. If components are good, e.g. the availability of infrastructure and facilities as well as the

funding, but it is not supported by reliable management, the achievement of the goals will not be achieved optimally. Similarly, if the management is good, but operating in conditions of scarcity, it will also lead to un-optimal results.

Based on this regulation, education management in Indonesia is defined as the setting authority in the administration of the National Educational system by the central government. Provincial, local/city governments, the education community, and the education unit processes education, so that it can take place according to the objectives of National Education. The objectives of the National Education of Indonesia initially is the expanding of adequate, equitable and affordable access to education services for the public. Secondly it focuses on increasing quality, competitiveness and the relevance of education to the needs and the condition of society. The third priority is effectiveness, efficiency and accountability of education management (Ministry of National Education, 2003).

4.3.1 Educational Level in Indonesia

Based on the Act of the Republic of Indonesia number 20 of 2003, education management in Indonesia is like a pyramid or hierarchy with The Ministry of Education on the top of it, provincial

government on next level and local/city government on the bottom level. While schools are part of local/city level in which most of headmasters, teachers and administration's staff are part of the local/city government's staff (Ministry of National Education, 2003). The hierarchical dimension of education management ensures that staff manage their external links as well as to the internal relationship between them (Bush, Educational Management: Theory and Practice, 2009).

In line with the decentralisation program, The Government of Indonesia then reinforced The Government Regulation of the Republic of Indonesia number 17 on Education Management and Implementation in 2010. These Government regulations furthermore regulate the division of the duties of power between education management in central level, provincial level and the local/municipality government level, below, the responsibility of education management at each level in Indonesia.

4.3.1.1 The Ministry of Education

The Ministry of Education as a representative of central government, is a strategic stage of education management. The liability of the Ministry of Education first manages the National Education System, National Standards for assuring the quality of

National Education and determines which national policies to support. Second is to direct, guide, supervise, coordinate, monitor, evaluate, and control the organisers, unit, line, level and types of National Education. The third is setting a target of National Education participation rate at all levels through formal and non-formal education.

In addressing this objective, the central government has to focus on expanding equality and accessibility to formal education. It has allocated a budget for implementing the National Education System at national level effectively, with efficient and accountable compliance to the National Education Policy. It guarantees every child will have access to education services, especially those who have economic problems, special needs or even live in a specific location and also set a standard that must be followed by local governments or units and implemented step by step. It is a target on a national level so it includes participation targets for provinces, districts/municipalities.

4.3.1.2 The Educational Department at Provincial Level

The Educational Department is an organisational level of management at the provincial level. The Educational Department at provincial government is responsible for managing and

implementing the National Education System, which is a translation of the internal educational system. It is defined by the central government in the region and helps to formulate and set up policy appropriate to its authority. It manages the development of educational personnel and the facilities for education implementation across the area including basic education and secondary education. It directs, guides, supervises, oversees, coordinates, monitors, evaluates and controls the organisation of the unit, lines, level and types of education in the province concerned according to the local authority.

The Education Department on a provincial level also allocates a budget to implement the National Education System in the region effectively, efficiently and making sure that it is accountable in accordance to the regional education policy. It sets up a participation rate target at all levels and types of education at the provincial level, both formal and non-formal. Set up policies to ensure all learners have access to educational services, especially for those who come from low-income family, with special needs and who live in special areas.

4.3.1.3 The Education Department at Local Level

Education management at the district/municipality level of government has a responsibility to manage and implement the National Education System, which is, in turn, defined by the central government. The district/city level management also formulates and sets up policy appropriate to its authority. In addition, Education Management develops educational personnel and the facility for education implementation across the district/city from basic to secondary education. It directs, guides, supervises, oversees, coordinates, monitors, evaluates and controls the organiser of the unit, lines, level and types of education in the district/city concerned, according to its authority.

Like education management at central government and provincial level, education management at the local level also has to allocate a budget for implementing National Education System in the district/city effectively, efficiently and accountably in accordance to the regional education policy. Additionally, the local education management has to set up a participation rate target at all levels and types of education at the provincial level, both formal and non-formal. Policies are put in place to ensure all learners have access to educational services, especially for those who come from

low-income families, with special needs, and live in special areas. Schools are education managers at an operational level and part of district/city government.

4.3.1.4 The Centralisation of Education Management

In 1999, the government of Republic of Indonesia implemented the decentralisation of education management. Since that time the responsibility of local/city government became more significant. The legal framework for this decentralisation is The Act of the Republic of Indonesia Number 32 The year 2004 on Local Government. This act stated that it is the task and responsibility of local authorities at a local/city level to conduct and provide basic education, hence schools become under the supervision of local/city government in which principals, teachers and administration staff are local/city government's employees.

The reason behind decentralisation assumes that local/city government is closer and is aware of the potential and existing problems in society. It's expected that it would be easier to enhance the distribution of educational opportunities, make the education itself more relevant to the student's needs, develop further community-based education, and to enhance participation in the community by supporting basic education. If so, the

greatest responsibility for achieving UPE in Indonesia is in the hands of local/city government, and schools as well as part of local authorities. The constitution and acts create a legal framework for major educational goals, policies and plans.

The decentralisation of education in Indonesia also aims to increase the active participation of parents and communities to support local governments and schools in improving accessibility and quality of education. Decentralisation, in which the local government has authority to make decisions and policies for education in its region, makes it easy for parents and community to participate in the decision process.

4.3.1.5 School-Based Management in Indonesia

Since 2003, the government of Indonesia has implemented School-Based Management (SBM). SBM is a national program as stated in The Act of The Republic of Indonesia Number 20, The year 2003, Article 50. The SBM was implemented at the unit for pre-school, elementary and secondary education, and it was based on minimum service standards and principles-based management school/madrasah. It is a new paradigm of education that provides broad autonomy on the level school with the intention that the

school can freely manage resources and to allocate funds according to the priority needs of the schools.

SBM can be defined as the management model which gives more autonomy (consisting of authority and responsibility) to the school (Mulyasa, 2002). With autonomy, the school is given the powers and responsibilities to make decisions for the needs, abilities and demands of schools, communities or stakeholders. School autonomy is the school's authority to regulate and manage its own interests and community-based initiatives (the aspirations of the school community) by the laws and regulations applicable national education.

There are three pillars of MBS which can be used as a benchmark to assess the implementation of the MBS held by schools in Indonesia: School Management, learning active, creative, effective and fun, and community participation. Thus, the responsibility of the management of education is not only held by governments, but also by the school and the community which brings the level of decision making down to grassroots (closest to the learners).

4.3.2 Internal Resources of Education Management

The main responsibility of education management is to maintain the internal resources they have in an efficient and effective way working towards its institutional goals. Based on the rules of the government of the Republic of Indonesia, at least three resources needs to managed by education management, and those are facilities and infrastructures, personnel, and financial. More about those three internal resources below.

4.3.2.1 Facilities and Infrastructures

One aspect that should be the major concern of every education management is about the educational facilities and infrastructures. Education facilities include all the equipment and supplies which are directly employed and support the educational process, i.e. buildings, classrooms, educational tools and media, desks, chairs, etc. While the infrastructure is the facilities which don't directly support the course of the educational process, i.e. courtyard, school garden or park, roads leading to schools.

Every formal and non-formal education unit should provide the educational facilities and infrastructures required by pedagogical criteria for learners, the development and growth of physical, intellectual, social, emotional and spiritual abilities. The

Government Regulations shall further stipulate the criteria for providing educational facilities and equipment at all education units.

4.3.2.2 Human Resources/Personnel

Based on Law Number 20 of 2003 article 29 on National Education System, the human resources of education consist of educators and educational personnel. An educator is a professional in charge of planning and implementing the learning process, assessing the results of learning, coaching and training. While the educational personnel is a person who has the duty to carry out technical support to the educational process in a unit of education.

Education management at government and local governments should supervise and develop educational personnel in education units run by the government and local governments. The community that provides the education also has to oversee and develop educational staff in education units under its control. The government and local governments have to render assistance in the supervision of staff and the development of educational staff in formal education units run by the community.

4.3.2.3 Financial

Based on the rules, educational funds are financial resources provided to fund and implement and management of education. Educational funding is a shared responsibility between government, local government, and community. Community consists of the organisation or an educational unit, established community, parents or guardians of students.

Each institution maintains some education funding coming from the government (for public schools), civil society and the business institution itself. While, the third is article 31, paragraph 4 which states that state prioritises that the education budget is set to at least 20 percent of national budget as well as local budget to meet the needs of National Education. To strengthen the law and rules of conduct of educational funding, The Government of the Republic of Indonesian issued the law Number 48 the year 2008 on Educational Funding.

4.3.3 External Factors of Education Management

SBM is providing flexibility to schools, and encourages further participation of the school component (teachers, students, principals, employees) and the community (parents, community leaders, scientists, entrepreneurs, and so on.), to improve the

quality of schools based on the National Education policy and legislation in force. The role of external factors are also described below.

4.3.3.1 Parents' Participation

Based on Act of the Republic of Indonesia number 20 The year 2003, parents have the right to choose the unit of education for their children and to obtain information regarding their children's education. Parents of children aged 13 – 15 years old who are entitled to receive compulsory education should have an obligation to ensure basic education for their children. To make sure they obtain their rights, parents need to develop effective communication with their child's school periodically. Communication provides an opportunity for parents to monitor the development of their children in school.

The trend of decentralisation and SBM has emphasised educational accountability to stakeholders, and it is assumed it will reshape the school-community relationship. The new conceptualisation highlights the process of how parents are included in school governance in four sectors: parents as unwelcome guests, parents as volunteers, parents as clients, and also parents as school governors (Mulyasa, 2002).

Based on the SBM rules, the developing of the trust relationship between school staff and parents is a part-dynamic process in the SBM system. It involves the principle of give-and-take between these two parties. Parents should not equate school with little more than passively participating in school activities, attending school meetings or receiving information from the school. A total and positive relationship where two-way communications are emphasised, can help enhance efficient and effective management of education. Parents need to take an active and constructive role in the school of their children.

4.3.3.2 Community Involvement

Section two of this chapter has said that the social control of society has become one of the influencing factors of the educational system of Indonesia. As part of a democracy, an education policy comes from the people, and for the people, and therefore promoting community involvement in education is vital. The community, a group of individuals who are not part of the government but participate and are concerned about educational areas. (Ministry of National Education, 2003).

Based on The Act of The Republic of Indonesia Number 20 the year 2003, community participation in education can be in the form of

community – based education, and according to this kind of participation:

1. The community has the right to provide community-based education at a formal and non-formal level with stress on cultural values, religion, and social norms, for the benefit of the community.
2. Community-based education providers have to design and implement curriculum, evaluate and manage education programmes and funds based on the formal national education.
3. The funding of community-based education can be from the provider, community, government, local governments, and other sources that are not in violation of the regulations that are in force.
4. Community-based educational institutions shall receive technical assistance, subsidies, and another form of aids, which are fair and equitable from the government and local governments.
5. The Government Regulation shall further stipulate the implementation of the provisions for community-based education.

The requirements of the participation of community in education are stipulated after the implementation of decentralisation education management and SBM. Based on the roles, the community has the right to participate in the planning, execution and monitoring, and evaluation of the education programmes. Support of community can be in the form of supplying resources needed in the implementation of education

At the school level, community participates as part of the school committee and can provide feedback and advice to schools on educational policy and programs, education budgets and spending plans for the school. In short, the school committee is expected to play a supportive role, giving consideration, mediation and control of education in schools.

Officially, the existence of the school committee is indicated through The Decree of the Ministry of National Education of Republic of Indonesia Number 44 the year 2002 on the Education Board and the School Committee (Ministry of National Education, 2002). Regarding its formation, the school committee adheres to the principles of transparency, accountability, and democracy. The school committee is expected to become a partner to the school which can accommodate and aspirations as well as community

initiatives in the delivery of operational policies and educational programs in schools.

The rules and functions of the school committee are, among others, to encourage the growth of attention and commitment of the community towards the implementation of quality education. To encourage parent and community participation in teaching to support the improvement of the quality and equity of education, and raise funds to (or "intending to") finance public education in the educational unit.

Increased participation is the creation of an environment that is open and democratic between the school personnel that consist of educators, students, educational personnel, and the community which includes parents, community leaders, scientists, and entrepreneurs. They are encouraged to become directly involved in education, ranging from decision-making, implementation, and the evaluation of education is expected to improve the quality of education. It is based on the belief that if a person is involved in education, the subject will have a "sense of belonging", so they also will be responsible and dedicated to fully achieve the educational objectives. In short, it can say that the greater the level of participation, the greater the sense of belonging, the

largest sense of belonging, the greater the sense of responsibility, and a greater sense of liability, the greater dedication.

4.3.3.3 Role of Government

According to the laws of the Republic of Indonesia Number 23 the year 2014, which is a replacement of the law number 23 of 2004 on local governments, education is one of the affairs required to be held by the government at both the national level and local levels. It is because education is a basic service or public service to meet the basic needs of citizens, and it is the responsibility of government to address the need. Based on the rules, the roles of government in education management consist of:

1. The government, both central and local, have the right to guide, supervise, assist, and monitor the implementation of education by the regulations, which are in force.
2. The government has to provide services and facilities and ensure the implementation of quality education for every citizen without discrimination.
3. The government, both central and local, also have to ensure the availability of financial resources for the implementation.

That is why when discussing the management of education of Indonesia, especially about equal education opportunities, it can't be separated from government. Moreover, the central government have other responsibilities in education management, and those are:

1. The role of the central government is making the policies related to education.
2. The government tasked with establishing a uniform national standard curriculum across the country.
3. The government regulation affected the implementation of the educational system of Indonesia.
4. The government must formulate a national curriculum which is implemented in the whole country. In the terms of curriculum: to accommodate community-based education, the government gives space for the community, school, and local government to add local content curriculum based on their interest.

Although SBM is applied, it is not allowed to deviate from the legislation applicable. The role of government in education management is still dominant because as a developing country which is still having a problem with poverty, income distribution

and isolated areas, the function and control of government is still urgently needed to solve the problems in accessibility to public goods (Sjafrizal, 2009). The role of government is necessary especially in funding, providing facilities and infrastructure, and curriculum, system and policy.

In general, the shift dimensions of centralisation into decentralisation education management and SBM should be in the corridor legislation in force. It should note that decentralisation does not mean that all educational affairs in a fully transferred, some part of affairs are still the authority and responsibility of the government, provincial and also local government.

4.4 *Education Management of Indonesia in Tackling Social Exclusion and Child Poverty*

Until 2003 the proportion of children age 13 – 15 years' old who also attended school only 36.2 percent. That is why as one of developing countries which ratified the MDGs, Indonesia has to adopt the MDG's target "Education for All". The commitment of the government toward education development is lightly contained in the fourth amendment of the constitutional of Indonesia, article 31, and section (1), which states that each and every citizen shall have the fundamental right to education. This

commitment re-affirmed with Act of the Republic of Indonesia number 20 The year 2003 on National Education System (Undang-funding Republik Indonesia no more 20 Tahun 2003 testing Sistem Pendidikan Nasional). This Act stated that every seven to fifteen years old citizen, both residing in the territory of the Republic of Indonesia and outside the territory of the Republic of Indonesia, has equal rights to receive a basic and good quality education, and also obligate to keep the education process sustainable. The Act also states that every citizen has the right to enhance their educational ability in the process of life-long education.

Furthermore, this law indicated that compulsory education is the state's responsibility, which is provided by the government, the local governments, and the community. The government and local governments have to guarantee the implementation of compulsory education at least for basic education, free of cost, by an allocated 20 percent of the budget, both in central government budget (Anggaran Pendapatan dan Belanja Negara/APBN) and local government budget (Anggaran Pendapatan dan Belanja Daerah/APBD) on education.

To address UPE, the government of Indonesia has set a target that at least 95 percent children can fulfil their compulsory basic

education in 2009. Since the government of Indonesia has been committing itself to the compulsory of 9-year basic education, it must ensure that every child has equal opportunity and it is the responsibility of government to provide the compulsory education. In addressing to this commitment, the government of Indonesia has designed several programs to provide an adequate education. The following programs reflect the engagement of the government of Indonesia in facilitating non-discriminating education to all children and a wish to establish an inclusive education system.

The concrete steps and policies that have been done by the government to achieve those efforts can be divided into two categories (Elfindri, 2009). The first step is expanding on education facilities such as increasing the number of classrooms, school building and teachers. The second step is by implementing a social protection policy such as free-of-cost scholarships. Below, some concrete action that taken by the central government throughout The Ministry of Education of the Republic of Indonesia.

4.4.1 Expanding Educational Facilities

4.4.1.1 *SMP Terbuka*

In accommodating children who cannot attend to school on a regular basis, due to economic reasons, in 1996, the government

provides Open SMP or SMP Terbuka. The legal basis of this program is the Decree of the Minister of Education and Culture of the Republic of Indonesia. No. 053 / U / 1996 About Open Junior High School (SMP Terbuka). One of the challenges of compulsory education in Indonesia is that there are some children have to work to help their families to earn enough money. The education system should be sensitive as well as responsive to such problems. SMP Terbuka is the answer to respond to this issue. This system is deliberately designed to provide education to children who live in isolated areas and come from low-income families. Helping their parents working is a necessity in their society.

SMP Terbuka provided by government and fee free. It is a formal education institution that does not operate independently but sticks on main SMP (SMP induk) with self-learning methods. Students learn independently or in a group for at least 16 hours of lessons per week, with mentoring by tutors in activities, learning away from school and in a class at main school for at least 12 hours a week mentoring by the main school teacher as well. Tutors are members of the community who care about education.

4.4.1.2 Package B Program

To accommodate dropout pupils and adults, the government of Indonesia has provided the Packet A Program (Kelompok Belajar Paket A) which is equivalent to SD and Package B Program (equivalent to SMP). The legal basis of this program is Education Minister Decree Number 0131/U/1994 on the Package A Program and Package B Program. These programs are not formal education systems and initially intended as means of illiteracy eradication.

There is a need of this program, it has been expanded as one option to provide education to children of basic education age bracket who live either in urban or rural areas, but who cannot afford to go to schools. Flexibility is among important characteristic of these programs and free and life-skills oriented are others. Unlike Open SMP, tutors are main facilitators of the learning process. These programs are allied to regular school. However, teachers may serve as tutors on a voluntary basis. There are many professionals who also register themselves to become tutors due to their concerns about education.

This program also aims to accommodate children from homeless families and those who work on the street as either a beggar or scavenger. Both the children and their parents tend to be resistant

to education since they cannot bear the opportunity cost. They survive based on what they get for the day. It means that attending a learning process means forgoing a substantial portion of their family's income. Like any other conventional system, the system fixed for the education of street children should be flexible in terms of its learning time and teaching method.

4.4.1.3 One Roof SMP

To accommodate children from typically rural areas, in 2005 the government of Indonesia has launched the "one – roof" education program. This strategy aims to overcome one of the challenges for Indonesia to achieve its target of nine-year compulsory education which is the problem in the transition between SD to SMP level. It is the largest falls in student participation rate at the transitions from SD to SMP and the most marked among the poorer groups of the population. The legal framework for this program is Presidential Instruction Number 5 the year 2006 on the National Acceleration of Compulsory Nine-Year Basic Education and Eradication of Illiteracy.

The One – Roof school is an integration of primary (SD) and junior schools (SMP) in the same place, where funding is not available to build new classrooms, one roof school function using the SD

building in the afternoon. This school is established in areas where the population of primary education cohort (7–15 years old) are both scarce and scattered, and it would not be efficient if each primary and junior secondary school was set up separately. As a consequence, teachers who teach students of the SD have also taught students of the SMP.

4.4.1.4 School for Immigrant Children

To accommodate immigrant children, the government of Indonesia has provided a specific education programme. The biggest number of immigrant children live in Malaysia, the neighbouring country to Indonesia, in which their parents typically work in plantation areas. Some those children were found not to have a proper education yet. Starting 2008, the government of Indonesia is taking a quick solution. It will build a school in towns closest to the plantation areas. This school will play a dual role. First, it functions as a school like any another school, and secondly it serves as a learning centre. It will also provide a place for children of non-formal education to learn and for staff to manage the program which is scattered around the areas.

4.4.1.5 Special Education Programs and Inclusive School

To accommodate learners who have difficulties in the process of learning because of their physical condition, emotional, mental, and social deficiencies, and also for those with proven intelligence and the especially gifted, in 2010 the Government of Indonesia provided special education or inclusive school. At the same time, to accommodate the learners in the remote and less developed areas, isolated areas, and for those who are victims of natural disasters, those who suffer from common deficiencies, and those who are economically disadvantaged, the Government of Indonesia also provided education with special services.

It is the type of non-formal education that known as distance learning. Distance learning provides educational services to any group of people in the community who cannot attend face-to-face courses or regular classes. The assessment system ensures that the quality of graduates is to National Education Standards, so the outcomes of these programs shall be recognised as being equal to the results of formal education programs.

To support this program, The Ministry of Education and Culture through the Centre for Information and Communication Technology Education (Pusat Teknologi Informasi dan Komunikasi

Pendidikan/Pustekkom) worked in collaboration with the Microsoft as Partners in Learning. The joint programs have launched the portal Home of Learning (Rumah belajar) with computing-based learning, on 15 of July 2011. The Portal of Learning provides a variety of teaching materials and facilities for communication and interaction between the education communities. It also provides educational materials for teachers, student learning materials, a vehicle for community activities/forums, task bank, instructional media catalogue, and lesson plan templates.

This portal helps to improve teachers' pedagogical competence and professionalism, and also allows students and teachers to interact and conduct virtual learning without the limitations of time and location. It has the target to reach all educators and students in remote areas so they can access information easily and it can be enjoyed by all elementary and junior high school students without exception. To achieve this target, Microsoft has provided training to teachers and students throughout Indonesia, and in future, Pustekkom will also establish cooperation with UNESCO, the World Bank and Telkom Indonesia for the ease of virtual learning interaction to the country (Nurhayati, 2012; Anggraini, 2013).

In line with this program, in 2011, The Ministry of Education mapped out a plan to use the broadband facility as one of the methods of delivering education. To follow this program the Indonesian government had to map out national connectivity to ensure that Indonesia was locally integrated and globally connected through broadband. In response to this plan, this type of education was scheduled to start in 2012.

4.4.2 Implementing Social Protection

4.4.2.1 *Free and Compulsory*

The goodwill of the government of Indonesia in providing a free and compulsory education program also shows on the amendment the 1945 Constitution. It indicates that the government is responsible for bearing the cost of education for all citizens, without distinguishing between the wealthy and the poor. Therefore, the provision of free education for all citizens is much more fundamental than the delivery of cross-subsidies to students from poor people.

To ensure primary level education would be free of any charges, the Ministry of National Education issued a National Education ministerial decree number 60 the year 2011 on the prohibition of charges for education in elementary school and junior high

schools. It is the first and foremost social protection policy that has been implemented by the government of the Republic of Indonesia towards fulfilling the criteria of the nine-year compulsory education being a fee-free program. It refers to the exemption from school fees in SD and SMP level, both public and private. It prevents students from dropping out due to financial pressures.

4.4.2.2 School Operational Fund

In line with the above program, in 2005, following the cut off of the fuel subsidies fund, the government started to divert the fuel subsidies fund into the School Operational Fund (Bantuan Operasional Sekolah/BOS). Legal protection of this program is Presidential Instruction Number 5 the year 2006 on the national acceleration compulsory of nine years of basic education and literacy. This fund is given to the school so that there is no need to collect any fees and costs from students.

Even if it's not given directly to the family, it empowers parents in supporting their children's education, because the fund may compensate some of the direct costs borne by parents especially for children whose parents have a relatively low income. With this program, the children, especially those from low-income families,

are free from all forms of contribution. Also, the provision of BOS was also intended to provide easy access for school-age children in obtaining educational services.

4.4.2.3 Social Protection Cards/*Kartu Perlindungan Sosial (KPS)*

As a part of the framework of the Social Acceleration and Expansion Program, The Government of The Republic of Indonesia launched a program named the Social Protection Card or *Kartu Perlindungan Sosial (KPS)*. This program aims to ensure that the poor and vulnerable households who benefit from the Social Protection Program are eligible to receive the aid to move households out of poverty. By having KPS, households are eligible for social protection programs such as: rice for the poor/*Beras Miskin (RASKIN)*, Family Saving Programs for the Welfare/*Program Menabung Kesejahteraan Keluarga (PMKK)* and Poor Pupils Aid/*Bantuan Siswa Miskin (BSM)*. Poor Pupils Aid/*Bantuan Siswa Miskin (BSM)* is providing scholarships to primary and secondary students from the poorest families from the non-fee educational fund.

4.5 *Exiting Condition of UPE Achievement in Indonesia*

As one of the countries that ratify UPE, the government of The Republic of Indonesia kept monitoring the continuous achievement. Here are the four indicators of UPE attainment in Indonesia, they consist of net enrolment ratio, literacy rate, the length of study and ratio between male and female students. Since decentralisation, it is the role of local governments to provide primary, in this part, the statistical data used to make a comparison is the UPE achievement at Indonesia Level, West Sumatra Province and also Padang Municipality level.

4.5.1 Net Enrolment Ratio

Net Enrolment Ratio (NER), is the proportion of the population at the age group level of education, who are still in school (BPS, 2015). Based on the rule, children aged 13 – 15 must enrol to SMP Level. Figure 1 is based on statistical data that was issued by BPS – Statistic Indonesia, the NER in Indonesia, West Sumatra Province and Padang Municipality. In figure 2, NER Enrolment in Indonesia has consistently increased since 2010 into 2015. However, the percentage of children in this cohort who enrolled at SMP level was less than 80 percent in 2015. A slight difference, NER achievement in West Sumatra seems to be lower than

Indonesia's average, while in achievement in Padang municipality is higher than Indonesia's and West Sumatra's at 85.17 percent. At this point Indonesia still cannot fulfil the NER target that has been set, in which NER in 2015 is more 95 percent.

Figure 1 Net Enrolment Ratio of Children Aged 13 – 15 Years Old in Indonesia, West Sumatra Province and Padang Municipality The year 2010 – 2015



Source: BPS – Statistics Indonesia

As a comparative, let's look at the School Participation Rate (SPR), the proportion of the population at the age group level of education who enrol. SPR shows that almost 95 percent of children aged 13 – 15 years old enrolled in education (formal and non-

formal) in Indonesia, while SPR both in West Sumatra Province and Padang Municipality were above 95 percent.

It implies that about 16.90 percent of children between 13 – 15 years old were not enrolled at SMP level. Some of them were still at SD level, and some were already at SMA level. A few were still at elementary school level, and a number were already at high school level. Moreover, 5.28 percent of this cohort are still not at school in 2015, and they might never attend education at any level, not continue to SMP level or drop out.

Figure 2 School Participation Ratio of Children Aged 13 – 15 Years Old

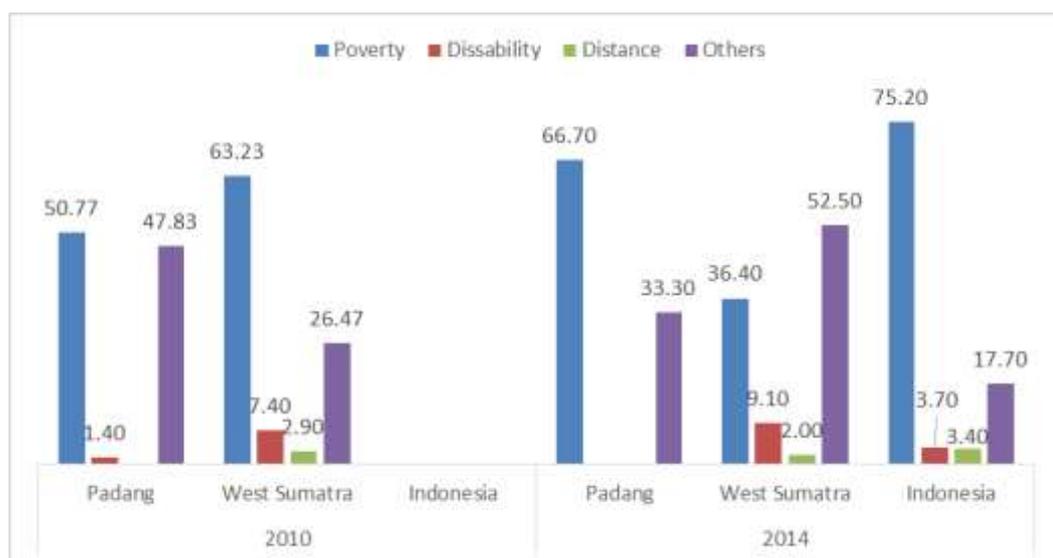


Source: BPS – Statistic Indonesia

If we look at the achievement in Padang Municipality, one of the local governments, less than 2 percent of children in this cohort did not enrol in education in 2015, while 13.21 percent of this cohort enrolled at SD level and SMA level. UPE achievement in Padang Municipality is better than the achievement in Indonesia on average.

The reason behind those absent from education can be grouped into four areas: poverty problems, disability, distance, and others. Disability, distance, and others are forms of social exclusion problems faced by children. Next, the statistical information about the reasons of absence from education in Indonesia, West Sumatra Province, and Padang Municipality.

Figure 3 Reasons of Absent from Schools in Padang Municipality, West Sumatra Province and Indonesia, Years 2010 and 2014



The main causes behind children's absence from school or dropping-out are poverty problems, in which more than 50 percent of children aged 13 – 15 years old miss out on education. Poverty problems become the first reason why those children never go to school or drop-out. Poverty problems stop parents from paying their children's school costs, because even if the school is free, other items need to be paid for, such as a uniform. Poverty problems push the children in to work to help to support the living costs of the family.

Other social exclusion issues which stop children from attending school is distance. There are still barriers to achieving nine years' compulsory education, those are poverty and social exclusion problems. It is similar to the findings of Sulisyastuti and Elfindri, which said the dominant factors causing children to be excluded from education are child poverty problems, especially poor in financial and poor in location (Sulistyastuti, 2007; Elfindri, 2009).

4.5.2 Illiteracy and Literacy Rate

The second indicator of UPE achievement is the illiteracy rate, the percentage of people aged 15 years old and above who still cannot read and write. The figures below show the statistical data of

illiteracy rate based on the National Social and Economic Survey/Survei Sosial Ekonomi Nasional (SUSENAS).

Figure 4 Percentage of Illiteracy Rate in Indonesia, West Sumatra Province and Indonesia Years 2010 - 2015



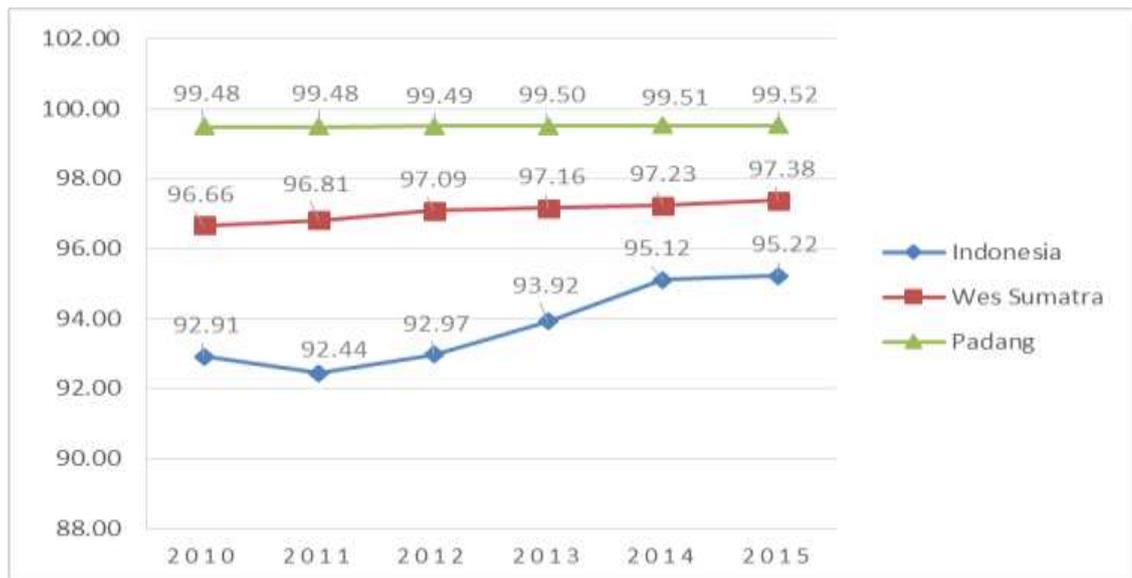
Source: BPS – Statistic Indonesia

Based on statistical data from BPS – Statistic Indonesia, on average in Indonesia, the illiteracy rate has fallen from 7.09 percent in 2010 to 4.78 percent in 2015. In West Sumatra, the illiteracy rate was only about 3 percent, while in Padang Municipality there's almost no people aged 15 years old and over who cannot write and read.

In a different way, we also can look at the literacy rate of peoples aged 15 years old and over, the percentage of them who can write and read. Overall, we can say that there are only a few people in

Indonesia who still cannot read and write, while almost all of Padang Municipality peoples above 15 years old can read and write.

Figure 5 Percentage of Literacy Rate in Indonesia, West Sumatra Province and Indonesia Years 2010 - 2015



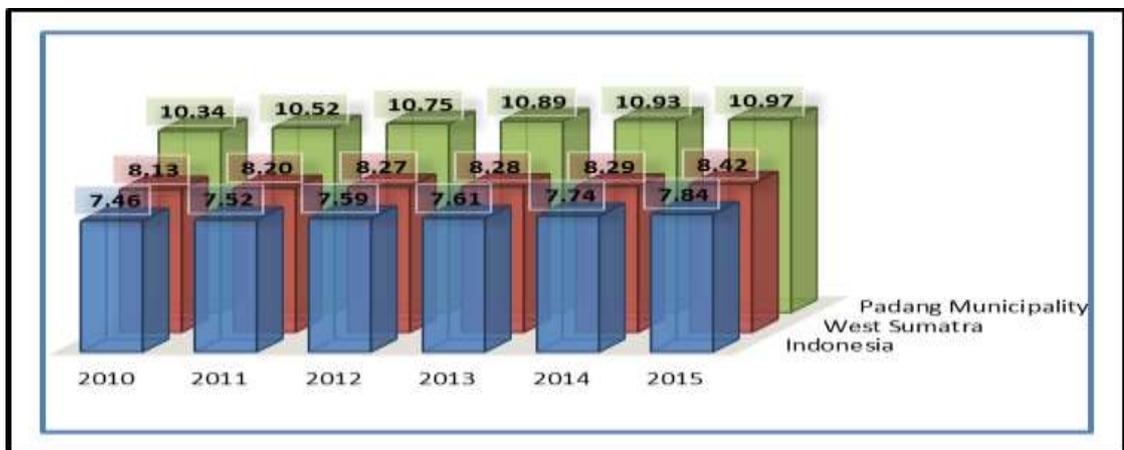
Source: BPS – Statistic Indonesia

4.5.3 The Length of Study

The third indicator of UPE is the length of study. The number of years of study by people aged 15 years and over who have completed their formal education. This indicator is used to see the quality of the population regarding formal education. The average number of the length of the study shows that in Indonesia in 2015,

on average only 7.84 percent attend education (formal and non – formal). This mark indicated that the potential drop-out is happening in year 7, and it implies that nine years’ compulsory education meet these problems. It implied that the compulsory nine-year education in Indonesia is unequal yet.

Figure 6 Length of Study in Indonesia, West Sumatra Province and Padang Municipality, The year 2010 – 2015



Source: BPS – Statistic Indonesia

Similar to Indonesia on average, in West Sumatra Province, the data shows there is a tendency that people will drop-out from an educational institution in year 8. This situation is so ironic because they are so close to fulfilling their compulsory nine years education.

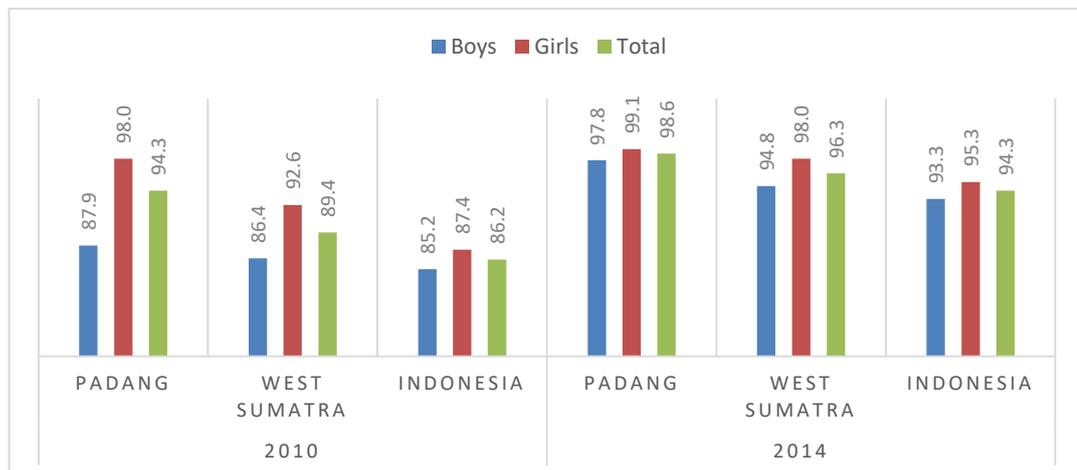
However, taking a look at the achievement in Padang Municipality, on average students stayed at an educational institution for 10.97

years. It means on average students finished their nine-year education (six years in SD level and three years in SMP level), enrolled in SMA level, but dropped out in year 10. The indication is the target of nine years of compulsory education successfully exists in Padang Municipality.

4.5.4 The ration between Boys and Girls

The final indicator is number four. It is the ratio between boys and girls who attend schools. Based on statistical data provided by BPS-Statistics Indonesia, it seems like there is no discrimination of gender happening in Padang Municipality, West Sumatra Province or even in Indonesia.

Figure 7 Percentage of Children Aged 13 – 15 Years Old who Attend at School Based on Gender Year 2010 and 2014



Source: BPS – Statistic Indonesia, SUSENAS 2010 and 2014

Boys and girls both have the same opportunity to go to school. A kind of interesting case in Padang Municipality and West Sumatra Province in 2010, the percentage of girls who attend school is much higher than boys, with girls at more than 92 percent aged 13 – 15 years old while the participation rate of the boys is only around 85 percent. So, in general, it can say that there is no problem with gender issues in Indonesia. All children, both the boys and the girls have the same chance of education.

4.6 Challenges of UPE in Indonesia

Although in general, the achievement of UPE targets in Indonesia is relatively good, one thing which is challenging is the average length of study.

The next table shows that the achievement of MDGs based on school enrolment ratio is quite good for primary education (7 – 12 years old) at more than 90 percent. The ratio between male and female students at this age group also shows that boys and girls already have the same challenges to attend school. In the same case the literacy rate of the students above 15 years old is more than 94 percent. But, for the group age 13 – 15 years old, even the ratio between boys and girls are quite good, the number of

children who cannot go to school is still around 27 percent. And then, the length of study only 7.1 that's mean in average the dropout happens after year seven (at group age 13 – 15 years old).

Table 2 UPE Achievement in 2008/2009

Indicators	Indonesia	West Sumatra
School Enrolment ratio age 7 – 12 years old	94.90%	98.60%
Ratio Girls/Boys 7 – 12 years old enrolment	0.94	0.93
School Enrolment ratio age 13 – 15 years old	71.60%	72.44%
Ratio Girls/Boys 13 – 15 years old enrolment	0.96	1.00
Literacy Rate above 15 years old	90.40%	90.48%
Length of Study (Years) in 2002	7.1	8.0

Source: BPS – Statistic Indonesia

There are many factors which cause children to be excluded from school, such as: poverty (where their family cannot support them financially), doesn't like to attend, or shy, or have attitude problems, have to go to work to support their family's needs,

getting married earlier mostly because of financial problems in the family, not accepted in, or drop out from school, natural conditions such as living in slums or isolated areas, disability, and others (Sulistiyastuti, 2007).

According to data released by the Ministry of National Education in 2009 there were at least 483 thousand elementary school children no longer continuing their education. Among these numbers there those who stop before grade 6 and do not continue to junior high (Elfindri, 2009).

The most common factor is economic constraints. Low incomes in the family form a bad culture, making some think the school is not important. Economic factors seem to be an important indicator and that is often the cause of why many children drop out of school. Inadequate family economy causes children to be reluctant to continue their education and prefer to work to help the family economy. This reason cannot be ignored because, as already known, the poverty rate in Indonesia is quite high and it also has an adverse impact on the future of children's education.

Currently, the increase in cost of education year by year apparently also coincides with the rise in the price of basic needs

of society which results in increasingly difficult living conditions. Such conditions can be seen directly in Indonesia. As a result, many children cannot continue their education because they are forced to have to help their parents work to meet the needs of daily life. So that children's education is hampered because of a busy work schedule. These are most common in children from low-income families. That is why adequate education funding is essential if we want to achieve a comprehensive education (Elfindri, 2009).

Another factor that is also the reason for many children dropping out of school is inadequate educational and school facilities. As we know that there are still many areas in Indonesia that have not completed their education facilities. To reach schools is still difficult because of the difficult road access. Otherwise inadequate education personnel become one of the main reasons why many Indonesian children drop out of school. In the rural areas in general the biggest problem stopping basic education is the distance to educational institution. After completing SD, they are faced with the one choice of stopping school due to distant school facilities and helping parents earn a living (Elfindri, 2009). In rural areas, there are still many parents who think of their children as

a source of family economy, resulting in less commitment to learning (Sulistiyastuti, 2007).

In addition to the above problems there are important factors in the family that can result in children dropping out of school. Those are family circumstances, parent – child relationship, lack of attention from parents, the background of father’s and mother’s education, and also the status of the father in society and in work. Psychological social relations between parents and between children and parents. Parents' aspirations about their children's education, as well as their attention to children's learning activities. The size of the family and the people who play a role in the family.

Another factor which causes the high number of dropout children in Indonesia is the lack of awareness of the community and children about the importance of education in school. Many assume that the purpose of the school is just to get a diploma that will be used as means to get a job. There are many other goals and benefits that we can get through school. Like, shaping good character and personality, and educate children not only to be smart, but to be virtuous and of good character.

Within the child, a lack of awareness can create laziness and stop the child going to school. This is triggered by feeling inferior, unable to socialize with the school environment, or often ridiculed for not being able to pay the school fees. If the child becomes lazy about school, then the parents need to see the friends of the children, because the friendship can also be the reason or make the children to not want to continue his education. Bad friends make children lazy to learn and attend school. In addition, bad grades and declining accomplishments also often make the child embarrassed to go back to school, consequently the child gets punishment for frequent defaulting from school, and finally drops out.

So far, the discussion on educational challenges in Indonesia has focused on tackling the problems in rural areas, so, the solution is mostly related to the educational institution facilities. However, it does not mean that there is no problem with the education in urban areas. The problems that occur in urban areas are slightly different from those in rural Indonesia.

4.7 Concluding Remarks

Based on the overview, the educational systems of Indonesia regulated the compulsory nine – years Primary Education that consists of six years at Elementary School plus three years at Junior High School. This compulsory program is in line with the UPE that is stated as the second target of MDGs. If the compulsory six years' education at SD level was achieved in 1988, the next focus is achieving three years' education at SMP level.

Since implementing the decentralisation programs, the most responsible sector in achieving UPE is education management at the local level and represented by The Educational Department of the Municipality/District.

Following on to the decentralisation of education management, the government of The Republic of Indonesia is also implementing School- Based Management (SBM). It is a new paradigm of education that provides broad autonomy on the level school with the intention that the school can freely manage its resources and allocate funds according to their priorities. Since the decentralisation of education was implemented and SBM was introduced, the roles of parent and community in education management is increasingly important. Parents and community

gave their contribution as part of the school committee and participated in the planning process, execution and monitoring, and evaluation of the education programmes.

However, although decentralisation and SBM are applied, the role of the government in education management is still dominant. The role of government is necessary especially in funding, providing facilities and infrastructure, as well as curriculum, system and policy. It should be noted that decentralisation does not mean that all educational affairs are fully transferred, some part of affairs are still in the authority and the responsibility of the government, provincial, and also local government.

The government of Indonesia has taken some concrete steps and policies to accommodate all the children. Those efforts can be divided into two categories. The first step is expanding on education facilities such as increasing the number of classrooms, school buildings and teachers. The second step is by implementing a social protection policy such as free of costs and scholarships.

However, it seems like some children still missed the education. The main reasons for this absence are economic problems of poverty and social exclusion problems. The poverty problems stop

them going to school because of either having insufficient money, having to work to support their families' economics or even feel shy because of the poverty condition. While the social exclusion problems which stop the children going to school consist of disabilities, distance and others.

Especially in urban areas, children face different educational problems. When distance to educational facilities is no longer a problem, the environment and parents are very influential on school participation. So far, research on education focused on resolving the problem faced by children in rural area. That is why the solution is mostly about the educational facilities. Limited research has been conducted in urban areas, with the assumption the educational problem has been addressed.

Comparing to Indonesia on average and West Sumatra province, the achievement of UPE in Padang Municipality is quite better in which each indicator shows the higher mark. Padang Municipality has fulfilled the UPE target successfully.

This chapter gives a general overview of education in Indonesia. It is the third part of literature reviews. Next chapter will develop a conceptual framework based on a literature review of chapter

two, chapter three and this chapter, four. That conceptual framework is then used as guidance for this study.

CHAPTER 5

LITERATURES FINDINGS AND THE CONCEPTUAL FRAMEWORK OF THE RESEARCH

5.1 *Introduction*

Chapter two has given us an understanding of social exclusion, child poverty and education. Chapter three helps us to develop an understanding of education management. While chapter four provides an overview of education in Indonesia, the content of the study. This three-chapter discussion, becomes the proposition guide for the design of the conceptual frameworks of this study. This chapter summarises the literature findings of the previous three chapters and then develops the conceptual framework underpinning of the study. This conceptual framework then is used as the core spreadsheet of the thesis.

5.2 *Literature Findings*

Chapters two, three and four have explored the literature review of the understanding of social exclusion, child poverty and education, understanding of education management and an

overview of education management in Indonesia. The findings of the literature reviews are as explained below.

As one of the developing countries that ratified the MDGs UPE, Indonesia has committed itself to achieving this target. The achievement is evaluated based on four indicators, those are: net enrolment ratio, literacy rate, the length of study and the ratio between male and female students. Based on statistical information, using UPE indicator, some children in Indonesia still cannot attend school during scheduled times.

In general, the barriers that stop children participating in school can be categorised into two main factors of the challenge to educational rights: social exclusion and child poverty problems. Social exclusion is a multidimensional and systematic process, that makes people unable to access, or to participate, or to take advantages (partly/wholly) of the things in life (public services/social goods) that most of the people take for granted, which is beyond their control (Barry, 1998; Burchardt, 2002; Grand, 2003; A.S. Bhalla, 2004; DFID, 2005; Orr, 2005; Maureen A. Lewis, Marlaine E. Lockheed, 2007; Pierson, 2010).

Child poverty means every human being below the age of 18 years old, who lives in a low-income household or with low levels of consumption, and experiences material, spiritual, and emotional deprivation as well as lacking the resources needed to survive, develop and thrive. This situation makes them unable to enjoy their rights, achieve their full potential or participate as full and equal members of society. (World Bank, 2007; Gancheva, Child Poverty Study, 2009).

Poverty and social exclusion are both different. Poverty refers to the lack of material resources, or in the narrower sense of simply a low income that stops people occupying the minimum acceptable way of life (Hoff, 2008; Pierson, 2010). While social exclusion refers to being shut out, disengaged, unable to enjoy, wholly or partially, participation in any social goods/services in society (World Bank, 2007; Sparkes, 1999; Hoff, 2008; Chigona, Beukes, Vally, & Tanner, 2009; Barry, 1998).

The correlation that occurs between poverty and social exclusion is mutually influencing (Barry, 1998) and overlaps in the non-material dimension of poverty or relative poverty (Sen A. , Social Exclusion: Concept, Application and Scrutiny, 2000; Popay, 2010). The discussion about the phenomenon of social exclusion itself is

often linked to the phenomenon of poverty, both relative and absolute poverty, because poverty is a major component of social exclusion (Case, 2002). Moreover, that is why tackling the problems of social exclusion also can be the solution for overcoming the problems of poverty.

In 2001, Katerine Tomaševski introduced availability, accessibility, acceptability and adaptability as a conceptual framework to educational rights (Tomaševski K. , Human Rights Obligations: Making Education Available, Accessible, Acceptable and Adaptable, 2001). Even if the indicators do not have a fixed role, educational rights condition can be used as a measurement of successful of UPE. This fourth condition gives a complete picture of the status of UPE achievement, not only regarding the number of children enrolling to school or the same challenges for boys and girls, but also captures the overall the condition of education including the facilities, teachers, curriculum and inclusiveness.

The main key to the success of achieving educational right is education management (Chapman, 2002). Education Management is an organisation that is concerned with the internal operation of its institution, and with its external relationship with parents, communities and government bodies to which they are

formally accountable, in achieving an educational purpose or aim (Bolam, 1999; Sapre, 2002; Bush, 2006).

The internal operations of education management consist of human resources, education facilities, and financial resources. Regarding the expansion of the availability and accessibility to education, education management needs to provide and manage adequate personnel, facilities, and financial resources, in sufficient numbers and spread evenly.

The external bodies, or in other words external relationship of education management, consists of parents, community, and government. Since the educational right is a global matter, the education management process also requires the participation of parents, communities, and the government, which is known as its external relationship. These three stakeholders are very influential in the success because they play a major role in the process of educational management (Pierson, 2010).

In 1999, the Government of Indonesia implemented a decentralisation process, primary education became the responsibility of local government (District/Municipality). Therefore, the greatest responsibility for achieving MDGs UPE and

nine year's compulsory education in Indonesia was moved into the hands of local (district/municipality) government, and schools as well.

In 2003, the government of Indonesia also implemented school-based management (SBM) at the unit responsible for pre-school, elementary and secondary education, it is based on minimum service standards and principles-based management school/madrasah. It is a new paradigm of education that provides autonomy to the school with the intention that the school can freely manage resources and allocate funds according to the priority needs of the school.

Since the implementation of the decentralisation of education and SBM, the role of parents and the community in education management is increasingly important. Parents and community give their contribution as part of the school committee and participate in the planning process, execution and monitoring, and evaluation of the education programmes.

However, although decentralisation and SBM are applied, the role of government in education management is still dominant. The role of government is necessary, especially in funding, providing

facilities and infrastructure, curriculum, system and policy. It should be noted that decentralisation does not mean that all educational affairs are transferred in full, some part of affairs are still the authority and responsibility of the government, provincial and also local government (Sjafrizal, 2009).

So far, research on education has focused on resolving the problems faced by children in rural areas. That is why the solution is mostly about the educational facilities. Limited research has been conducted in urban areas, with the assumption that the educational problems in urban area have been addressed.

5.3 Proposition: What is New in This Research?

Most UPE achievement evaluations were conducted on an output level using four statistical indicators and in the form of quantitative research. So far, however, there has been a little evaluation made on the process level such as how education management is dealing with government's role, parent's participation and community involvement to fulfil UPE toward educational rights.

Since the implementation of the decentralisation program, the most responsible area achieving UPE is education management at a local level - The Educational Department of Municipality/District.

Moreover, since the implementation of School-Based Management, schools have greater authority and responsibility in managing their schools, and they are more independent.

The study on education management mostly focuses on the internal management of its organisation, although there is an external relationship that also needs to be managed by education management too. Education management has to manage a relationship with the external bodies of the organisation such as government, community and parents, especially in terms of tackling the problems of social exclusion and child poverty.

Education management cannot solve these issues without help of other stakeholders, since addressing the problems of social exclusion, and child poverty, needs a multidimensional sector participation. There isn't enough study on how external bodies influence the work of education management in achieving educational rights.

This study, based on literature reviews, proposes a new conceptual framework in analysis with combining the work of decentralisation of education management and SBM (in which government, parents, community and leaderships are external

factors) and adopting the educational right indicators as measures of achievement.

Unlike other studies on education management and SBM which only focus on managing internal resources, or study educational rights which only discusses the achievement of the indicators, this study is a combination of those two studies. So, the goals of education management are UPE, with the achievement measures using the educational rights indicator, and to achieve this goal, education management needs to deal with its external bodies.

Unlike other research on education that only focuses on resolving the problem faced by children in rural areas, this study tries to develop best practice in addressing the educational problems in urban areas that are different than those found in rural areas.

5.4 *Research Question and Objectives*

Based on literature reviews and proposition, the question of this research is: how the education management at local and school level of Padang Municipality can tackle the problems of social exclusion caused by child poverty. Since the implementation of decentralisation and SBM, Local government and schools went to the forefront of achieving educational goals.

In line with that single research question, this research also has three objectives to be achieved. The first objective is to evaluate if education management at a local and school level are concerned with social exclusion and child poverty. What are the concrete steps that have been made by local government and school to accommodate children with social exclusion and poverty problems, so they also can enjoy education.

The second objective is to identify the key factors (Government, community/parent and leadership) which influence the education management in combating the social exclusion and child poverty problems. The government, community/parent and leadership have become the component parts of education management since the implementation of SBM.

Moreover, the third objective is to establish 'best practice' principles for education management at a local level that tackles social exclusion and child poverty. Best practice is an idea or the concept of technique, method, process, activity, incentive or reward that is more effective in achieving remarkable success in comparison with techniques, methods, other processes. The best practice is considered as the concept of privileged, commonly used to describe the process of development and following the

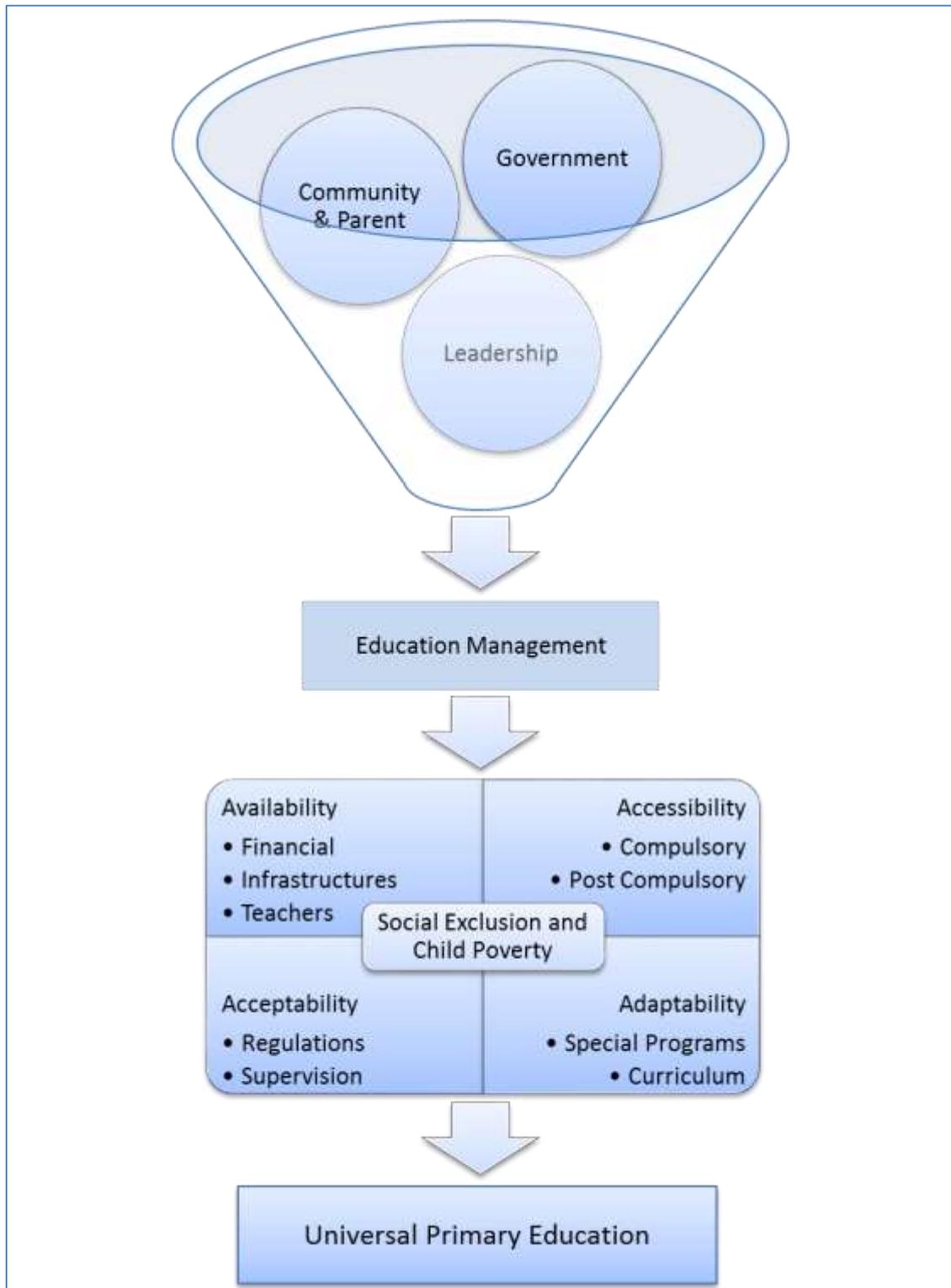
procedures and established standards of doing things, that can be utilised by various organisations with interests in management, policy, and especially the coaching system.

5.5 *Developing the Conceptual Framework*

The proposition of this research is to study the effectiveness of the implementation of the decentralisation of education management, and SBM, in tackling social exclusion and child poverty problems to achieve national and international goals of UPE. Based on literature reviews, this research develops a conceptual framework used in analysis of this proposition. A conceptual framework is a constitution of a coherent system of goals and the fundamental concepts that are interconnected. It is the basis for establishing consistent standards and determining the nature of the research, function, and the boundaries. A conceptual framework is used to make a decision by the rules and preconceived concept.

This conceptual framework is used in analysis and assesses how education management is dealing with the external bodies in tackling social exclusion and child poverty problems toward achieving UPE.

Figure 8 Conceptual Framework of Education Management in Tackling Social Exclusion and Child Poverty



The conceptual framework layers explain how the external factors (government, community and parents, and also leadership) influence the decision making of education management at local and school level in tackling social exclusion and child poverty, fulfilling educational rights and achieving UPE. The layers consist of:

1. The top layer of the framework is external factors that consist of government, the committee (parents and community) and leadership. Since the implementation of SBM, those three external factors have a significant influence on the work of education management. Each element has its role in participating in education management (chapter 3).
2. The second layer is education management that consists of local government that is represented by The Department of Education, and School-Based Management. These two units have pivotal roles in achieving educational goals (Chapter 3).
3. The third layer are educational rights indicators. The indicators consist of availability, accessibility, acceptability and adaptability. Each indicator also has its criteria.

Education management has to make sure those indicators have been fulfilled (Chapter 2).

4. There are two main barriers in the educational rights indicators – social exclusion and child poverty.
5. The bottom layer of the framework is UPE. It is the second target of MDG's and national program that was known as nine years compulsory education.

These are the challenges of education management, how it deals with external factors in making an adjustment with the educational right indicators in tackling social exclusion and child poverty problems toward achieving UPE.

5.6 Concluding Remarks

This chapter has developed the conceptual framework for analysis and assessment of how education management is dealing with the external bodies in tackling the problems of social exclusion and child poverty towards achieving UPE. This study will apply four indicators of educational rights.

This conceptual framework is used as the guidance of this research. Next chapter, number six, develops methodology used in applying this theoretical framework, answering the research

question and meeting the objectives, so the aim of this study can be fulfilled.

CHAPTER 6

METHODOLOGY

6.1 Introduction

This research is intended to contribute to our understanding of how education management is dealing with external bodies in tackling social exclusion and child poverty problems towards achieving UPE. To answer the research question that emerged in this research on how the education management at local and school level of Padang Municipality is tackling the problems of social exclusion due to child poverty, there are three objectives to be achieved in this study. These objectives are:

1. To evaluate if education management at a local and school level is concerned with social exclusion and child poverty.
2. To identify key factors (government, parent, community) that influence the education management in combating social exclusion and child poverty.
3. To establish 'best practice' principles for education management at a local level that tackles social exclusion and child poverty.

The previous chapter has developed the underpinning of the conceptual framework of this research. This conceptual framework is then used as guidelines in answering the research question and meeting objectives. In this chapter, stages of the methodology of the study are explained. It starts with the nature of the research, through the discourse and context of qualitative research, the study design, data analysis, to trustworthiness and ends with concluding remarks.

6.2 *The Nature of the Research and Hypothesis*

The essence of economics exists because human life is part of the economic activities in which they require the fulfilment of various needs for survival, such as food, drink, shelter, education, or social life. In a philosophical reflection, economics may have evolved throughout the history of human life as expressed by Karl Marx, that the base of all human activity are relations of production (Karl Marx, 2011). However, this discussion surfaces since economic activity became the object of study in itself in the 18th century, for example in work presented by David Hume in 1752 or Cantillon in 1755. The most influential was the work of Adam Smith - *Inquiry into the Nature and Causes of the Wealth of Nations* in 1776 (Barkhouse, 2002). In the early days, economics were

known as an integral part of the science of morality, so the philosophical discussion was viewed from the perspective of moral philosophy.

Education, essentially, is a process of socialisation and human interaction. It always involves a human component that consists of teachers and educational staff, students, curriculum, environment, time, and education facilities. All of these elements interact with each other in the educational process to achieve educational goals. Education as a system is not only results oriented but also process-oriented to obtain optimal results (Pidarta, 2000).

There are many reasons why education is necessary for human life. Firstly, education is a form of self-development, as Laureate Amartya Sen (Sen L. A., 1999), one of the Nobel Peace Prize winners, argues that education is needed for the creation of minimal capabilities of a person. A person may benefit from education in the form of reading, communicating, arguing, being able to make more informed choices, respecting others and so on. Those benefits furthermore can be thought of as a functioning necessity for conducting a normal social life. Many ordinary life acts require some level of education, such as checking a bill in a

restaurant, signing a cheque, using public transportation, finding a street address, enrolling children in school, reading the instruction on an electronic appliance, and so on (Checchi, 2005).

It is not only about obtaining a minimal standard of human capability, but also a form of respect for personal talents and abilities, and the self-esteem of people. Education is providing higher social status, and therefore many individuals demand education to increase the esteem they obtain, compared with other people. There is a tendency that the capacity of talent and intellectual quotient (IQ) of children has a positive correlation with the education of their parents. Children who are born from educated parents tend to have higher IQ and are more talented compared to children with less educated parents (Checchi, 2005). This tendency makes sense with the assumption that educated parents know how to have a healthy life, which can help in maximising the capability of their children. Education also provides many indirect economic pay-offs in the form of health, fertility and higher life expectancy and by enhancing the return on physical and social investment.

Education is a part of the human capital investment. Several economists such as Adam Smith (Smith, 1776), Sir William Arthur

Lewis (Lewis, 2008), Theodore W. Schultz and Gary S. Becker (Becker, 1993) agreed that education is part of the investment in human capital. As a part of the investment in human capital, education can equip the individual with skills and knowledge that can be used to increase their productivity, furthermore, it will simultaneously increase the total of production (output). Output in aggregate is representative of national income, and both output and revenue are the most frequently used in measuring the nation's economic well-being. Thus, an increase of the output means an increase in national incomes of a country, which means an increase in its economic well-being.

Theodore W. Schultz argues that education is not only a form of consumption that represents a costly expenditure for the government, but instead it serves as an investment that can improve the economic value of individuals (as human capital) and will raise a country's overall productivity and economic competitiveness. In other words, governments should support education because it ultimately will strengthen their countries. As it became apparent, the substantial accumulation of capital was not by itself the key to development, but the lack of education and skills among the population is a crucial factor in underdevelopment

(Todaro, 2009). Education and skills are defined as everything that is required to raise the productivity of the people in the developing countries because it can improve their abilities, enterprise, initiative, adaptability, and attitudes. He also says that the country can increase its social and economic opportunities for their citizens by increasing the access to a basic education.

In its relation to human capital, education also plays a significant role in generating a good quality of resources which will be the key to a sustainable development of a nation. It has a positive relationship with health status, welfare and the economic growth of a country. Countries with highly developed education systems are also those with successful economies and higher standards of living (Foskett, 2003). In contrary, countries with low developed education systems lack any savings and are poor. Furthermore, these situations cause many children to be unable to access education (Moon, 2010). Moreover, Philip Kotler (Kotler, 1997) says that if a country wants to alleviate poverty, it needs to educate its people. Although education cannot equalise income and combat the challenges of getting work across various groups, an increase in distribution of educational investment, allows us to expect an increase in revenue of the poor.

It is in line with Servaas van der Berg's argument (Berg, 2008) which says that education can reduce poverty in some ways. Educated people find it easier to get jobs, are more productive, and earn more. Moreover, better education can bring improvement for the situation of the poor, such as improved health care of children, lower fertility, and the greater participation of women in the labour market. Education and poverty are like a chain, most children who come from a low-income family cannot go to school, and then they will become uneducated people who, most certainly, will get a job with low salary/income which makes them locked in the chain of poverty. In line with this, Michael P Todaro (Todaro, 2009) stated that education plays a fundamental role in enabling a developing country to absorb modern technology and to develop the capacity for self-sustaining growth and development.

Education in the broad sense occurs naturally in every human being and lasts a lifetime, within the family, school and community environments. The main emphasis is on the development of education, and human development, which includes the intellectual, moral and social aspects in a unified, harmonious and balanced way. Proficiency level coaching and development

through the learning process to obtain behavioural changes regarding knowledge, attitudes and skills. Therefore, research in the field of education, in general, is aimed at discovering new knowledge related to the phenomena that are fundamental, and educational practices (Pidarta, 2000).

A good education will be created if the planning is done right and with an optimal manner, organised with a good schedule and is classified by duties and functions. It is implemented accordingly to the competency of each person. The implementation of the educational program should always be monitored or controlled so that the evaluation stage can provide a real picture of the object of education (Hidayat, 2013). The process is known as education management, in which the implementation of educational management covers all the main functions of the planning, those are: organising, actualization or implementation, and controlling and evaluation.

Education management is not just about management theory but also social science, its development is influenced by social factors such as cultural, local community, economic, politics and policy, globalisation, etc. (Hartley, 1998; Bush, 2006; Campbell, 1999). That is why education management is not generic across sectors,

countries and time. It needs to develop education management that appropriates to local needs and purposes. The complexity and changing nature of education management, in theory, practice and language are being recognised. It poses challenges to researching and understanding education management. The research indicates the importance of understanding the values underpinning and informing education management (Campbell, 1999).

6.3 *Discourse and Context of Research*

6.3.1 *Research Approach*

This is an educational study related to economics issues. During this time, research in the field of economics was mostly done in the context of positivism using mathematical models and statistical analysis. But, sometimes mathematical models and techniques of economics cannot live up to reality (Contestabile, 2016) since the research conducted is not solely focused on the tools utilised in the study. Sometimes it depends on the foundation of the philosophy background of the research (Gough, 2009). Therefore, research in the field of economics also can be done in the context of normativism. It reflects normative judgments or opinions and reactions toward economic projects, statements, and

scenarios. Normative economics mostly concerns the value of economics' statements, judgments, and ideal scenarios are presented by "what ought to be", rather than factual and cause-and-effect statements. A normative economics is useful in the field of economic welfare, such as happiness economics, health and education. However, it does not mean that normative economics is applicable in other areas of economics study, such as financial, GDP and GNP (Contestabile, 2016).

In term of the process and outcomes of education, they are not only measured numerically with figures and numbers, but also in the form of quantitative indices and statistics. More so than was necessary with regard to the assessment of process quality, efficiency and effectiveness, as well as the power to change the behaviour of individuals, learners and education personnel. Qualitative data in the field of education is a very useful tool for discovering the nature and meaning contained in the educational process, including how the educational process takes place, how change occurs in the process, the level of interaction between teachers and students in learning, e.g. where resource usage is optimised, how teachers deal with students' learning difficulties, and other questions require qualitative data to describe them.

Therefore, research in the field of education, in general, is aimed at process and outcomes of education, not only measured numerically with figures and numbers, in the form of quantitative indices and statistics.

6.3.2 Research Method

The question, objectives and contribution of the research above needs a data analysis, which generates words, rather than numbers. It needs explanation about how education management is dealing with children, which is the goal of this study, to describe the work of education management at a local and school level in detail and explain the patterns that exist. No hypothesis is needed to test, nor the correlation between variables is needed to be proved in this research. Therefore, in this research, the use of the literature review is to provide information and theories, not to test hypothesis or experiments. Literature reviews is a guideline for the researcher to collect data based on the theory.

Based on the above, the best methodology for this research is qualitative research, research that is conducted not only in a specific field of academic study but also combined with other disciplines (Merriam, 1988). The reasons for choosing qualitative research were because this approach could better assess people's

experience and offer a method to provide a different perspective on many aspects of social life, and how the phenomenon arises. When the phenomenon manifests in social interaction, it is hard to investigate, so using a qualitative method is useful.

In qualitative research, the researcher's investigation is pressed upon the relationship of the people involved in the study to gain a better understanding of these people in real life. In a qualitative approach, the researcher will know the subject (person) personally and analyse how they develop their definitions of various things. Through a qualitative method, the reality, the actual situation, and the subject's perception are expected to emerge without precise measurements. This methodology gives the researcher a greater depth of information and understanding in exploring and learning about what education management has been doing to tackle the social exclusion in education, and what has been done to encourage the pupils to come to school. (Gillham, 2000). Qualitative methods primarily focus on the kind of evidence (what people tell you, what they do) that will enable the researcher to understand the meaning of subject being observed.

Qualitative research gives a chance to learn from educational stakeholders (government, school principals, and teachers, but also experts) and to understand their point of view. Qualitative research allows us to discover challenges in the nature and meaning contained in the educational process. Qualitative research gives better access to people's experience and offers a method to provide a different perspective on many aspects of social life, and how the phenomenon arises. When the phenomenon is manifested in social interaction, and it is hard to investigate, then using a qualitative method is useful. In qualitative research, the researcher investigates the relationship of the people involved in the study to get a better understanding of these people in real life.

Qualitative research gives a greater depth of information and understanding in exploring and learning about what the education management has been doing to tackle social exclusion in education and what has been done to encourage the pupils to come to school. It is also the best methodology to address research objectives, to establish best practice principles for education management at a district level that tackles social exclusion and child poverty, and can contribute to the

understanding of how education management at a local and school level can combat educational exclusion due to child poverty. The main focus of qualitative methods is the kind of evidence (what people tell you, what they do) that will enable the researcher to understand the meaning in the subject being researched (Gillham, 2000).

To resolve issues related to its field, consequently, the research should be conducted by logical thinking and be repeated, given that the research never stops at one particular point in time (Lincoln and Guba 1986). In logical thinking, a researcher must be able to combine theory/idea with the facts on the ground and carry the research out systematically. Thus, it can be said that research is a process that is performed systematically to generate knowledge. This is characterised by two processes, namely the search process that never stops, and the process which is subjective because the topic of research, research models, the object of investigation and tool of analysis depends heavily on the subjective factor of the researcher (Lincoln and Guba 1986).

In line with the above explanation, qualitative research can be viewed as a solution to integrate a set of practices and to solve problems in real situations (Denzin & Lincoln, 1994). This type of

study helps the researchers in understanding the meaning of people, how they make sense of the world and the experiences that they have in the world. There are five general characteristics of qualitative research (Stake, 1995). First, it is mostly emphasised in understanding people's interactions in the real-life context. Secondly, it gives a chance to the researchers to shape their ability to transfer their knowledge, describe an understanding and an experience of the topic of their study to the readers. Thirdly, qualitative research will make people more responsible because all the research processes, such as interpretation of written material, carrying out field research, observation, exercising subjective judgement, analysis and drawing conclusions, is done with their consciousness. Fourthly, research questions in qualitative studies explore unexpected patterns of relationships in social life. Moreover, fifthly, researchers in qualitative studies ensure that the value of "meaning" is constructed rather than discovered.

It is also the best methodology to address research objectives, to establish best practice principles for education management at a district level that tackles social exclusion and child poverty, and can contribute to the understanding of how education

management at a local and school level can combat educational exclusion due to child poverty. It gives a chance to discover new knowledge related to the phenomena with fundamental and educational practices.

It is an abductive study, therefore in this research, the use of the literature review is to provide information and theories, not to test hypothesis or experiments, and to be used as a guideline for the researcher to collect data based on that theory. This research is very contextual which means that the results of this study should not be generalised or can only fit into a particular research which has the same focus.

6.3.3 Research Case Study

This research is intended to contribute to our understanding of the best practice of education management at a district and school level can combat educational exclusion due to child poverty, based on a case study of a local government and school levels in West Sumatra. This research used case study approach as the method that gives an in-depth study of a unit of human activity in the real world, which can only be studied or understood in the context that exists in the 'here and now' (Gillham, 2000). By using case study, the researcher can gain more understanding of the research topic.

Case study research gives a better perception of the research context and existing processes throughout an empirical investigation of contemporary phenomenon within its real life context using multiple sources of evidence.

A case study can be an in-depth study of a single individual, a group of people, a location, an organisation or an event. It can involve the same issue in a variety of contexts within the same place (Gillham, 2000). A case study of a person is the study of one single individual, generally using several different research methods. A study of a group is of a single distinctive set of individuals and the study of location is a study of a particular place, and the way of how it is used or regarded by individuals. The study of an organisation is the study of a single organisation or firm and the way that people act within it. The study of an event is of a particular social or cultural event, and the interpretation of that event by those participating in it.

In this research, the researcher used single case study method, in which Padang Municipality (Kota Padang) was selected as the case. Based on UPE evaluation that was presented in chapter four, statistically, Padang Municipality fulfilled the UPE achievement. It is slightly different to the achievement in West Sumatra Province

and Indonesia in average. It is interesting to know how education management is tackling the problems of poverty and social exclusion to achieve this goal.

Padang Municipality is the biggest city on the west coast of Sumatra Island, and the capital city of West Sumatra Province. Historically, Padang Municipality is under local authority outside Java Island (The main Island of Indonesia) that has a good standard of education and is also known as an educational centre in Indonesia. Padang Municipality Government has declared itself to become a city of inclusive education and stated that it is ready to provide equal opportunities for every child to enjoy education without discrimination. Moreover, Padang Municipality is the capital city of West Sumatra Province, assumed to be able to faster absorb and implement the policies of the central government compared to other district/municipalities in West Sumatra. Administratively its position is close to the central and provincial government. Since basic education is the responsibility of local authorities, the researcher wants to know how the education management of this municipality is tackling this problem, what has it done to achieve education for all.

Due to the choice of Padang Municipality in West Sumatra Province as a single case study, this research is very contextual. It means that the results of this study may not apply to other locations in West Sumatra or other provinces in Indonesia, which have different customs and are heterogeneous. Moreover, the result should not be generalised or can only fit particular research which has the same research focus. The question of this study is how the education management at local and school level is tackling the problems of social exclusion due to child poverty, with a case study Padang Municipality, West Sumatra – Indonesia. A unit of analysis of this research consist of the Local government of Padang Municipality that is represented by The Department of Education and Schools.

6.4 *The Study Design*

6.4.1 *Type of Data*

Based on the above explanation, this research used both the secondary and primary data. Secondary data was collected through a publication that was issued by any related institution such as BPS – Statistic Indonesia, Educational Departments, Local Government, mass media and other. Meanwhile, primary data was

collected through a fieldwork using semi-structured interviews and observations.

6.4.2 Unit Analysis

6.4.2.1 Local Government

The first of unit analysis of this research is the local government of Padang Municipality that is represented by The Department of Education. Since the implementation of the decentralisation programs, the most responsible department for achieving UPE in Indonesia is education management at a local level. The Act of the Republic of Indonesia Number 20 the year 2003, on national education and also the Act of the Republic of Indonesia Number 32 The year 2014, on local government, stated that it is the task and responsibility of local authorities at district/municipality level to conduct and provide primary education. Therefore, as a task force that is responsible for implementing the compulsory nine-years basic education, the local government is considered to be credible in this research and so the information obtained from it can lead the researcher to the right answer for the research question.

6.4.2.2 Schools

Following to decentralisation of education management, the government of The Republic of Indonesia is also implementing school-based management (SBM). It is a new paradigm of education that provides broad autonomy at the school level with the intention that the school can freely manage resources and to allocate funds according to the priority needs of the schools. The second unit of analysis in this research are schools, a place where teaching and learning takes place. The school is spearheading the implementation of the compulsory education program that has been set by the government. Therefore, as well as local government, the schools are considered to be credible in this research, to know and to understand the real situation, so information obtained from them can lead the researcher to the right answer to the research question. Therefore, the researcher chose the SMP as a unit of analysis, because this is where children aged 13-15 years are learning, and this is where dropout often occurs. However, if any sources, such as newspapers, observations, and casual conversations with incidental informants, informed that there are private schools that provide free education for children with poverty and social exclusion problems, then, the

researcher has made a change in the research and put private schools into it as a unit of analysis.

6.4.3 Data Collection Methods

This research employs multiple data collection methods. The rationale for employing this multiple-data collection method is to triangulate the evidence which, in turn, provides a strength to substation constructs. One of the key characteristics of case study research is that a single kind of source of evidence is unlikely to be sufficient on its own, so it needs to use multiple sources of evidence (Gillham, 2000). Using different methods, but bearing on the same issue, are part of what is called the multi-method approach or multiple data collection methods. This data collection method is used to maximise the validity of evidence (Gillham, 2000), to achieve deep understanding about the field of research (Woodside, 2003), and to minimise the blurred boundaries of each method (Mason, 2010).

Using multiple data collection methods are expected to cover all aspects of the object under study, thus the description, explanation, prediction, and control of research objectives will be reliable. Data collection methods used in this study consisted of the study of documents, in-depth interviews and observation.

Those three methods are a data collection method that is commonly used in a research using case study approach (Goulding, 2002). Moreover, the reasons for choosing these three methods are described/explained next.

6.4.3.1 Study of Documents

The first part of data in this research was collected through the study of the documents to gain basic information about this topic, since the researcher has come to the field with limited knowledge in this area. Study of documents was intended to provide any information about the action that has been taken, and to uncover missing data before, during and after the main fieldwork. Therefore, it is needed to trace back the documents related to the efforts of education management, at local and school level in encouraging the children to come to school. The sources of data collected consist of:

- Government policy and regulation on compulsory education.
- Basic educational statistics and indicators.
- Government educational reports and other related local educational documents.
- Newspaper, mass media and other publications.

The documents that have been collected gave information about what the government has been doing and not yet done, the condition of nine-year compulsory education, and issues and critics around it. Several key issues that were derived from the study of documents were compiled with literature findings to define the areas to explore and then become the guidance in conducting interviews and observation. That is why the study of documents became the basis for this study. Because of the period between the fieldwork and the submission of the final report was quite long, and the issue discussed in this study is very dynamic, the study of documents was begun before fieldwork and lasted until the last draft of the thesis was submitted. The reason for that action was to capture a series of information about what has occurred during and after the fieldwork, and it expects there is no information is left behind. The more complete information will have to be obtained as a reference; then more valid conclusions will be drawn.

6.4.3.2 Semi-structured Interviews

The second type of data collection method is the semi-structured interview part of fieldwork, in which the researcher has reached the people who are competent in the area of education

management, especially related to social exclusion and child poverty problems. The meetings took place at the location of professional practice, and the interviews were conducted to learn more about their experiences, feelings, attitudes, perceptions and thoughts (Goulding, 2002; Kvale, 2009). Interviews are a very powerful method because the researcher has the chance to ask individuals directly about the participant's work and action, and also through interviews, the researcher can observe natural responses of the participant, listen to, and occasionally clarify the question (Woodside, 2003).

There are three types of interviews - unstructured interviews, structured interviews and semi-structured interviews (Steinar Kvale, 2008; Gillham, 2000; Creswell, 2013). Unstructured interviews are informal interviews with no predetermined list of questions to work through, but the topics are restricted to those which researchers want to explore, using an interview guideline to ensure the interview focuses on the research issues. Structured interviews use questionnaires with standardised or identical sets of questions, and usually with a particular set of answers that the participants just need to select. While the semi-structured

interviews have more open structure and allow the participant to answer freely and openly to the research questions.

In this research, semi-structured interviews were chosen because, even if some key issues needed to be answered, at the same time, this type of interviews gives a chance to explore participant's experiences beyond the key issues of education management. It gives the researcher flexibility in question and time management. In a semi-structured interview, the data is collected through an open-ended topic guide that enables the interviewer to accommodate the interviewee's point of view, while allowing to cover the research topic. Questions are needed but are not static and allow new issues to emerge throughout each of the interviews. Nevertheless, questions during the interviews were bound to fit with the aim of the study and to find out the best practice in education management.

The first aspect of the interviewing process is the identification of appropriate and potential field participants to be interviewed. The participants chosen for this research were the most likely representative to give the best answer to the research question, and have a common characteristic, which is the basis of the study

(Anthony J. Onwuegbuzie, 2007; Darwin Cunanan & Ma. Clara Cruz, 2008; Creswell, 2013).

The researcher had to select appropriate samples which truly represent the unit of analysis of education management. Besides that, in qualitative studies the sampling is a strategic part, so it is important to choose participants that are most likely to have much information to share on the theme in question, and represent a social life interaction as widely as possible (Kvale, 2009). Different participants were chosen using different criteria in the frame of non-probability sampling technique, a sampling technique that operates non-random process in gathering data (Marshall, 1996; Anthony J. Onwuegbuzie, 2007). This type of sampling technique is commonly used in qualitative research. The rationale for using this kind of technique is that manipulation and control are not the purposes of the study.

6.4.3.3 Observation

In addition to the study of documents and semi-structured interviews, in this research, an observation has been conducted, another key and common tool for collecting data in qualitative research (Creswell, 2013). The observation was taking place in three schools, looking at pupils, teachers and other educational

staff doing their daily activities in a natural setting. It is the most obvious approach in the field work to established participants' behaviour within the particular research setting, the activities and people who are involved also add to the meaning of events based on their perspective. Observation is needed to strengthen the information, to get a better understanding of the research context, to find the information that is not covered by interview, and also to obtain data to support that fact (Patton, 2002).

After the study of documents, for the observations and semi-structured interviews to be conducted, several schools have been selected. During the field work, researcher could observe school environments, such as physical infrastructure and human resources. The observations also provided the opportunity to document the learning activity at some schools. Observations of the school setting helped to develop a clear picture, along with documents and historical data of the setting in which the study occurred.

6.4.4 Research Participants

6.4.4.1 *Group of Participants*

There are four groups of participants of this research: government staff, school principals and teachers, parents and students, and

educational experts, with a total of 27 participants. The first group of participants is local government staff, represented by the education department, the agency in charge of implementing the regional administration in education. Participants of this group were chosen with a stakeholder sampling method with the strategy to identify who are the key players, involved in designing, giving, receiving, or administering the program or service in the field of education (Palys, 2008). The staff members that have been chosen to participate in this research, are those who are responsible for implementing nine-years compulsory education at SMP level. There were three participants in this group, first was the head of the educational department of Padang Municipality (GS1) and the second is SMP Supervisor (GS2) and the third is Head of Special Education Services (GS3). The interview was conducted at their office but in an informal situation.

The second group consists of five school principals (SP1 – SP5) and five teachers (TC1 – TC 5) interviewed for this research. The interviews were conducted in school, the place of their work. Those participants were selected purposefully to inform and help to gain an understanding of the condition of children with poverty and social exclusion problems, a central phenomenon in the study,

and experiences in dealing with them (Creswell, 2013). Snowballing sample methods were also applied in choosing participants of this group, in which the next respondents were sometimes chosen based on the information from other respondents.

Interviews with principals and teachers were conducted in conjunction with observation. It was an informal dialogue, in a relaxed atmosphere, so that the researcher had a chance to look at the interaction between principals, teachers and pupils. This situation gives the researcher a chance to explain and clarify about what has been seen and found throughout the observation.

The school has been chosen based on some criteria. The first criteria was that the school that is located in a poor neighbourhood, with an expectation that children who enrol in this school come from the surrounding area and are poor or have social exclusion problems. The second school has a special program (inclusive school) to encourage poor children or children with social exclusion problems to enrol in.

The third group is parents (PR1 – PR5) and children (CH1 – CH5), these were chosen randomly. The criteria in choosing this type of

respondent was based on the economics, house and the neighbourhood's condition. All respondents are categorised as poor, based on their work, all of parents work in the informal and non-permanent sectors. They live in small rented houses, or in family homes along with several other families. They live in poor neighbourhoods which impact on their daily lives.

Interviews with this group of respondents were conducted in Minangnese language. The skill of the researcher in convincing the participants to engage was needed. Special approaching was needed to make them want to share their life condition experience. Interviews were conducted in various locations, such as their houses, the work place, the reseacher's house and school.

The fourth group in this study consisted of four academic experts who are concerned with the issue of education. These participants were chosen based on their expertise. The first participant of this group (AC1) is an expert in curriculum and pedagogy, the second (AC2) is an expert in development planning, the third (AC3) is an expert in education economics, and the last one (AC4) is an expert in education management. It was expected that they would have knowledge or demonstrable experience and expertise in this research area. Actively discuss with a peer, someone who is

known or an expert in this research field, to confirm the theory or finding, so it can minimise the potential for bias or distortion in analysis and result, and the validity of research is scientifically approved. Expertise has been chosen as a unit of analysis because the researcher needed to confirm any information received from the study of documents, interviews with local staff and school management, and from observation.

Interviews were conducted with this group to confirm information that was already gathered from documents, previous interviews and observations. Interviews with these experts (academics) was used to amplify research findings, enable the advancement of the researcher's interests, and potentially open new doors. The other reason behind employed expert sampling was to enhance validity. These participants were selected purposefully because they can inform and help to gain an understanding of the central issues of the research (Creswell, 2013).

After identifying participants, the next step was to gain an access to their time and space. In this stage, the researcher contacted the potential participants by phone or directly visiting them in the office, explaining the brief of research, asking if they were willing to become a participant for this study, and deciding on the best

time and place to conduct the interview. Each participant was provided with sufficient information and the steps of the interview process were briefly described/explained. Interviews were conducted in various locations depending on the agreement. For the local government staff and experts, the interviews were conducted in their offices, while the principals and teacher's interviews took place in their school office or classroom.

Interviews were conducted in Bahasa, in Minang language, the local language of Padang Municipality region. Interviews were carried out in several forms and varied in length, from no more than a few minutes to in-depth interviews that lasted for an hour. There was a question list to be answered by the respondent to control. The role of researcher in this study became particularly important when the researcher had to interview the respondents.

6.4.4.2 Saturation Sample Size

The other important element in selecting participants for this research is determining the samples sizes, and controlling the number of interview participants (Gillham, 2000). Additionally, there was some consideration which became the basis for the researcher in determining the number of participants, and those are time and financial matters (Francis et al, 2010). First is time

consideration, in regards to generating the interviews transcription notes, transferring them into the spreadsheets and analysis needed a significant number of hours (Gillham, 2000), therefore, the researcher had to control the number of participants to be interviewed, as well as the length of the interview. Second is a financial consideration, in which fieldwork activity conducted in Padang Municipality was not covered by the scholarship and the researcher had to carry out a self-funded fieldwork and control the number of participants to minimalise the expenses. Regardless of the consideration of time and financial constraints, researcher still had to pay attention to the transfer of the data.

This research is operating data saturation to control the number of participants, in which some participants are enough, because there is no more new information to be received from additional participants (Francis et al, 2010). It refers to the point in data collection when no new additional themes, findings and concepts or problems were evident in the data to develop new aspects of a conceptual category (Glaser & Strauss, 1967; Francis et al, 2010).

6.4.5 Fieldwork

In collecting primary data, this research conducted fieldwork, looking at how education management is dealing with poverty and

social exclusion problems faced by children. Observations also have been made how education management is managing its external relationship with parents, community and government. Moreover, looking at the best practice of the education management at local and school level can be supportive/helpful in expanding access and improving education quality. The fieldwork was conducted for three months, from March to May 2011, in Padang Municipality, West Sumatra – Indonesia. The fieldwork allows the researcher to collect documents, carry out face to face interviews with the participants, and to observe, with the aim of collecting raw data in natural settings. During the fieldwork research, semi-structured interviews with participants have been conducted and observations have been made.

6.4.6 Ethical Consideration

For this fieldwork study, only the general consent form was used, obtained from the National Unity and Political Office (Kantor Kesatuan Bangsa dan Politik) of Padang Municipality, to access data and participants. Based on the rules, research that is carried out in Padang municipality, particularly with regard to the performance of government, must hold a permit and recommendation letter from the National Unity and Political Office.

The cover letters were needed to obtain, which consist of a recommendation letter from the home University (Faculty of Economics – Universitas Andalas), a recommendation letter from University of Huddersfield - Business School, a copy of the research proposal, and a copy of the researcher's identity card. This permit letter, together with a brief description of research, the recommendation letter from Universitas Andalas and the University of Huddersfield-Business School were enough to be used as covering letters to access government staff, schools and expertise.

The researcher needed to obey some obligations which were stated in the permit letter, among others we were not allowed to conduct research beyond the research proposal, not allowed to create a public opinion that could potentially provokes people, and there was also an obligation to submit the final thesis as part of the report.

6.5 *Data Analysis*

6.5.1 *Data Analysis Tools*

This is a manual analysis with the support of the spreadsheets, graphs and tables that were developed in Microsoft Excel and

Microsoft Word. The spreadsheets are helpful in organising the complex and various data collected from study of literature, documents and fieldwork. Compiling the categories list and the actual words of participants into analysis spreadsheets is an easy way of classifying the different kinds of statements and identifying similarities and the differences in the meanings contained within statements. Visualising the keywords into graphs and tables is important to help remembering and exploring the links between keywords, identifying the patterns that evolve, preserving the required information and contributing to developing a better understanding of the study. It can be concluded that the spreadsheets, graphs and tables are useful as guidance in the process of writing the report of this research, and also as guidance in deriving the theoretical contribution.

6.5.2 Data Analysis Process

For the analysis of research data and information in this study the content analysis method was used, as well as critical thinking in analysing the phenomenon in the field. Find out what's going on in the field, what's becoming the challenges, what's the opportunities and pull the red lines out of it. In order to develop the best practice for the future, the events in the field, challenges,

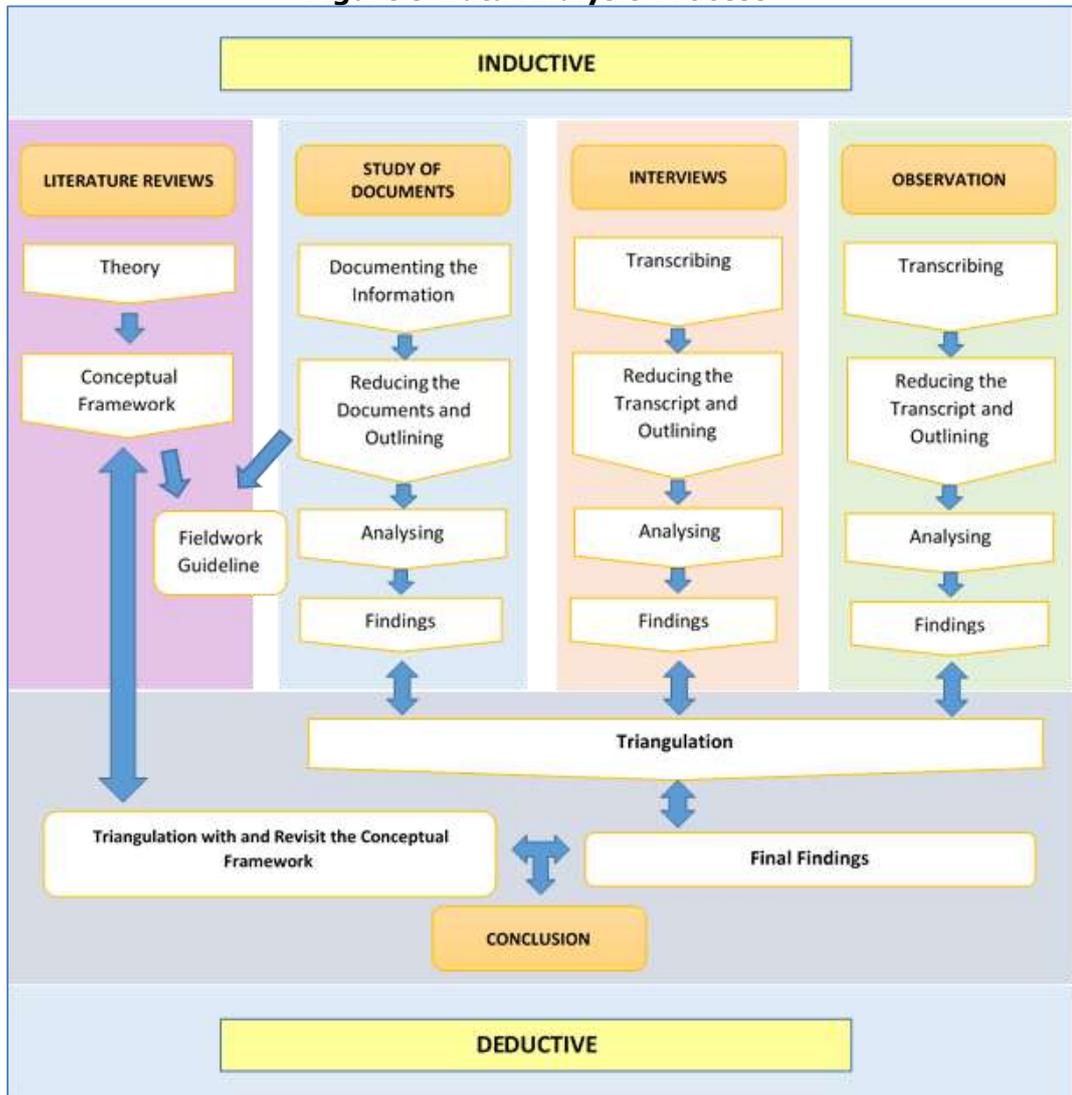
opportunities, threats and barriers have been examined. Content analysis was also helpful in making a link between the condition, the challenges and the opportunities, and helped to develop a new framework of theoretical perspectives, and to identify the statements containing information (Gillham, 2000).

This research is employing the summative approach of content analysis because the study starts with keywords that were identified before and during data analysis and were derived from the interest of the researcher or review of the literature (Hsiu-Fang Hsieh, 2005). Therefore, content analysis was used throughout the process of this research, starting right after the emergence of the research question and ending with the writing of the report.

As this is an abductive research, the first stage of the analysis process is developing a theoretical framework throughout the literature reviews. The first stage is finding the keywords from literature reviews, identifying the ideas, formulating a theoretical framework, and developing the basic spreadsheet. In this stage, the researcher developed a framework based on the educational right indicator introduced by Katarina Tomasevski in 2001, transformed it into a spreadsheet that furthermore became the

guidance for the study of documents, semi – structured interviews, and observation.

Figure 9 Data Analysis Process



The next stage is conducting the study of documents. In this stage we reduce the documents throughout and extract some relevant information from the documents. Outline the extracted

information, then enrich the keywords and spreadsheets, and also map the background for the fieldwork. In this stage of the process, relevant keywords and messages are extracted and compiled into the spreadsheet, graphs and tables, and highlight the findings. Modification of category headings or even adding a new category to the spreadsheets is made.

The third stage is conducting semi – structured interviews with selected participants, followed by observation as the fourth stage. Both stages are known as fieldworks. Notes and transcripts were made to summarise the results of the interviews and observations. Notes and transcripts are needed to derive new categories that might not have been covered in the research topic or in the existing keywords, to look back to the spreadsheets to ascertain whether they could be combined or, alternatively, could be split up, until essentially similar points emerged. Notes and transcripts were also needed to establish the spreadsheets, graphs and tables.

In this stage, the process of reducing the document throughout and extracting some relevant information from the notes and transcripts was also conducted. The researcher outlined the extracted relevant information, then enriched the keywords and

spreadsheets. The findings of semi structured- interviews and observations has been highlighted and transferred into messages that were connected to the keyword areas, to determine the specific message and to extract it to find the link to the context of the study.

The next stage is the triangulation process between the findings of the study of documents, semi – structured interviews and observations, and extracting the final findings. The final findings then triangulated with the theorerical framework from literature reviews which has contributed to the development of a new theoretical framework. During this stages, some highlights were made to understand the significance of each keyword, statements that had substantive information, and to make a point. Highlighting helped to identify any relevant statements and to assign the substantive category of keywords.

Those are the last stages of data analysis which ends with conclusions and contributions to the theoretical framework. This is the deductive process of analysis. During this stage, the researcher finds out the vital role of leadership in managing the internal resources and encouraging the external bodies for successful of education management in tackling social exclusion

and child poverty. In this stage, the best practice in education management has developed.

Re-reading the data allowed to the researcher to become familiar with the data and appreciate the depth and breadth of the information content to build an understanding of the data. Active re-reading of the data is recommended in searching for meanings and patterns, and allow to extract repetitions, digressions, other irrelevant material, to clarify and markup some similar statements when something was added. This last stage also required critical thinking on the data, and to capture a logical connection of the relevant keywords and messages on spreadsheets, graphs and tables. The findings will be interpreted and put together using a combination of these tools and the report will be written using the results of the interpretation.

Relevant content can be seen from the data related to the research questions, with above tools, organising the keywords, investigating the correlation between the data from literature reviews, the study of documents, semi-structured interviews and observation. The conclusions were drawn after the data analysis process was completed.

6.6 *Trustworthiness*

Unlike quantitative research that has statistical and numerical tools to control the validity and reliability of its findings, qualitative research focusses on the trustworthiness of the result, instead of validity and reliability tests. Trustworthiness in qualitative research depends on the ability of the researcher to convey the trust to the reader that can be evaluated through the relation between outlined process and generated findings. Qualitative research is interpretative research, with the inquirer typically involved with participants in a sustained and intensive experience, the data collected directly from participants is called primary data. That is why, in qualitative research, the researcher must have an enormous tolerance for ambiguity, be highly intuitive and should have excellent skills in communicating with the participants.

The researcher has to have the ability to establish rapport, ask meaningful questions and listen intently. Moreover, the researcher carefully observes the reactions and environment of the subject, when conducting qualitative research and has a personal responsibility for all aspects of the research process. It includes the selection of participants who can provide information related to the research context, composing an interview guide, analysing

data and interpreting all findings. A careful observation of the participant's response was needed to carry out the successful research for this study. Additionally, four aspects have been used to prove trustworthiness of this qualitative research as explained below.

6.6.1 Objectivity/Conformability

The first aspect of trustworthiness is objectivity/conformability since qualitative research tends to assume that each researcher brings a unique perspective to the study, it refers to the degree to which the results could be confirmed or corroborated by others. For enhancing conformability, the researcher documented the procedures for checking and rechecking the data throughout the study, took a note of any information from semi-structured interviews and observations. Triangulation is one way to maintain the chain of evidence.

The researcher also actively sought peer review, from the experts in this research field to confirm the theory or finding, so the potential for bias or distortion in analysis and result can be minimised, and the validity of the study scientifically approved. As explained in the participant section, the researcher also conducted informal discussions or an in-depth interview with any experts in

the field of study. Besides being a confirmation of the theories and findings, it is also a form of brainstorming for the researcher to set the focus of research.

6.6.2 Credibility and Authenticity

The second aspect of trustworthiness is credibility and authenticity, which refer to the results of the study that have to be believable and genuine. It helps the reader to have trust in the research through legitimate evidence, gives benefit not only from the participants life experiences but also has an impact on the society or community. In proving the credibility and authenticity of this study, here the researcher carefully chose the right participants, who have the legitimacy and credibility in the field of education management, who are involved in the planning and implementation of nine-year compulsory education program in Padang Municipality.

As explained in the participants' section, the participants of this research consist of Department of Education staff of Padang Municipality, principals and teachers from selected schools, also children and parents with social exclusion and child poverty problems. They are considered to have credibility in this study and to understand what is happening in the field, so their information

can lead to an actual result. Besides that, the researcher also used a multiple data collection method that consists of a study of documents, semi-structured interviews and observation. By employing this multiple data collection methods, all aspects of the object under study can be covered. Furthermore, the description, explanation, prediction and control of research objectives become reliable and provide strengthened substation constructs (Gillham, 2000).

6.6.3 Reliability/Dependability

The third aspect is dependability that refers to the ability of the researcher to account for the ever-changing context which occurs in research during the fieldworks, and to explain how these changes affected the research approach, for the future researchers who will conduct a study in the same field area.

6.6.4 Transferability

The last aspect of trustworthiness is transferability that is proved through a systematically managed literature review, methodology, and findings, so this research is scientifically approved. The researcher, in this chapter, has provided details of the research process, explained the general plan at each stage of the study, and detailed data processing and evaluation. Therefore,

any part of this research can be transferred or applied to further research using the same method or outside the bounds of this study. Maintaining the transferability of the study is the degree to which the findings can be used or applied to further research using the same method or outside the bounds of this study. In this context, the report that is provided can be used by other researchers in other studies or repeat similar types of research.

6.7 Concluding Remarks

This chapter reviewed the methodology and methods used in this research and the underlying argument for the selection. Furthermore, this chapter discussed research questions and analysis overview, discourse and context of qualitative research, the study design, research data collection methods, and data analysis methods.

The empirical findings from this study will present in the last two chapters. The next chapter is the role of education management in tackling social exclusion and child poverty.

CHAPTER 7

EDUCATION MANAGEMENT IN TACKLING SOCIAL EXCLUSION AND CHILD POVERTY

7.1 *Introduction*

This chapter focuses on the first objective of this research, evaluating if education management, at a local and school level, is concerned with social exclusion and child poverty. The educational right to education used as a template in meeting the objective of the research. This chapter consists of six sections: introduction, availability of education, accessibility to education, acceptability to education, adaptability of education and closing with a summary and revisits the proposition.

7.2 *Availability of Education*

Availability represents the amount of equipment needed, both in quantity and quality, by the requirements so that the process can work well and carry out the operation process. Availability can be used to assess the success or effectiveness of an activity that has been carried out (Tomaševski K. , 2001). Here is related to the availability of facilities, infrastructure, and human resources

supporting the implementation of nine years' compulsory education, and also sufficient funds to realise the availability.

7.2.1 Fiscal Allocations

The leading indicator of the availability of education is fiscal allocation. The responsibility of education funding by the government and local government-regulated in Article 7 through Article 31 of Government Regulation number 48 of 2018. Those responsibilities include the investment unit cost of education, investment cost of administration and education management, education unit operation fee, and/or education management, tuition and scholarship assistance, and education funding abroad. Investment costs of educational units and investment costs for the administration or management of education, which are the responsibility of the government, will include investment costs of educational land and investment costs other than educational land. While the cost of operating the education unit and the cost of operating the administration or management of education, which is the responsibility of the government, will include personnel and non-personnel costs.

The existence of an adequate budget will solve the problem of education, especially related to facility limitation. The government

has to have an adequate budget to meet its human rights obligation to make education free and compulsory. The government has to allocate its budget corresponding to the guarantee of free and compulsory education. If free and compulsory education is not yet in place, a plan must be developed to achieve it within a reasonable timeframe. Based on the law, both central and local governments should allocate at least twenty per cent of its budget to education.

Based on the local budget document APBD, the government of Padang Municipality has shown its commitment to the field of education budget provision. The government has allocated more than 20 per cent of APBD to educational sectors. It is the most substantial budget ceiling of APBD. However, the budget of 20 per cent mostly used to pay teacher salaries and benefits. Besides the APBD, the government of Padang Municipality also received special allocated funds (DAK) from National budget APBN. This funding used for the compulsory education program activities include the construction of educational facilities for junior high schools, pre-state examination activities, the provision of school furniture, the development of applications for teachers' data, and the procurement of books.

The government of Padang Municipality consistently increases the proportion of budget allocation for the education sector, and the absorption rate of the budget is relatively high. Here is related to the need for new developments and the development of existing institutions. It expected that with the increase of education budgets, the government could accommodate all school-age children in public schools. The budget is also used to pay teachers and education personnel salary, whether civil PNS or not. It is in line with what was stated by the government staff, *"The increase in the education budget given that improving the quality of education is one of the government's medium-term visions."*

Most of the budget is allocated for the public school's operation, while for the private school, the government provides School Operational Assistance (BOS). This assistance is beneficial for school operations, especially in paying honorary teachers and buying learning equipment. However, for some private schools, especially those who accommodate student from a low-income family, BOS is not sufficient. Moreover, to get BOS funds, schools must meet established criteria such as the number of students and teachers. The schools are then overwhelmed to find funding to pay teacher salaries and school operations. As a result, schools found

it difficult to get teachers who are willing to receive low salaries. It is a bothersome teaching and learning process in the school, which will ultimately have an impact on student interest in learning.

As told by one of the private school principals' respondents of this study, she must go around remote villages to look for school dropouts and persuade them to go back to school — she does it all selflessly. In addition to wanting these children to get back their education rights, this was done by the school principal to fulfil the minimum quota of students required of BOS to finance school operations. In line with this statement, another principal said that school would face difficulties when they do not get BOS assistance since they cannot ask parents to pay a higher fee or others allowance. Insufficient funding for school operations furthermore will affect the teaching and learning process, especially it will disturb the fulfilment of educational right.

From the field findings, it can conclude that although the government has tried to increase budget allocations for education, it has not been able to meet the needs. The government needs to think about how this education budget can be further increase, or at least find a solution to this financial problem.

7.2.2 Infrastructures and Facilities

Availability of infrastructures and facilities consist of adequate infrastructure and facilities, safe buildings and sanitation. If all of this is not available, there is a legal obligation to establish educational institutions and fund them. Adequate infrastructure and facilities affect student learning activities. On the contrary, the absence of facilities can result in a lack of student participation and tend to be boring.

Based on the secondary data published by The Department of Education of Padang Municipality, public SMP is still unable to accommodate all the children aged 13-15 in Padang Municipality. In between 117 SMP in Padang Municipality, more than half are private schools. Public SMP in Padang Municipality seems like it is overcapacity, that seen from the fact that none of the public SMPs have implemented full-day school (Monday - Friday). Schools still need to divide their school hours into two shifts due to the number of students that exceed the school's capacity.

The fieldwork shows that the lack of school facilities also results in insufficient capacity for public schools. It has an impact on the existence of children who eventually have to enrol in private schools because they cannot enrol in public schools. It will not be

a problem when they enrol to a good quality private school, but of course, the tuition will undoubtedly be expensive. Problems will arise when those who cannot enrol in public school are children of low-income families. Most of them will look for private schools with low school fees which are of low quality, or they will not continue their studies at all.

Based on the Regulation of the Minister of National Education of the Republic of Indonesia Number 24 Year 2007, each education unit is required to have facilities which include furniture, educational equipment, educational media, books and other learning resources, consumables, and other equipment needed to support an organised learning process and sustainable. Each education unit must have infrastructure which includes land, classrooms, leadership rooms for education units, teaching rooms, administration rooms, library rooms, laboratory rooms, workshop space, production unit rooms, canteen rooms, power installations and services, places to exercise, places of worship, places to play, places to be creative, and other spaces / places needed to support an organized and continuous learning process.

In general, public schools in Padang City already have nationally standardised facilities such as library, laboratory, canteen for

sports, places of worship, etcetera. However, there are still some schools that lack in number of classrooms. As stated by the staff of the Education Office, "*public schools in Padang City still lack hundreds of classrooms*". The same conditions are even worse for some private schools. Especially those that are unable to collect adequate school fees or other fees to supplement school facilities. Based on observations in several private schools, the lack of facilities is not only related to buildings and rooms, but also other facilities such as chairs, tables, etcetera.

Furthermore, fieldwork also shows that there is a correlation between the lack of school facilities and the school environment where children acquire or receive education and knowledge. It happens mainly in low level of private school which has a lack of facilities. It disrupts the teaching and learning process, which then results in less optimal student motivation. Furthermore, the situation disrupted student performance and desire to continue their studies. There is a tendency that students of the school with lack of facilities have low motivation to attend school, and in such case prefer to drop out due to this problem.

7.2.3 Teachers and Educational Staff

Both teachers and educational staff should be sufficient in number and quality to match with the number of pupils. Teachers should also be trained and received competitive salaries based on the internal standard. The teacher has the right to a comfortable and conducive working atmosphere, to coordinate with fellow teachers, and to have access to the development of teaching materials.

At the above part, education management of Padang Municipality has problems with sufficient educational infrastructures and facilities. Besides that, several private schools in Padang Municipality also face the problem with a lack of teachers and educational staff. The problems are not only in the form of quantity but also quality. Both are crucial factors in successful education attainment. Adequate infrastructures and facilities without qualified teachers means nothing since the capacity of teachers and educational staff are crucial factors in engaging and supporting students to stay at school hours. If it continues to happen, potentially will create dropped out students. Teachers are crucial in stopping children from dropping out of school.

Regarding the availability of teachers, although in numbers there has been an increase in the number of teachers in Padang City, but an increase in quality has not accompanied this. It is particularly evident in some low-quality private schools that also have a low ability to pay teacher salaries. The facts in the field show that there are still teachers with low qualifications because of several reasons. First is the discrepancy between disciplines and teaching fields where not all teachers in schools teach subjects that are under their respective competencies. The two teacher qualifications that are not equal have an impact on the decline in applicable scientific standards. The three programs are Continuous Teacher Professional Improvement programs which are low where there are still teachers who are reluctant to develop themselves to increase their knowledge and competence in teaching. Fourth Teacher recruitment is not sufficient so that it becomes a gap that makes teacher competence low.

To overcome the problems, the government of Padang City Government is appointing non-permanent teaching staff. In this regard, the government is also committed to paying attention to the welfare of those non-permanent teachers. Gradually incentives are increased, and their opportunities to become

permanent teachers or civil servants (PNS) are also continuously pursued.

As said by respondent from the educational department, *"Efforts to receive civil servants, especially educators have striven, we met the Minister of Administrative and Bureaucracy Reform some time ago to review the possibility,"*. However, the welfare level of these non-permanent teachers is far from standard. Although the government has allocated a budget for teacher allowances, the nominal value is still not feasible. The government is committed to improving the welfare of teachers, as regional finance increases.

In term of quality, a teacher should have a broad-minded, a strong personality, love to learn, and the spirit of mutual assistance. A teacher also should have capacity in creating a harmonious atmosphere at school, providing an excellent example for the student in the teaching and learning process, faithfully to the religion, defending and be responsible to the homeland. So, they can produce a reliable generation. For state schools, the availability of qualified teachers may no longer be a serious problem. Low-quality private schools again face the problem of teacher quality. Not just recruiting quality teachers, just meeting

the need for teachers is often difficult. It often escapes the attention of the government, considering that the management of private schools is entirely in the hands of the foundation.

From interviews with the education office, almost all PNS teachers have received teacher certification. Only a small proportion of non-PNS teachers are certified. Qualifications can say the quality of teachers in the city of Padang is quite good. However, unfortunately, to be able to maintain the certification, teachers are preoccupied with administrative matters. In the end, the average teacher did not have the opportunity to develop teaching materials and methods.

In addition to the availability of teaching staff, schools also need educational staff who tasked with supporting the teaching and learning process. The educational staff included the head of the education unit, librarian, laboratory assistant, administrative staff, counselling staff, supervisors' etcetera. Just like teachers, these educational staff must also be available in adequate quantity and quality. Educational staff is not yet fully available. As with infrastructure, the availability of teachers and education personnel is a problem for private schools in the lower middle class. It is not

uncommon for teachers in these schools to concurrently become administrative staff or school operators.

7.2.4 Conclusion of the Availability of Education

Education Management of Padang Municipality has committed to allocate its budget in the interests of attaining the education rights of children aged 13-15 years. However, the budget has not been able to adequately accommodate all children of this age group in to school. It can be seen from the lack of infrastructure that it cannot be provided by local governments. As a result, several children end up having to enter private schools. Statistically, the number of private SMPs in the city of Padang is far more than public SMP. Because of this situation, public schools also absence in applying to become full-day schools.

There are a number of factors behind the sub-maximum achievement of the availability of education in the city of Padang. Unevenly distributed quality of physical education facilities and infrastructure. It is related to the inadequacy of many school buildings that are suitable and habitable, the unavailability of adequate learning media, and the lack of optimal library provision for students. Such conditions can be found in several schools, especially private schools. Complete education facilities only found

in most wanted schools. The second factor, the quality of teachers is still low. In recent years the government has implemented a teacher certification policy. Through this policy, new welfare is given to teachers so that teachers compete to follow it. The negative impact is that teachers are busier preparing documents for the completeness of certification administration such as syllabus, annual programs, semester programs and learning plans than preparing materials and increasing competence. Teachers whose assignments and functions teach, educate students turn into "file hunters, teaching hours hunters".

In general, it can say that the infrastructure for public schools of Padang Municipality is good enough. Almost all public schools have good quality buildings and standardized facilities. However, in terms of quantity, infrastructure and school facilities are not sufficient to accommodate all junior high school-age children in the city of Padang. Private schools then become an alternative, but not all have adequate infrastructure and facilities. Some of them are even lacking in terms of quantity and quality.

Similarly, even if in term of quantity the number of teachers and educational staff increase year by year, the availability of PNS teachers still not enough to achieve the ideal ratio of teacher-

student. To overcome this problem, the government recruited non-permanent teachers. When viewed from the level of welfare, civil servant teachers can be said to be relatively prosperous. In addition to the basic salary which follows national standards, most teachers also receive a professional allowance equal to the basic salary. The different things experienced by teachers not fixed; the salary they receive is relatively lower when compared to the standard of regional wage (UMR). Even if they receive a professional allowance as well as a civil servant teachers wage, the amount they receive is far below the amount received by civil servant teachers.

7.3 *Accessibility to Education*

Accessibility of education consist of two types first is compulsory and second is post-compulsory. For the compulsory, education should be reachable, no discrimination on any ground, and also inclusive. School must be accessible for all children without discrimination. While post-compulsory means student have access to free textbooks and uniform.

7.3.1 Compulsory

A compulsory meneliminate any form of obstacle that the children have. No racism, no gender issues, no social - economics problems, no cultural and religious problems that might avoid the children from school. Based on fieldwork observation, there is no discrimination based on any background. All children can enrol to public school. Both girls and boys have the same opportunity for education. So far, there is no discrimination existing in Padang Municipality schools. All the children of any race, ethnicity, religion, gender, language, disability, economic or social status are allowed to enrol to public SMP.

Problems only arise when there are children not accepted at public schools because their national exam scores are low or have not passed an academic test held by school. Those children certainly have to enrol in private schools. It could be worse if the children who were not accepted in public school came from a low-income family and could not afford to pay the school fee and registration. Any of them could decide not to enrol at school or drop out. It can be an obstacle to the 9-year compulsory education that is planned.

Compulsory also should eliminate any legal and administrative issues in accessing education. No administration document is

needed at the enrolment stage. However, still, there is an administrative document in place. Although it is not mandatory, each new student enrolling to public SMP is required to submit a copy of their birth certificate and a certificate of reading the Qur'an. Nevertheless, so far, there were no children challenging this administration requirement.

Following the plan to eliminate financial obstacles (of both direct and indirect costs paid by parents) as a part of the framework of Social Acceleration and Expansion Program, The Government of The Republic of Indonesia launched a program named Social Protection Card or Kartu Perlindungan Sosial (KPS). This program aims to ensure that the poorest and most vulnerable households can benefit from the Social Protection Program and are eligible to receive aid effort to help households to move out of poverty. By having KPS, households are eligible for social protection programs, such as rice for the poor/Beras Miskin (RASKIN), Family Saving Programs for the Welfare/Program Menabung Kesejahteraan Keluarga (PMKK) and Poor Student Aid/Bantuan Siswa Miskin (BSM). Poor Pupils Aid/Bantuan Siswa Miskin (BSM) is providing primary and secondary scholarships to the most impoverished families from the non-fee educational fund.

Furthermore, the last one, compulsory means schools are nearby and reachable so that no transportation cost is needed. Accessibility is confirming the educational institution/school is at a reachable distance with some reasonably convenient geographic location. The government of Padang Municipality has addressed this problem. The students no longer need to walk far to school, or at least the public transportation is available to transport the students from home to school and return. The ticket fare for students is cheaper than the reasonable price. Again, there is no guarantee that children can enrol on the nearby SMP since the admission selection process sometimes dismisses them.

7.3.2 Post – Compulsory

Accessibility is about giving the students access to textbooks, teaching and learning materials, and uniforms. Accessibility is about attending the school, so no children are working at school time, therefore protecting them from exploitation and avoiding child labour. The government and schools are expected to be more active supervising and evaluating the policies that have been made. The great hope of the whole community is for programs to help fulfil their children's educational right, right objective and be sustainable. So the government are delivering the main goals of

the program following the policies. The purpose of creating a smart society which can obtain adequate education and teaching, as the mandate of the law, can be achieved well, if it supported by the implementation policies and work programs that have been made. Government efforts through policy have made but the implementer of policy, in this case, the government officials, need to do a good job. To be able to perform the task thoroughly, the cooperation between the government, schools and the community is required so that this program can run under policy. Besides, government performance evaluation needs to involve the community and the school.

In terms of the availability of free textbooks, the budget included BOS funds available in each school. BOS funds are received by all schools except schools which feel that they are already established and do not want to be bothered with the proposed rules and conditions. Usually, schools that refuse are private schools with sufficient funds. Every school that receives BOS can use it to purchase books. Book spending is carried out by each school because the school holds the budget. Catalogues or references to books purchased refer to electronic system books issued by the Ministry of Education.

It is in line with the statement of the Padang Municipality education office staff interviewed, "Book spending is carried out from each school because the school holds the budget. They take books according to the electronic system books approved by the bookkeeping centre, including existing electronic books". The same comment was also stated by several school principals who said, schools used funds from BOS to buy textbooks that had been given by the government. However, in practice, schools are often sent their books directly. Some schools then felt wasteful because the books provided were not a necessity at school.

In general, students should not be required to use a particular book. As long as the material provided is in a book from the government, the book can be used. However, what happens in the field, there are still several teachers who often give homework which must be done in individual books. It makes students inevitably have to have a different book. Furthermore, the education office staff also stated that ownership of books in each school was their authority and recorded as a school asset. However, the availability of textbooks in schools is felt to be inadequate because there should be many textbooks. With the electronic system, books are considered as one of the efforts to reduce the gap.

The issue of the textbook is not only a matter of content and the quality of content and writing but also the problem of the book business. Several individuals control the textbooks supply, ranging from providing the paper for the books, printing and distribution. The school and students forced to buy books from the printing press they had determined. In addition to the issue of the availability of textbooks as a guide for student teaching materials, the issue of curriculum change is also a concern. At present, the government has decided to replace the SBC curriculum and replace it with the 2013 curriculum. It also affects changes in the handout material. Existing books must be under and follow the new competency standards. Schools must set aside a budget to buy textbooks for students.

In term of uniform, it usually is the responsibility of parents to provide their children's uniform. However, in any case, some parents cannot do that. Two principals in the respondents reacted to this. Both principals used their own money and tried to provide uniform for the students who did not have it. Those principals did it in order to help the children to come to school and not feel different from their friends because they wear proper school uniforms.

Padang Municipality still faces the problems of child labour and beggars. Even if not so many of the children do this, it will bring harmful effects to social – economics issues in the future. Few of them then participated in education. They tend to drop out of school. Being excluded from school potentially traps them in the poverty cycle. For children who beg, the actions taken by the local government are usually to raid them and provide coaching.

However, during observations, these actions did not work to overcome the existing problems. What they need is a practical and friendly approach. It precisely is what two private school principals who were respondents of the study did. One of them went to a crossroads where the beggars gathered, chatted, gave uniforms and invited them to go back to school with the lure of not being charged entrance fees. Another principal went to a remote slum area, visiting low-income families with children out of school. Encouraging parents to send their children to school. The principal promised fee-free education for the children, accommodation in boarding school, meal and pocket money if the children would like to come to school.

7.3.3 Conclusion of Accessibility of Education

So far, the education management at local and school level in Padang Municipality has concerns with the issue of compulsory and post-compulsory in education. While the possible damage to accessibility is a failure of the government to develop or implement programs for vulnerable children to protect them from work exploitation which prevents them from attending school.

7.4 Acceptability to Education

Acceptability is concerning with the guarantees, inform of the regulation and supervision provided by the government. Students receive an excellent quality of educational content, relevant, culturally appropriate and pluralistic. There is no discrimination and delivered by professional teachers and safe schools. Parents are free to observe and choose education for their children based on their best interests.

7.4.1 Regulations

The admission of new students in Padang Municipality is set by the Educational Department, both related to the requirements and the registration schedule. Based on the regulation, the admission of students at the junior high level in Padang is carried out through

four channels. Those are the independent channel, Performance channel, and online channel.

The independent channel is carried out through official selection and academic tests independently by the school organiser who has set a quota limit of capacity that differs from one another. The implementation of an independent pathway starts from the socialisation, registration of prospective participants, administration and report cards, academic tests and announcements. The administrative requirements for this independent pathway consist of a minimum grade of 75 for each subject in the National Examination report certificate in elementary school starting from the first semester of year four to the first semester of year six, award certificates and al-Qur'an literacy certificates issued by accredited institutions. Academic ability tests conducted include Indonesian, Natural Sciences and Social Sciences. Seven Public SMP institutions accept students through this pathway.

Although quotas for students from independent pathways allowed by the Department of Education only complete a third of the total new students that will be accepted, the fact is the field is different. As said by the parent respondent, whose daughter is an SMP

student, from seven classes that could be accepted, only three classes remain for the online pathway. The other five classes are more than 50 per cent filled by students who enrol through the independent pathway. Meanwhile, based on information released by the Department of Education, those schools allowed to accept students from independent pathways total only 33 per cent.

The second is the performance channel. Those are the admission of new students based on their academic, sport, science, art, cultural or religion performance, achievement awards or championships. The students who enrol throughout this channel have to have achievement awards or championships ranked first, second and third at the provincial, national or international level obtained individually by school students from Padang Municipality.

Inclusion channel is the path that is implemented to accommodate and provide the same opportunities for students with special needs to enrol to a higher education level. Provisions in this pathway include learners having documents on the results of assessment tests or assessment results issued by psychologists and have been verified by officials in the Padang City Education Office. The last one, online channel where the admission of new

students of SMP Negeri in Padang City is carried out through online lane.

7.4.2 Supervision

Based on the Government Regulation Number 19 of 2005 Article 57, school supervisors have the function of guiding school principals and teachers, Monitoring eight National Education Standards, Performance Evaluation of School Principals and Teachers. Concerning the function of the school supervisor, the school supervisor carries out supervision activities regularly, programme and continuously. The intended supervision activities include academic supervision and managerial supervision. Academic supervision is a supervisory function that is concerned with aspects of coaching and developing the professional abilities of teachers in improving the quality of learning and guidance in schools. Whereas managerial supervision is the function relating to aspects of school management that are directly related to improving the efficiency and effectiveness of schools which include planning, coordination, implementation, assessment, developing HR competencies education and other resources

The Department of Education conducts the educational supervision in Padang Municipality. Each SMP has to fulfil at least

the minimum standard of quality assurance, safety checks, and provide a healthy environment. School must be comfortable, no violence, no physical punishment, safe, and adhere to the rules. The Department of Education conducts the educational supervision in Padang Municipality throughout the SMP Unit with the enforcement.

From the field findings and interviews with several school principals, it revealed that the supervisors' duties were for formality only. They only do things that regulate administration and do not improve quality. For that reason, there is a need to revitalise the role of school supervisors. The reason was that the school supervisors were the first to support the school principal's performance. The relationship between school supervisors and school principals and teachers is currently not as cohesive as expected.

There are three types of supervisors, namely the classroom teacher supervisor, the supervisor of the field of study, and the supervisor of the school management — ideally, the supervisor of the field of study is taken from suitable teachers. Then seen, selected, and issued a Decree of the teacher supervisors in the field of study. The role of supervisors is

functionally supporting what needed in the budgeting, managerial, and entrepreneurship of the school principal. The principal must also be given freedom as an education manager by the bureaucracy.

7.4.3 The conclusion of the Acceptability of Education

In making education is acceptable to all children, the government of Padang Municipality has conducted concrete steps both in term of regulation and supervision to address the weakness in the enrolment process, especially the channel system. Addressing its potential to educationally excluded children in Padang Municipality.

7.5 *Adaptability of Education*

Adaptable means education is responsive to the condition and interests of the children, evolving with the changing needs of society, contributing to challenging inequalities and be adapted locally to suit specific contexts. Following the adaptability of education, a particular program implemented following existing conditions of the children and their environment (Tomaševski K. , 2001).

7.5.1 Special Programs

The provision of special service education aims to provide educational access for learners so that their right to obtain an education is fulfilled. Moreover, the scope of implementation includes the path of formal education, nonformal, and informal education. In the case of Padang Municipality, to accommodate children with special needs, the government has opened an extraordinary school. The city government of Padang has also changed the status of some schools into inclusive schools, with the aim that children with special needs can learn together with their friends. To support this program, the government has recruited teachers with appropriate educational backgrounds. Not all public schools in Padang are inclusive because of the limited facilities and supporting infrastructure as well as qualified teachers.

From the research findings, it discovered that the fieldwork difficulties and inflexible curriculum factors made children not want to attend school. The difficulties of subjects can make them feel uncomfortable and overwhelmed, and sometimes they consider their school subjects are not related to their daily activities. Some children, especially those located in coastal areas,

feel they do not need school. They do not consider what school offers them and feel that eventually, they will do the same work as the people around their families who are not in school. There are no subjects available which appeal to their interests and talents. It is experienced by children who are academically not too dominant. They tend to like the lessons that could channel their hobby. Learning methods tend to be in a teacher centre, and learning tends to make these children feel bored.

Children from low-income families tend to have low academic ability, and the curriculum tends to make them feel tired and lazy.

“Teaching these children is not easy, we have to decelerate to teach, like driving a car, if in other schools we can teach at a speed of 60-80 km/hour, then at this school, we have to reduce the speed up to 30-40 km/hour.” Said a respondent, one teacher.

The leading cause of children quitting school is natural learning difficulties. The curriculum is overloaded, boring, and needs adequate guidance. The classic approach of informal school sees a teacher of about 40 students. It stops these children getting a chance to understand what they are learning. The situation creates inadequate learning opportunities in schools, and

ultimately leads to students' bad marks; they often scolded or labelled as stupid, and as a result they become unhappy in school. These conditions often affect children thrown in from the formal education system. They prefer to work and raise money for themselves and their family life.

One of the efforts that can be carried out by the local government of Padang City is to implement a community-based curriculum whose material and object of study are policies and provisions carried out in the regions. They are adjusted to the natural, social, economic, cultural needs and additionally adapted to the needs of regional development that should be studied by students in the area. This curriculum provides opportunities for students to be more familiar with the environment in which they live. Another possibility prevents environmental alienation and encourages students to be accustomed to love the environment.

Regarding the local curriculum, things can be done by local governments and schools preparing for the implementation of the curricula in 2013. Utilise local curriculum to attract children and reveal the factors that lead children to become dropouts. The previous description provides more empirical evidence that people are inclined to participate in the development of education, but on

the other hand, it is not easy to invite the public to participate. Barriers experienced by schools while encouraging community participation in the improvement of the quality of education proved it had not been fully realized as a joint responsibility. The reality fully supports the assumption that participation is not easily realized because obstacles are coming from the government and society.

Most of the teachers interviewed said that when dealing with children who come from underprivileged families, they must be able to control themselves and not judge the work of their students. These things are very embarrassing. Over time it will damage your interest in learning. Every student is allowed to make mistakes. They are only asked to compare their results with previous grades, and not with other students. Every student hopes their teacher is proud of them. Their ranking makes some teachers focus on certain students who are considered the best in the class. From these figures, we can learn that actually, the country can be the best flagship in the world, because of their willingness and efforts, as well as the violence and solidity of various parties. The curriculum is too heavy which can make it difficult for some children to digest the lesson. The teachers who are less able to

understand the condition of each child individually, tend to treat the children equally regardless of the ability and absorption of each child. The school environment is not conducive to learning for these children, where on average they go to a school whose quality is also low, with friends who also come from a similar environment. As a result, they are becoming trapped in the cycle of poverty. The environment where they reside is also relatively good, so no one was able to motivate them to go to school. The school management was also less responsive to this condition, and this is probably not a new thing anymore, many people commented on this situation. The quality of educational outcomes as measured by the National Examination is not appropriate, because many factors can affect the education of each child, such as socio-economic level, geographical conditions, public awareness about the importance of education and the education management system, are all highly variable factors.

7.5.2 The conclusion of the Adaptability of Education

Following the adaptability of education, the concrete stages that have been carried out by Padang Municipality Government are as follows. To accommodate special needs children, the government has two solutions. First is an Extraordinary School for those who

have disability issues, and inclusive school for those who have a social economics problem, and special service School for those with outstanding intelligentsia.

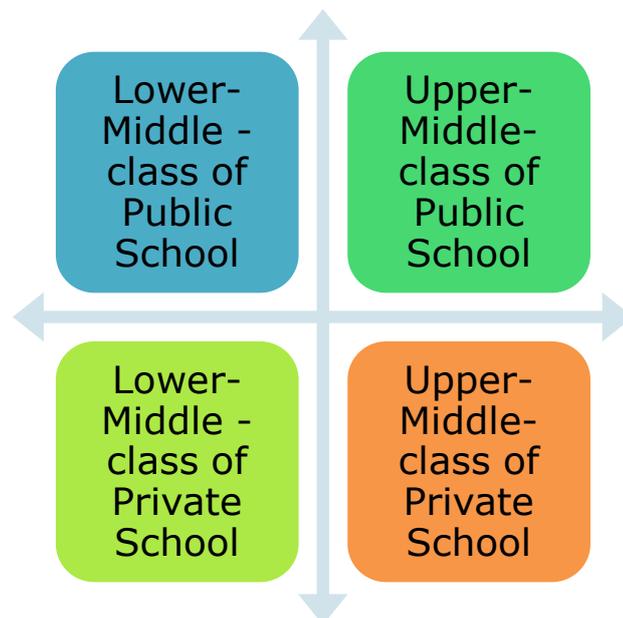
Related to the curriculum, for school parties (principals and teachers), the teaching and learning process should do following regarding the ability of children, community needs, and the environment. To find sources of learning related to the needs of the community. In the development of the local content curriculum, teachers have a very central role, both as planners, implementers, and evaluators, teachers must always conduct an evaluation and improvement of the curriculum. Teachers should give the freedom to choose and determine the materials of local content following the conditions and needs of the region.

7.6 *Summary and Revisit the Propositions of Educational Right and Education Management*

This study proposes a new conceptual framework whilst adopting the educational right's indicators as its measures of achievement. Throughout information from the study of documents, interviews and observation, this chapter reveals the achievement of these implementations in the field.

Field findings show that, although in general education management at the local and school levels has succeeded in meeting the educational right of children age 13 – 15years old, there are still several children who have escaped attention. Most of them are children from underprivileged families and have social exclusion problems, and also have academic problems. They fail to be accommodated to get the right to education due to the systems implemented, primarily due to the admissions system not being in their favour.

Figure 10 Matrix of School Qualification



The field findings, unwittingly, lead to grouping the SMP in Padang Municipality based on its qualification. Realised or not, there are

four qualifications of SMP in Padang Municipality, and those are upper-middle-class of public schools, lower-middle-class of public school, upper-middle-class of private school and also lower-middle-class of private school. The matrix of school classification, as shown in figure 10. The matrix emerged as a result of the admission process of new students in Padang Municipality.

The first quadrant of the matrix is an upper-middle group of public SMP. This group accommodates the first filter input which incidentally are smart children because most of them accepted through independent path based on report card grades and academic tests. The second quadrant is a lower-middle group of public SMP, which is the second alternative for those who not accepted into the first quadrant group. It can say that the academic qualifications of students in this group of school are below those in the first quadrant. In the third quadrant, there are several private schools with good quality which are also other alternatives for those who were not accepted into the first quadrant's school. While the fourth quadrant is a group of private schools which is an alternative for those who are academically unable to apply to first, and second quadrant group, or those who are financially unable to enrol in schools in the third quadrant

group. The average student enrolled in this fourth quadrant has low academic ability, and most come from low-income families.

Those qualifications of school influence each other with the education right's indicators. It happened because the government cannot adequately accommodate all children in school. Furthermore, this situation affects the teaching and learning process, teachers - students performance, curriculum, accessibility etcetera.

In term of availability of education, The availability of educational institutions in Padang Municipality needs to be expanded since the capacity of schools is still unequal to the number of children age 13 - 15. Regarding the quantity and quality of teachers, it still needs a new recruitment of teachers with the relevant educational qualification to meet the needs of the area. The financial support also needs to be consistently increased to support compulsory education.

The accessibility of education in Padang Municipality also faced some problems. There are obstacles faced by the children during enrolment at school, the indirect costs of education such as textbooks, uniform and other equipment, and it is the

responsibility of the student's parents to provide this. The educational system still is not future-oriented, so, it causes problems for the post-compulsory process.

Acceptability to education is still not angled towards the socially excluded and vulnerable children yet. The enrolment process and curriculum are not flexible following their condition; the enrolment system needs to evaluate, and it should be free from discrimination. If not, the gap between schools will increase even more. Curricula development and curriculum improvement are two of the essential things done so that the learning process can efficiently equip students with the ability to learn, learn to work or do something, learning to be and learning to live together. Local government needs to be more creative in implementing the local content curriculum. It is one of the best solutions to accommodate pupils' talents. Regarding organisational arrangement, there is also better coordination between schools and community and home and community — teaching strategies were managing the resources, including teachers and principals.

Field findings found that the admissions system has made children's education fragmented and caught in a loop which is not an ideal environment. The inability of teachers to deal with the

children with social problems, poor execution, as well as the lack of sensitivity of the principal to the environmental conditions shows because there are still children who are not in school during school hours. The inability to seize opportunities in the utilisation of local curriculum makes children bored.

So, overall, the educational right in Padang Municipality is face obstacles in fulfilling the educational right. What the government has done is not fully tackling the problem of social exclusion and child poverty. The next chapter discusses the findings of the role of external bodies in education management in tackling social exclusion and child poverty problems.

CHAPTER 8

EXTERNAL FACTORS OF EDUCATION MANAGEMENT IN TACKLING SOCIAL EXCLUSION AND CHILD POVERTY

8.1 *Introduction*

The implementation of the decentralisation of education management to local government level and SBM provides opportunities for schools to encourage the external bodies to be involved in school activities. This chapter focuses on exploring the roles of the external bodies influencing education management in dealing with the problems of social exclusion toward Universal Primary Education. This chapter consists of six sections, those are: an introduction, the participation of parents, the community involvement, the role of government, the leadership of principals, and a summary and revisit of the proposition.

8.2 *External Factors in Availability of Education*

In term of availability of education, The availability of educational institutions in Padang Municipality needs to be expanded since the capacity of schools is still unequal to the number of children age 13 – 15. Regarding the quantity and quality of teachers, it still

needs a new recruitment of teachers with the relevant educational qualification to meet the needs of the area. The financial support also needs to be consistently increased to support compulsory education.

8.2.1 Parents and Availability of Education

According to the law, funding for infrastructure and facilities, teachers and educational staff is the responsibility of the government to provide, both from APBN and APBD, and also control and decide which schools require substantial funds to complete school facilities. However, chapter seven reveals that although the government at both the national and local levels has committed to allocate its budget for education development, it is still not able to meet all educational needs.

Parents can be asked for help to pay for education contributions, but with aspects of transparency and accountability as well as parental involvement in planning short-term and long-term school budget revenues and expenditure in order to improve the quality of education. The role and control of society in education is a capital of trust in the administration of education. Realise a balanced, quality and affordable education for every citizen. Funding involvement must meet the criteria of the rich

economically, state officials, donors and without a specific bond. Financial assistance from these parents can then be used to procure school facilities or pay teacher salaries, especially honorary teacher salaries. It is following what is expressed by the parents. Although they come from disadvantaged families, but in the interest of educating children, they are willing to pay as much as they can.

Based on the local government regulations of Padang City, public schools are no longer allowed to collect contributions from students, but the regulation cannot apply to the private junior high school. The cost burden is often labelled as "educational donations" according to the school, and it is used for various interests, among others, to complement educational facilities and to build new local classes. Building fee levies are generally through the approval of the school committee. With this charge, it provides opportunities for private schools to develop. Further, restrictions also overcome the problem of the number of civil servant teachers who are decreasing every year.

8.2.2 Community and Availability of Education

Government regulation 48/2008, community responsibility in education funding, can be divided into 2 (two) categories. These

are education funding responsibilities by organisers or educational units established by the community and education funding responsibilities by communities outside the organisers and educational units established by the community. The educational cost component of an established provider or educational unit of the community will include the investment cost of the educational unit, the investment cost of the organisation and management of education, the cost of the educational unit operation, the operational cost and management of education, educational cost and scholarship.

Community and school quality improvement are two things that cannot be separated because one of the principles that exist in the SBM is the participation of the community. In addition to the government, and from the parents of the students, the cost of education can also be obtained from individual donations and donations from organisations within and outside the country. Donations for education costs from the community are usually in the form of equipment and services that are not binding. This contribution is difficult to show in the data and always underestimated in the planning of education costs.

Sources of funds from the public can be in the form of non-binding donations from individuals or foundations or companies that are at home or abroad that have great attention and interest in the development of education and culture. This source of funds is a very effective way to support the implementation of educational development programs, especially for the smooth implementation of education programs held by private (private schools).

The government sees the importance of the private sector's role in expanding educational access of students. One respondent said that without the involvement of other parties. The government could not build a better education. *"We are not able to build a nation, especially it is education, without the involvement of the community. Therefore, it is necessary to participate in the development of education". "The role (the private sector) is huge from the side of the school institution,"* he added.

According to him, the government itself is constrained by the amount of budget. However, during this participation of the community, especially the parents of students, is still very minimal. Public participation has been limited to funding support, while other support such as thoughts, morals, and goods/services are not considered to be improved. Therefore, to improve it needs

to do with some improvement efforts, one of which is to reorient the implementation of education by involving the participation of the community through school-based quality improvement management.

Communities can also be involved in providing financial support, building construction, educational areas, educational techniques such as teaching and learning, providing self-teaching, discussing curriculum implementation, discussing learning progress and others. Many things that can be donated and done by the community to help the implementation of quality education, ranging from using services that are available to participate in decision making. Community participation in improving school quality includes all stakeholders (parents, community and the school committee).

With the education budget deficit, there is no other way but to ask for help from the community. Schools and communities participate in determining the school expenditure revenue budget to fulfil facilities and infrastructure in the education unit. There is no certainty, usefulness and fairness in the education unit is the cause of disharmony relations between stakeholders.

8.2.3 Government and Availability of Education

There are two budget resources for education from the central government. The first is the General Allocation Fund (DAU), and the Special Allocation Fund (DAK) is the allocation of funds from the State Revenue and Expenditure in certain provinces/districts/cities to fund special activities which are the affairs of the regional government and following national priorities, special Allocation Funds divided into several fields including agriculture, education, forestry and the field of marine and fisheries. Special Allocation Funds (DAK) physical education, School Operational Assistance (BOS), regional transfers for teacher visits, and non-physical general allocation funds (DAU).

The Special Allocation Fund (DAK) is divided into two, namely Physical and Non-Physical DAK. There are at least three channels for the use of Physical DAK, including regular, assignment and affirmation. Regarding DAK assignments, allocations are given to Vocational High Schools (SMK) to provide practical space, laboratories and furnishings. As well as assignments in 3T areas (frontier, outermost, and lagging) are intended for the provision of new classrooms (RKB) and teacher residences.

8.2.4 The conclusion of The Role External Factors in Availability of Education

Field research found that the central government has allocated sufficient funds to support the availability of education in Padang Municipality. Especially for DAK, the trend shows that there is an increase of DAK year by year in Padang Municipality. However, still, they cannot fulfil the needs for educational institution in Padang Municipality. The role of the community to cover the shortcomings in the availability of educational institutions is very significant. It is evident from the number of private schools in the city of Padang. Besides, CSR in the form of scholarships from large companies are also quite widely available.

When the government is unable to meet the needs of the education budget, parents and the community and the central government can assist according to ability. The budget assistance can then be used to build school infrastructure and complement school equipment. The budget assistance can also be used to pay the salaries of teachers and honorary staff and finance their capacity building activities.

8.3 External Factors in Accessibility to Education

So far, the education management at local and school level in Padang Municipality has concerns with the issue of compulsory and post-compulsory in education. While the possible damage to accessibility is a failure of the government to develop or implement programs for vulnerable children to protect them from work exploitation which prevents them from attending school.

8.3.1 Parents and Accessibility to Education

The culture of the school is very much attached to the people of Padang Municipality. Very rarely do children go to school. So far, most parents are very concerned about education for their children. As is known, the average length of schooling in Padang City has reached 11 years, meaning that there are not many children aged 13-15 years who do not attend school. The awareness of parents to provide school uniforms, textbooks and other equipment is quite high. Parents always try to meet the needs of their children's schools.

While a part of the community, and also to make sure they obtained their rights, parents have to develop effective communication with schools periodically. Communication provides

an opportunity for parents to monitor and simultaneously report the development of their children in school.

The trend of decentralisation and SBM has emphasised educational accountability to stakeholders, and it assumes that it will reshape the school-community relationship. The new conceptualisation highlights the process of how parents have been included in school governance in four phases, and those are parents as unwelcome guests, parents as volunteers, parents as clients, and parents as school governors (Mulyasa, 2002).

Learning experiences designed in the curriculum must be relevant to the needs of the community, which is called the principle of relevance. There are two kinds of relevance, namely, internal relevance and external relevance. Internal relevance is that each curve must have harmony between its components, namely the harmony between goals that must be done, content, material or learning experience that must be possessed by students, strategies or methods that are also used to see the achievement of goals.

To make sure they obtained the rights, parents have to develop an effective communication with schools periodically.

Communication provides an opportunity for parents to monitor and simultaneously report the development of their children in school.

Weak economic circumstance is one of the major causes of school dropouts. If the economy situation of the child's parents is limited, instead of supplying the educational needs of children, the basic needs of the children cannot be met. This situation then influences the desire of the learner to be diligent in their education. Besides economic support, the determinant of the success or failure of one's education is influenced by the level of education of one's parents, and also by parents knowledge and understanding of their own position, roles, functions and responsibilities in the education of children. A lack of knowledge and understanding in parents is detected in their inability to complete the education of their children. We can see this from the large number of children dropping out of school as well as in the increased unemployment rate.

8.3.2 Community and Accessibility to Education

In addition to being actively involved in the activities of the education unit, the community can also demonstrate its responsibility for education in other forms of participation. People

can become foster parents by providing education and non-educational assistance to these children so that they can enjoy education. It will be very helpful in overcoming financial problems in conducting education.

Social culture has a weak role in the developing awareness of the importance of family education. Families often ignore the values of education within the household, allowing children to play and hang out without adequate control. Displaying a lack of attention when communicating with peers, and the apathy of most of parents towards manners in the social life of children in their playing environment.

8.3.3 Government and Accessibility to Education

In line with the above program in 2005, following the cut off of the fuel subsidies fund, the government started to divert the fuel subsidies fund into the School Operational Fund (Bantuan Operasional Sekolah/BOS). The legal protection of this program is contained in Presidential Instruction Number 5 the year 2006 on the National Acceleration compulsory of Nine Years of Basic Education and Literacy. This fund is given to the school if it needs it, so schools don't need to collect any fees and cost from students.

In accommodating children who cannot attend school regularly due to economic reasons, in 1996, the government provides Open Junior Secondary School or SMP Terbuka. One of the challenges of compulsory education in Indonesia is that some children have to work to help their families to earn enough money. The education system should be sensitive as well as responsive to such problems. SMP Terbuka is the answer to this issue. This system is deliberately designed to provide education to children who live in isolated areas and come from low-income families. Helping their parents to work is a necessity.

SMP Terbuka provided by government and fee free. It is a formal education institution that is not independent but sticks on main SMP (SMP induk) with self-learning methods. Students learn independently or in a group for at least 16 hours of lessons a week with mentoring by tutors in activities, and in a class at the main school at least 12 hours a week with mentoring by the main school teacher as well. Tutors are members of the community who care about education.

Even if it's not given direct to the family, it empowers parents in supporting their children's education, because the fund may compensate some direct cost borne by parents especially for

children whose parents have a relatively low income. With this program, the children, especially those from low-income families, are free from all forms of contribution. Also, the provision of BOS was intended to provide easy access for school-age children to educational services.

The central government is always trying to make the best regulations and legislation with compulsory and post-compulsory. The central government has also provided free textbook files that can be downloaded by parents, students and teachers anytime.

8.3.4 Conclusion of the Role of External Factors in Accessibility of Education

In contrary to the availability of education, the role of external bodies in creating a compulsory education in Padang Municipality is relatively low. Following ensuring the availability and accessibility of education, it needed an acceptability of education. Acceptability concerning the guarantees, information of regulation and supervision provided by the government. It means the content of education is relevant and pluralistic, non-discriminatory, culturally appropriate and delivered by professional teachers and safe schools.

8.4 External Factors in Acceptability of Education

Acceptability to education is still not angled towards the socially excluded and vulnerable children yet. The enrolment process and curriculum are not flexible following their condition; the enrolment system needs to evaluate, and it should be free from discrimination. If not, the gap between schools will increase even more. Curricula development and curriculum improvement are two of the essential things done so that the learning process can efficiently equip students with the ability to learn, learn to work or do something, learning to be and learning to live together. Local government needs to be more creative in implementing the local content curriculum. It is one of the best solutions to accommodate pupils' talents. Regarding organisational arrangement, there is also better coordination between schools and community and home and community — teaching strategies were managing the resources, including teachers and principals.

8.4.1 Parents and Acceptability of Education

Parents are free to observe and choose education for their children based on their best interest principles. Education has to be pluralist and guarantee that all children have their right to religious and moral education in conformity with their convictions,

which established outside the public school system. It's violated when a minority or other independent schools unjustifiably closed or where, for example, poor children are channelled towards monastic religious schools without being offered any alternative educational opportunity. Minimal standards should be in the form of quality, safety, and good environmental health. Schools have to be safe, including the exclusion of violence in schools, especially the prohibition of corporal punishment and environmental health standards must be adhered to.

Parents are one of the partners of schools and can participate in learning, planning / development and in classroom management at school. So far, based on the observation, the role of parents in education management consist of:

1. Just educational services provided. For example, parents are just getting children into school and surrender completely to the school.
2. Give the contribution of funds, materials, and energy, for example in the construction of school buildings.
3. Received passively whatever is decided by the parties associated with the school, such as school committees

4. Received consultation on matters related to the school. For example, a school principal in consultation with the school committee and parents on the issue of education, maths learning problems, etc. In the fourth MBS concept should always happen.
5. Gives certain services. For example, schools in cooperation with certain partners such as school committee and parents representing the school in collaboration with the health centre to provide counselling about the need for breakfast in the morning before school, or nutritious food for children.
6. Doing activities which have been delegated or devolved school. Schools, for example, ask the school committee and parents of certain students to provide counselling to the public about the importance of education or other important things to progress together.
7. Taking part in decision making at various levels. For example, parents of students participating in discussion and take a decision on the plan of learning activities in schools, both in the financing, development, and provision of learning aids.

8.4.2 Community and Acceptability of Education

Another step in the public participation process is the formation of the group. This will be fostered through group solidarity, cooperation, deliberation, a sense of security and trust. One effective way to form a group is the same approach as the primordial interests. In the primordial group, the group members will receive the same reference, the primordial in opposition of the group, members will feel the presence of new things if they are willing to compare it with the old situation. This will lead to a preoccupation and motivation itself through the group. The member will develop the program, work systematically, gain a sense of control and progress as a result of their activities.

Social control of society has become one of the influence factors of the educational system of Indonesia. As part of democracy, An education policy comes from the people and is for the people, and therefore to promote community involvement in education is vital. While the community, a group of individuals who are not part of the government, participate and are concerned with the different educational areas. (Ministry of National Education, 2003).

Public awareness in participating in educational processes can be in the form of participation in the decision-making process related

to the needs of themselves and their group in the surrounding community. Ways of participating in society can collectively actualise in the form of meetings and also the establishment of local institutions by the community itself.

Deliberation is a typical Indonesian cultural approach that can be included in the process of the exploration of needs and identifying problems. Deliberation also a form of means to increase the sense of participation and ownership of the development planning and decision. Consultation can be a type of analysis of needs and not just a superficial desire for the fulfilment of immediate needs. Therefore, the selection of the people who represent as workshop participants for purposes such as formulating a community needs to be truly capable of channelling the aspirations of the people they represent.

Based on The Act of The Republic of Indonesia Number 20 the year 2003, community participation in education can be in the form of community – based education, and according to this kind of participation:

6. The community has the rights to provide community-based education at formal and non-formal education with stress on

cultural values, religion, and social norms, for the benefit of the community.

7. Community-based education providers have to design and implement curriculum, evaluate and manage education programmes and funds based on the formal national education.
8. The funding of community-based education can be from the provider, community, government, local governments, and other sources that are not in violation of the regulations that are in force.
9. Community-based educational institutions shall receive technical assistance, subsidies, and another form of aids, which are fair and equitable from the government and local governments.
10. The Government Regulation shall further stipulate the implementation of the provisions for community-based education.

At the school level, community participation as part of school committee can provide feedback and advice to schools on educational policy and programs, education budgets and spending plans for the school. In short, the school committee is expected to

play a supportive role, giving consideration, mediator and controller of education in schools.

Officially the existence of the school committee is indicated through The Decree of the Ministry of National Education of Republic of Indonesia Number 44 the year 2002 on the Education Board and the School Committee (Ministry of National Education, 2002). Regarding its formation, the school committee adheres to the principles of transparency, accountability, and democracy. The school committee is expected to become a partner of the school which can accommodate aspirations as well as community initiatives in the delivery of operational policies and educational programs in schools.

The rules and functions of the school committee, among others, is to encourage the growth of attention and commitment of the community towards the implementation of quality education. Encourage parents and community participation in the teaching to support the improvement of the quality and equity of education, and raise funds to (or "intending to") finance public education in the educational unit.

Increased participation is the creation of an environment that is open and democratic between the school personnel that consist of educators, students, educational personnel, and the community which includes parents, community leaders, scientists and entrepreneurs. They are encouraged to become directly involved in education, ranging from decision-making, implementation, and the evaluation of education is expected to improve the quality of education. It based on the belief that if a person is involved in education, the subject will have a "sense of belonging", so they also will be responsible and dedicated fully to achieve the educational objectives. In short, it can say that the greater the level of participation, the greater the sense of belonging, the largest sense of belonging, the greater the sense of responsibility, and a greater sense of liability, the greater dedication.

Development undertaken by the State, including one form of implementation of the policy is formulated. The shape of the building is not only physical and mental problems, but also once constructed, of community participation. Community participation thus includes part or the object of development itself. The community is also seen as authorised capital development, which if encouraged would be a great contribution to development. Their

involvement in carrying out the wisdom - the wisdom of the state, including the wisdom of education, is a manifestation of the use and utilisation of the authorised capital development. Public participation in the implementation of the policy, is not just simply viewed as the loyalty of people for their government, but which is equally important as his own. With a sense of belonging to the policies, people will more and more contribute to the implementation of wisdom, including educational policy.

Community service users, as educational institutions, have an obligation to develop and sustain the implementation of the educational process, as mandated by law - the National Education System Law No. 20 of 2003 Chapter IV which includes the point that education is a shared responsibility between government, communities and families. The participation of the public and community in education includes the participation of individuals, groups, families, professional organisations, employers and community organisations in the administration and control of the quality of education services. Other than that, the community can participate as the source, implementers and users of results.

In Government Regulation No. 39 1992 Chapter III Article 4 community participation can be in the form of:

- a. Establishment and implementation of education units on education track or path of school education, in all types of education except service education, and at all levels of education in education track.
- b. Procurement and provision of educational personnel to carry out or assist in the teaching, coaching and / or training of learners.
- c. Procurement and provision of expert assistance to help implement learning activities and / or research and development.
- d. Acquisition and / or education programs that have not been held and / or organised by the government to support national education.
- e. Procurement of funds and assistance that may be endowments, grants, donations, loans, scholarships, and other similar forms.
- f. Procurement and provision of rooms, buildings, and land to carry out the teaching and learning activities.
- g. The procurement and provision of textbooks and educational equipment to carry out the teaching and learning activities.

- h. The provision of opportunities for internships and / or job training.
- i. The provision of assistance for the implementation of the educational unit management and development of national education.
- j. Provision of thought and consideration with regard to the determination of policies and / or implementation of educational development.
- k. Provision of assistance and cooperation in research and development activities
- l. Participation in educational programs and / or research conducted by the government on the inside and / or outside the country.

Participation is an important prerequisite for improving the quality. It is an individual externalisation process, as described by Berger, that externalisation is an outpouring of continuous human presence into the world, both in physical and mental activities. The externalisation process according to Berger, is a must for human beings, and in practice it cannot stop the outpouring of themselves into the world they occupy. Humans will move out to express themselves in the world around them. Participation as a process

of social interaction is determined by the objectivity that is determined by the individual in the subjective world which can be distinguished by socio-cultural conditions of the school.

For schools with community participation in educational development, is the objective reality that the understanding is determined by the subjective conditions of parents. Thus, participation requires a common understanding or objectivity of schools and parents in the school's objectives. That is, it is not sufficiently understood by the school that participation as an important part for the success of the school in improving the quality, because quality objectives are difficult to obtain if the understanding in the world of inter subjective (students, parents, and teachers) show a discrepancy in the knowledge of quality. The purpose of participation also allows a broad opportunity in society's role in education, it once again shows that the state is not the only education provider.

The description above provides a more empirical view that people are basically inclined to participate in the development of education, but on the other hand is not easy to invite the public to participate. Barriers experienced by schools trying to encourage community participation in the improvement of the quality of

education proved that it has not been fully realised as a joint responsibility. The reality fully supports the assumption that participation is not easily realised, because there are obstacles coming from the government and society.

Meanwhile, to get the community involved, especially in terms of implementation needs effort and engineering.

Some efforts can be carried out as follows:

1. Offer sanctions on people who do not participate. Such sanctions may include penalties, fines, and loss to be suffered by the offender.
2. Offering a gift to those who want to participate. Such prizes based on the quantity and the level or degree of participation.
3. Persuade the members of the community including the elders with wisdom to become involved, it will benefit the community itself, both in the short term and long term.
4. Call for communities to participate through a series of activities.
5. Linking community participation with a better bureaucratic service.

6. Using key public figures who have a large audience to participate in sharing wisdom, so that their followers also participate to implement wisdom.
7. Linking community participation in the implementation of wisdom with their interests. Society does need to believe, that there are many interests they can serve, if they participate in sharing wisdom.

Recognizing public participation as it is legally established, is one form of implementation that enables the realization of the aspirations of the people:

1. Culture of paternalism practiced by society makes it difficult to discuss openly.
2. Apathy because during this time the community is rarely involved in decisions by local governments.
3. Lack of public trust in the government.

An education policy that comes from the people and is for the people, and therefore promotes community participation in education is very important. But it is not easy to make people participate in the implementation of education policy, the constraints derived from the government are: a weak

commitment by decision-makers in areas to involve the community, lack of human resources, lack of budgetary support, and the community in the form of lack of openness of society, apathy and no trust of the government. Efforts to tackle these problems could be: offering a reward for sanctions and active community participation, providing information about the benefits of the role of the community, using the figures in society as any other motive, explaining the benefits and appreciate every aspiration of the people.

However, during this time, the public participation of parents in education is still very minimal. Community participation has been generally limited to financial support, while other support such as thinking, moral guidance, and goods/services get less attention; therefore it is necessary to improve the situation. One way of doing this is to reorient the delivery of education by involving the community through the management of school-based quality improvement. Society plays a vital role in the implementation and administration of education, especially in educating morality/religion. Sending their children and paying for their children's education needs.

The decentralisation of education requires community participation. In this case, the purpose of participation as an effort to improve the quality of the educational unit is quite varied. Participatory forms namely in School-Based Management, parent participation in quality programs, school committees, school funding, address the problem of child participation in school discipline, educational participation in the perspective of students and teacher participation in school resilience. The forms of participation that occurs in the educational unit and the problems faced by the schools' areas generally described.

8.4.3 Government and Acceptability of Education

Compulsory education is a minimum education program that must be followed by Indonesian citizens and the responsibility of the central government and local government. In accordance with the central government's policy on decentralisation, the authority to administer education is returned to the local government. However, all obligations arising from the delivery of education are still borne by the central government. The central government has issued various policies regarding the financing of education.

According to the laws of the Republic of Indonesia Number 23 the year 2014, which is a replacement of the law number 23 of 2004

on local governments, education is one of the affairs required to be held by the government at both the national level and local levels. It is because education is a basic service or public service to meet the basic needs of citizens, and it is the responsibility of government to address the need.

According to the laws of the Republic of Indonesia Number 23 the year 2014, which is a replacement of the law number 23 of 2004 on local governments, education the roles of government in education management as follows.

4. The Government; both central and local governments have the right to guide, supervise, assist, and monitor the implementation of education by the regulations, which are in force.
5. The governments have to provide services and facilities and ensure the implementation of quality education for every citizen without discrimination.
6. The Government; both central and local, also have to ensure the availability of financial resources for the implementation.

From the government's side, there are some obstacles: lack of political commitment, area decision makers need to seriously involve the community in decisions concerning public services.

1. Lack of reliable human resource support to implement strategies for improving community participation in public service.
2. Low ability to actualise the legislature for the benefit of society.
3. Weaknesses of financial support, because of the activities of public participation is often only seen as a project, then the government does not run the funds on an ongoing basis

That is why discussing the management education in Indonesia, is especially about equal education opportunities, it cannot be separated from government. Moreover, the central government has another responsibility in education management, and those are:

1. The role of the central government in making the policies related to education.
2. The government tasked with establishing a uniform national standard curriculum across the country.

3. The government regulation affected the implementation of the educational system of Indonesia.
4. The Government to formulate a national curriculum that is implemented in the whole country. In the term of curriculum, to accommodate community-based education, the government gives space for the community, school, and local government to deliver a local content curriculum based on their interests.

Although SBM is applied, it is not allowed to deviate from the legislation applicable. The role of government in education management is still dominant because as a developing country which is still having a problem with poverty, income distribution and isolated areas, the function and control of government is still urgently needed to solve the problems in accessibility to public goods (Sjafrizal, 2009). The role of government is necessary especially in funding, providing facilities and infrastructure, and curriculum, system and policy.

In general, the shift of the dimensions of centralisation into decentralised education management and SBM should be in the corridor of the legislation in force. It should note that decentralisation does not mean that all educational affairs in a

fully transferred, some part of affairs are still in the authority and responsibility of the government, provincial and local government.

As a part of the framework of the Social Acceleration and Expansion Program, The Government of The Republic of Indonesia launched a program named Social Protection Card or Kartu Perlindungan Sosial (KPS). This program aims to ensure that the poor and vulnerable households can benefit from the Social Protection Program and are eligible to receive the aid effort for households to move out of poverty. By having KPS, households eligible for social protection programs, such as rice for the poor/Beras Miskin (RASKIN), Family Saving Programs for the Welfare/Program Menabung Kesejahteraan Keluarga (PMKK) and Poor Pupils Aid/Bantuan Siswa Miskin (BSM). Poor Pupils Aid/Bantuan Siswa Miskin (BSM) is providing scholarships to primary and secondary students from poorest families from a non-fee educational fund.

8.4.4 Conclusion of the Role of External Factors in Acceptability of Education

In accordance with ensuring the availability and accessibility of education, it needed an acceptability of education. Acceptability in relation to the guarantees, inform of regulation and supervision

provided by the government. This means the content of education is relevant and pluralistic, non-discriminatory, culturally appropriate and delivered by professional teachers and safe schools.

8.5 External Factors in Adaptability of Education

Following the adaptability of education, the concrete stages that have been carried out by Padang Municipality Government are as follows. To accommodate special needs children, the government has two solutions. First is an Extraordinary School for those who have disable issues, and inclusive school for those who have social economics problem, and special service School for those with outstanding intelligentsia.

Related to the curriculum, for school parties (principals and teachers), the teaching and learning process should do following the ability of children, community needs, and the environment. To find sources of learning related to the needs of the community. In the development of the local content curriculum, teachers have a very central role, both as planners, implementers, and evaluators, teachers must always conduct an evaluation and improvement of the curriculum. Teachers should give the freedom to choose and

determine the materials of local content following the conditions and needs of the region.

8.5.1 Parents and Adaptability of Education

The first centre of education is the family environment, education in the family environment is very strategic because it provides education to the intelligence, character or personality and the preparation of life in the community. Parents will be an example for children, and children will usually imitate what is done by parents. So, parents should be able to provide exemplary and good daily habits which can be an example for their son or daughter.

Education is not just a government responsibility, but also the responsibility of parents and the community. In the Law on National Education System Number 2 of 1989 Chapter I Article 1 it is stated that supporting the implementation of education is embodied as personnel, facilities, the infrastructure available and utilised by families, communities, learners and governments, both owned individually or jointly.

This suggests that the role of parents aims to leverage the existing capabilities of parents for education to achieve educational goals,

especially in the era of SBM, the role of parents and the community is crucial. In the framework of the School Based Management (SBM), the school is seen as a formal educational institution-life of the people, by the people and for the people. School is definitely not a school that runs isolated from the community, but the school is oriented to the realities of life and living together in societies in both communities' parents, organised society, or society at large. Society has the potential to be utilised in support of school programs. For it to be able to grow and flourish, school programs should be in line with the needs of the community.

8.5.2 Community and Adaptability of Education

There is a need to accommodate special religious or cultural holidays so that students are not punished by their absence on that day. Schools failed to accommodate students with disabilities for taking the time or working up to taking an exam on a different day, or getting suitable accommodation. The National Language becomes the obstacle for the cultural and linguistic minorities participating in the learning process, while the government is not aware of it. If the rights of children do not exist, it is because they still cannot attend school, cannot escape from child labour, forced

marriages or the manner of teaching has no regard for different social and cultural settings.

8.5.3 Government and Adaptability of Education

To accommodate the dropout of pupils and adults, the government of Indonesia has provided Packet A Program (Kelompok Belajar Paket A), a program which is equivalent to SD, and Package B Program (equivalent to SMP). The legal basis of this program is Education Minister Decree Number 0131/U/1994 on the Package A Program and Package B Program. These programs are not formal education systems which are initially intended as means of illiteracy eradication.

The basis of these programs has been expanded as one option to provide education to children of the basic education age bracket who live either in urban or rural areas, but who cannot afford to go to schools. Flexibility is among the important characteristics of these programs and others are free and life-skills oriented. Unlike Open SMP, tutors are the main facilitators of the learning process. These programs are allied to regular schools. However, teachers may serve as tutors on a voluntary basis. There are many professionals who also register themselves to become tutors due to their concerns about education.

This program also aims to accommodate children from homeless families and to work at street level with either beggars or scavengers. Both the children and their parents tend to be resistant to education since they cannot bear any opportunity costs. They survive based on what they get for the day. It means that attending a learning process means forgoing a substantial portion of their family's income. Like any other conventional system, the system fixed for the education of street children should be flexible in terms of learning time and teaching method.

To accommodate immigrant children, the government of Indonesia provided education specifically for this group of children. The biggest number of immigrant children live in Malaysia, a neighbour country of Indonesia, in which their parents typically work in the plantation areas. Some those children were found not to have started a proper education yet. Starting 2008, the government of Indonesia is taking a quick solution. It will build a school in the towns closest to the plantation areas. This school will play a dual role. First, it functions as a school like another school, and secondly it serves as a learning centre. It will also provide a place for children of non-formal education to learn and manage the program which are scattered around the local areas.

To accommodate learners who have difficulties in the following process of learning because of their physical condition, emotional, mental, and social deficiencies, and also for those with proven intelligence and especially gifted, in 2010 the Government of Indonesia provided special education or inclusive school. In the same time, to accommodate the learners in the remote and less developed areas, isolated areas, and for those who are victims of natural disasters, suffer from common deficiencies, and those who are economically disadvantaged, the Government of Indonesia also provides education with special services.

It is the type of non-formal education that known as distance learning. Distance learning provides educational services to any group of people in the community who cannot attend face-to-face courses or regular classes. The assessment system ensures that the quality of graduates is by National Education Standards, so the outcomes of these programs shall be recognised as being equal to the results of formal education programs.

To support this program, The Ministry of Education and Culture through the Centre for Information and Communication Technology Education (Pusat Teknologi Informasi dan Komunikasi Pendidikan/Pustekkom) worked in collaboration with the Microsoft

as Partners in Learning. The program launched the portal Home of Learning (Rumah belajar) with computer-based learning, on 15 of July 2011. The Portal of Learning provides a variety of teaching materials and facilities for communication and interaction between the education communities and provides educational materials for teachers, student learning materials, a vehicle for community activities/forums, task bank, instructional media catalogue, and lesson plan templates.

This portal helps to improve teachers' pedagogical competence and professionalism, and also allows students and teachers to interact and conduct virtual learning without the limitation of time and location. With a target to reach all educators and students in remote areas to access information easily, it can be enjoyed by all elementary and junior high school students without exception. To achieve this target, Microsoft has provided training to teachers and students throughout Indonesia, and in the future, Pustekkom will also establish cooperation with UNESCO, the World Bank and Telkom Indonesia for ease of virtual learning interactions to the country (Nurhayati, 2012; Anggraini, 2013).

In line with this program, in 2011, The Ministry of Education also mapped up a plan to use the broadband facility as one of the

media of education. This program is following to Indonesian government's plan to map the National Connectivity to realise the aim of all of Indonesia being locally integrated and globally connected through broadband. In response to this plan, this type of education was planned to start in the year of 2012.

8.5.4 Conclusion of Roles of External Factors in Adaptability of Education

Based on fieldwork findings, factors that cause a lack of role for parents in the education of children consists as follows. Parents are too busy at work - one of the negligence factors is the busyness of parents and a lack of harmony in the family circumstances. This situation can cause children to fall into situations that are not good, as well as the education of children to be neglected. The broken home is one factor that frequently occurs and results in a parent's lack of attention to their child. So that the child's education is affected too. The economic conditions are very important for these children, but if there is less support in the economy it can be one of the factors that cause parents to give less education to their children. Until now, many parents were less attentive to their children's education, whereas now, support for children's education is very important and is the main thing to be noticed by parents when it is stopped.

Things like this are more common in poorer families and consequently stunted children's education. In this case the fund factor in education is crucial. If there is an absence of sufficient funds, a child cannot be expected to get a perfect education. Things like this that can cause problems for children in the future.

8.6 *The Need of Leadership*

Four of the five school principals interviewed showed leadership capability by the way they talk with each other. Here, leadership held a key to turn the roles of external bodies to become more active. Best practice in addressing the issue of social exclusion and child poverty is by making the external bodies more actively participate in supporting education management both at local and school level. Moreover, here the role of leadership is needed to become the motor in empowering the externalities toward its institutional goals. So, without overlooking the role of external factors, the study found that the leadership of principals is key to tackling the remaining problems.

Based on fieldwork findings, leadership is the pivotal factors in the work of education management. Principals with leadership are teachers gaining an additional task to control the process of

establishing the working conditions of public services in the field of education in schools. School principals are in charge of designing, planning, implementing, supervising, organising, and evaluating all matters relating to the processing facilities, infrastructure, personnel, students and the school environment and then used as a foundation or capital in an effort to achieve the goal of improving the quality of the creation of the school.

To carry out a series of tasks as described above, the function of leadership for a school principal should be maximized. A principal who in addition to having an obligation to teach a minimum of six hours of lessons each week, also must be equipped with adequate leadership skills, because the merits of a school is determined by the ability of the principal to manage any potential that exists in the school environment. This potential is valuable and should be a proportional function of leadership and responsibility for principals.

The function of leadership is to influence others in a group to do something in order to achieve the purpose of the group with all the maximum effort without coercion. The principal as the main leader in the school, of course, also must have the ability to motivate teachers, school caretaker, school administration staff,

and the community (school committee) to work together to achieve a planned goal together.

Means quality schools, where schools have been able to maximize the potential of students, to use science and technology that through a learning process in the school of public life. Quality school is a school from which graduates can apply the science and technology skills they had learned through processes in the school for the sake of advancing the nation and the country. The school principal as a leader in the school should always work towards the public's expectations.

Through his leadership duties, principals should ideally always be designing and planning the achievement of school improvement programs in every school curriculum development, school principal or work program both short, medium or long term. All matters which are planned for the school should be discussed openly with the community around the school, in order to grow fresh ideas that are right on target and effective. So that people around the school have a sense of devotion to the school. It requires sensitivity as the principal and leader. If these steps are sustainable it will create a unit of complementarity between the

school and the environment, that will create an increase in the quality of the school.

However, the reality in the field sees leadership weakness occur due to many factors, appropriate skills to educational leadership insights that are still lacking. Not all school principals understand the meaning of leadership quality as well as the functions needing to be executed by educational leaders. Everyone who contributes to the formulation and the achievement of common goals is the leader, but the individuals who are able to give a greater contribution to the formulation of objectives and gathering together a group in cooperation to achieve it, is considered a real leader. The person holding the post of principal is the educational leader.

The third is school a private boarding school that is funded by the seacoast community. This school is also unique because almost all the students are both poor and have social exclusion problems. They were discovered by the principals who actively go to the isolated, slum and poor areas to find children aged 13 – 15 years' old who are not in school during school time.

The school principal turned out to influence the school's success in preventing children from dropping out of school. This is evident from the various interviews with school principals who have a true concern for the public.

8.7 Summary and Revisit the Propositions

The role of externalities in education in Padang City divided into two categories. First, the role as a provider of educational facilities and infrastructure, second to participate in education management through school committees. It is in line with the implementation of the decentralisation of education management to local government level, and SBM. This chapter concludes that so far, in the role of local government in order to accelerate the achievement of the 9-year compulsory education. It is necessary for the active participation of various community, especially those related to tackle child poverty and social exclusion problems. Parents are urgently needed to give opportunities and encourage children.

The role of external factors significantly influence the work of education management. But so far, the role of external bodies still in the form of passive roles. Whereas, education management

needs the active participation of external bodies to make it work better in achieving the goals. Parents and communities in curriculum development have two roles, namely as compilers and as implementers of the curriculum. In the preparation of the curriculum, perhaps only some parents are involved, while the role in the implementer is very close cooperation with the teacher and the principal. Parents also have roles in participating activities, such as discussions, workshops and parent and teacher meetings.

Here, leadership held the key to turn the roles of external bodies to become more active. Best practice in addressing the issue of social exclusion and child poverty is by making the external bodies more actively participate in supporting education management both at the local and school level. Moreover, here, the role of leadership is needed to become the motor in empowering the externalities toward its institutional goals. So, without overlooking the role of external factors, the study found that the leadership of principals is the key to tackling the remaining problems.

The external factors participate in education management throughout the school committee; schools are on the broader community or the local community. They have tradition which is rich with the involvement of students and their communities in the

organisation of education. Of course, they also have the original nature of the school in the eyes of the hearts of families and communities in Indonesia. Communities are involved in various education services that include program planning, monitoring, and evaluation of school committees.

The purpose of the establishment of the school committee is to have a community organised schools that are committed and loyal and care about improvements in school quality. The established school committees can be developed typically and rooted in culture, demographics, ecology, value of agreement, and trust built following the potential of the local communities. Therefore, the school committees which built must be the developers of the philosophical wealth of the social collective. That is, school committees develop oriented concepts user (client model), power-sharing and advocacy model, and partnership model which focused on improving service quality education, including special needs education / inclusive education.

During this time, the school committee, in general, runs the fund collector function. It is what then brings up the auto stamp label or ATM school. Following, the role of the school committee should be more strategic and vital in the education world. The school

committee should ideally be a control tool and a container to channel the aspirations of the pupils to the school, but what has happened so far was the opposite, the composition of the school committee members did not represent and represent the aspirations of the student guardian.

A respondent said that all this time the school committee did have a function to raise funds for school needs. However, it was only because of the school needs. The school committee does not always take advantage of this. The reason is that the school committee's arrangement is only voluntary without being given any compensation. It is feared that if it is limited, no one wants to become a school committee, because they are afraid that it will be mistaken for illegal fees and so on.

The issue of education cannot be left entirely to the government, because the government will not be able to solve it on its own, as the field findings outlined in chapter 7. Therefore the private sector and the community also need to take part in completing. As revealed in chapter 8, it turns out that community participation and the private sector can overcome the problems of education in the city of Padang. One solution that can be given to overcome problems in private schools is to find donors from community

organisations or corporate social responsibility from companies operating in the city of Padang.

CHAPTER 9

THE BEST PRACTICE PRINCIPLES IN TACKLING SOCIAL EXCLUSION AND CHILD POVERTY

9.1 *Introduction*

The goal number three of this research is to establish 'best practice' principles for education management at a local level that tackles social exclusion and child poverty. Best practice is the implementation of a concept or technical system that is widely used by individual and organisations and which is useful in achieving remarkable success in comparison with others.

9.2 *Best Practice based on Educational Right Indicators*

9.2.1 *Best Practice of Availability of Education*

Available required financial commitment, infrastructure and facilities, and also adequate teachers and educational staff. If it is so, the government has legal obligation to establish educational institutions and fund them or give a permit to parents and non - government agencies to do the development, and then use a

combination of these to ensure that education is available. Here below is the best practice in the availability of education.

So far, the government, both central and local levels, has committed to allocate 20 per cent of the APBN and APBD to education. This commitment must be maintained and enhanced in order to increase the coverage of all the needs of achieving educational goals. However, the budget allocation is not enough to provide adequate educational institutions. This issue cannot be left entirely to the government, because the government will not be able to solve it on its own since they have limitation in budget. Therefore, non – government such as the private sector and the community also need to take part in completion. It is in line with chapter 8, and it turns out that community participation and the private sector can overcome the problems of education in the Padang Municipality. One solution that can be given to overcome problems is encouraged non – government organisation to participate in providing educational institution. Community, as an individual, throughout a social organisation, corporate social responsibility or religion organisation, also showed their commitment to provide education funding assistance.

Community involvement can assist Padang Municipality in the form of providing infrastructure and facilities. The awareness of matching the number of school-aged children with school building and facilities. Field finding shows that the government of Padang Municipality, even if it has taken the concrete steps in providing schools and the facilities, still cannot adequately accommodate all children age 13 – 15 years old yet. Educational institutions and functioning programs are not available in sufficient quantities yet. If it is so, here the participation of private sectors are needed.

Another homework of education management regarding availability is Are matching with the number of pupils. Teachers should be trained and receive competitive salaries based on internal standards, they should enjoy better working conditions, and have access to teaching materials. Teachers must have equal rights to organise and bargain collectively and enjoy other conditions and status in line with their role. Of the few cases that have been, we conclude that the need for recruitment was really clean, with no frills "money" it can be destructive to the educational system in our country. By running an education system that is clean, it will create a quality national education.

9.2.2 Best Practice of Accessibility to Education

Accessibility means education is accessible to all without discrimination on any grounds such as race, colour, ethnicity, religion, sex, language, economic or social status. If so, positive steps need be taken to include the most marginalised schools within reachable distance, avoid child labour and also gender and disability discrimination. Elimination of financial obstacles or barriers to accessing education, both legal and administrative. It must be affordable to all, both direct and indirect costs. Elimination of discriminatory denials of access. Education has to be accessible to all, especially the most vulnerable groups, in law and fact, without discrimination on any ground.

Elimination any of obstacles to compulsory schooling education. Education must be physically safe and reachable either by attendance at some reasonably convenient geographic location or via modern technology. Transportation facilities should provide, or residential facilities should be made available to children who are living far from schools within their neighbourhood.

9.2.3 Best Practice of Acceptability of Education

The enrolment system needs to evaluate. Reducing the acceptance of independent channel students and implementing a

zoning system in student admission potentially become a solution that can be applied by the Padang city government through the education service. The zoning system is a system of regulating the process of admitting new students according to the area of residence and is intended so that no schools are considered to be favourite and non-favourite schools. Even the implementation of this system can encourage the equal distribution of the quality of schools, infrastructure as well as teachers and education personnel. The zoning system also helps to be free from discrimination. If not, the gap between schools will increase even more. Curricula development and curriculum improvement are two of the essential things done so that the learning process can efficiently equip students with the ability to learn, learn to work or do something, learning to be and learning to live together. Local government needs to be more creative in implementing the local content curriculum. It is one of the best solutions to accommodate pupils' talents. Regarding organisational arrangement, there is also better coordination between schools and community and home and community — teaching strategies were managing the resources, including teachers and principals.

Parents are free to observe and choose education for their children based on their best interest principles. Education has to be pluralist and guarantee the parents receive their rights for a religious and moral education in conformity with their convictions, which are established outside the public school system.

Minimal standards in the form of quality, safety, environmental health. Schools have to be safe, including the exclusion of violence in schools, especially the prohibition of corporal punishment and environmental health standards must adhere. The state has to approve the minimum standard of educational objectives. Moreover, the government had to guarantees, monitor and enforce the education system, whether the institutions are public or private. It should be free from censorship, in law and fact for the quality of education, in recognition of children as subjects of rights.

9.2.4 Best Practice of Adaptability of Education

One of the efforts that can be done by the local government of Padang City is to implement a community-based curriculum. This curriculum provides opportunities for students to be more familiar with the environment in which they live. Another possibility

prevents students from environmental alienation, and helps them to become accustomed to love the environment

9.3 *The Active Roles of External Bodies*

9.3.1 *Role of Parents for Successful of Education*

First and foremost, parents need to know in what environment the children get along because it is very influential on their actions and attitudes. Children tend to imitate and accept the moral values that exist in the community. When in a bad environment, the child also tends to be wrong, and vice versa. So far, economic factors are considered to be the leading cause of school dropouts. However, the reality on the field shows that poor children who have unfortunate associations have a higher chance of dropping out of school. Therefore, parents are very required to pay attention to the child's social environment so that children do not fall into evil deeds.

From the findings, it appears that the equalisation of the education field in Padang for the junior high level has reached, where almost all children by the age of 13-15 years were in school during school hours. These achievements have not yet reached 100 per cent where there are a handful of other children still out of school at

the same time. The leading reason that they are not in school is because their families are weak as well as the environment being negative, be it a home environment or school environment.

9.3.2 Community Involvement in Education

The environment is how the condition of the natural world in a certain way can influence the process of behaviour, growth, development or life. Although the neighbourhood is not responsible for the maturity of the students, it is a very decisive factor that affects the students significantly because after the children remain in the environment, conscious or not, it will affect the child. The physical environment the family environment, neighbourhood environment and school environment.

The issue of education cannot be left entirely to the government, because the government will not be able to solve it on its own, as the field findings outlined in chapter 7. Therefore, the private sector and the community also need to take part in completing. As revealed in chapter 8, it turns out that community participation and the private sector can overcome the problems of education in the city of Padang.

However, it seems like something is missing in the process. It seems like there is no coordination between parents, community, government and school management. School and community relations is a process of communication between the school and the community with the aim of improving the understanding of the educational needs of community members and encourage interest and cooperation among members of the public in order to improve school. The school relationship with the community is essentially a tool that was instrumental in building and developing the personal growth of students in school.

Judging from the interest of the schools, the development of the school community aims to maintain the viability of schools, improve the quality of education at the school, facilitate the learning process. The support and help of the community is needed in the development and implementation of school programs. Whereas if we look at the needs of the community itself, the goal is to do with the school: promote and improve the welfare of society, especially in the field of mental and spiritual, obtain the assistance of the school in solving various problems faced by the community, ensure the relevance of school programs

with the needs of society, and recover the members of the community's increasing ability.

9.4 *Role of Leadership in Education Management*

The last, but for most, the leadership role of principals become the most potent tools in empowering both internal resources and external bodies in tackling social exclusion and child poverty problems towards UPE. It has a crucial role in the lead, mobilisation, execution, coordination and direction. So that all components can carry out duties by their respective roles, the administrator role is to coordinate and direct all management components to form synergies and avoid overlapping its functions.

Strategic management applied in school management is to be the effective critical implementation of programs and activities to achieve their educational goals and continuous quality improvement. One of the efforts that have been taken by the decision-makers is referring to the minimum service standards. However, faced with a bureaucratic school it emphasises a bureaucratic approach in providing services to the school as an institution, so that the principles of a democratic school-based management, creative, innovative, accountable and transparent

has not met as expected. If it so, choosing the principals that have leadership skills is the best practice in tackling the problems of social exclusion and child poverty.

9.5 *The Next Goal: Inclusive and Equitable Quality Education*

The final implementation of the MDGs is in 2015, but that does not mean the termination of the achievement of the targets of the MDGs. Continuously, the MDGs will be leading to SDG's. Furthermore, the concept SDGs is known as the New Development Agenda in the form of 17 Objectives (Goals), of which one of the issues is education. Period post-2015, Indonesia remains committed to continue the programs of the MDGs, both to maintain its success (for the on-track) or to correct its shortcomings (for those who are still off-track).

SDGs call for quality education is a big step towards ensuring that all children, whoever it is, get quality education. There is an opinion which states that the threshold level of quality education is literacy and numeracy. However, SDGs realize that this definition is inadequate and out of date. Education is a system designed to help all children reach their full potential and be able

to become full and productive citizens in society. There is consensus around the basic dimensions of quality education today.

Quality education refers to the education system through the process of programming, structure, and content that enables the creation of healthy learners, a healthy environment, content that is reflected in the curriculum and relevant teaching materials, child-centred learning processes, and outcomes (outcomes) that are includes knowledge, skills and attitudes, which are relevant to national education goals and positive participation in society.

9.6 *The Wisdom Network of Education Management*

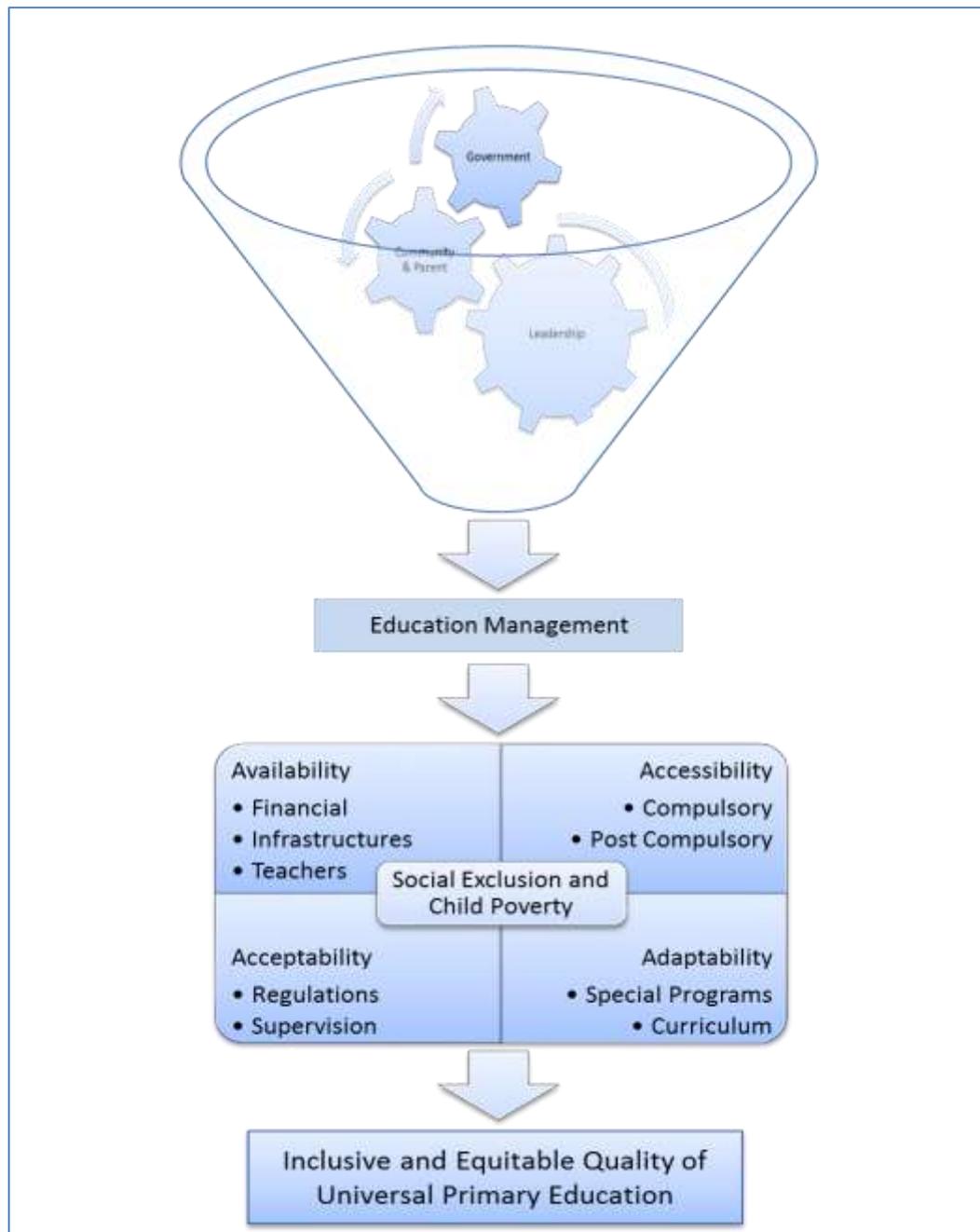
Based on fieldwork findings that have used as a critical analysis, this research offers a different conceptual framework than used before. That might be more applicable used to analyse the work of education management in tackling social exclusion and child poverty problems. The frameworks are shown below in figure 10.

The above conceptual frameworks are similar to the conceptual framework developed in chapter 5. Based on fieldwork findings it shows that the best practice in education management in tackling the problem of social exclusion and child poverty is when all the

external bodies actively participate in supporting education management.

Based on the fieldwork, it is the role of leadership that are needed to encourage the external bodies to actively participate in education management in tackling the problem of social exclusion and child poverty. Here in this network, inclusive and equitable quality of education become the next targets to be achieved by the education management. The reason being is because MDGs UPE has shifted by the SDGs number 4 in education becomes the next target to achieve in 2030.

Figure 11 The Wisdom Network of Education Management



9.7 Concluding Remarks

Role of external bodies in education divided into two types. The first in the role of education, it relates to encouraging children to go to school.

Furthermore, the second one is the role in education management, and it's related to making pupils feel comfortable staying at school during school hours. When the neighbourhood becomes a significant barrier to the child accessing school, the first step we need to do is make the child comfortable in school and at least make them feel like they have a comfortable place to stay.

Based on fieldwork findings, best practice in addressing the issue of social exclusion and child poverty is by making the external bodies more actively participate in supporting education management both at the local and school level. Moreover, here, the role of leadership is needed to become the motor in empowering the externalities toward its institutional goals. So, without overlooking the role of external factors, the study found that the leadership of principals is key to tackling the remaining problems.

Fieldwork findings also show that inclusive education is the best solution to accommodate children with social exclusion and child poverty problems. Inclusive means, all children whatever the barrier they have, they are entitled to an equal opportunity to education.

CHAPTER 10

CONCLUSION AND RECOMMENDATION

10.1 *Introduction*

The research goal described in this thesis has been to discover how external bodies influence education management in tackling social exclusion and child poverty problems toward UPE. One research question and three objectives have been organised to achieve the goal (see chapter 1). Further, a conceptual framework as the proposition has developed (see Chapter 5) based on the literature reviews (chapter 2, 3 and 4).

The conceptual framework is used to evaluate if education management, at a local and school level, is concerned with social exclusion and child poverty (the findings in chapter 7). The framework is also used to identify critical factors (government, parent and community, leadership) those who influence the education management in combating social exclusion and child poverty (the findings in chapter 8). Furthermore, that conceptual framework is used to establish 'best practice' principles for

education management at a local and school level that tackles social exclusion and child poverty (the findings in chapter 9).

This chapter furthermore draws a conclusion and the recommendation of this case study research. This chapter is divided into six sections consisting of an introduction, conceptual framework contribution, a summary of the results of the research, areas of research contribution, areas for further studies, and the last is on concluding remarks.

10.2 Conceptual Framework Contributions

The contribution of the conceptual framework of this thesis for education management, as a part of normative economics analysis, are introduced in this section. A conceptual framework of this study is used to evaluate if education management, at a local and school level, is concerned with social exclusion and child poverty, and also assess the role of external bodies in education management. The conceptual framework is also used to establish 'best practice' principles for education management at a local and school level that tackles social exclusion and child poverty.

10.2.1 Conceptual Framework as Analytical Tools to evaluate if Education Management, at a Local and

School Level, is concerned with Social Exclusion and Child poverty

The findings of the literature reviews on social exclusion, child poverty and education has suggested using the educational right's indicators that were developed by Katarina Tomasevski, and those are availability, accessibility, acceptability and adaptability in assessing UPE achievement. These indicators explain the ideal condition of educational components such as educational system, funding, infrastructures and facilities, personnel and teaching staff, curriculum and other components, as a precondition for the fulfilment of the educational rights. So, in its relationship with UPE, these four conditions can give complete pictures of the existing condition of educational components, which has met, which is still lacking and which ones do not exist yet, to find out the reasons behind the successful delivery of UPE.

The findings from the literature reviews suggested that there has been no study which uses these indicators to analyse the work of education management in tackling social exclusion and child poverty problems. This study, therefore, uses Katerina Tomasevski indicators of educational rights to evaluate if education management, at a local and school level, is concerned with social exclusion and child poverty.

10.2.2 Conceptual framework as analytical tools to Identify Key Factors Those Influence the Education Management in Combating Social Exclusion and Child Poverty

Findings in chapter three shows that the implementation of the decentralisation of education management and SBM has made the role of external factors that consist of parents, communities and government, more significant in education management. Community and parents participated in education as a form of community as a whole and school committee. Conceptual framework uses as tools to identify critical factors (government, parent and community, leadership) those influences on education management in combating social exclusion and child poverty.

10.2.3 Conceptual Framework To Establish 'Best Practice' Principles for Education Management at A Local and School Level, that Tackles Social Exclusion and Child Poverty

The conceptual framework of this research is a modification of the educational rights framework in chapter 5 with the contribution of external bodies and leadership on the education management framework. Overall, the conceptual framework developed in chapter 5 is used to establish the best practice principles of education management at a local and school level that tackles social exclusion and child poverty problems.

10.3 Summary of the Research Findings

10.3.1 Education Management, at a Local and School Level, Concerning with Social Exclusion and Child Poverty

As explained in chapter 7, the local government of Padang Municipality has made some concrete steps to accommodate children with social exclusion and child poverty problems to help them to get their educational rights. The number of schools and facilities, and also the number of teachers matched with the number of students. The government has also allocated funds to support free and compulsory education. The problem is there are some schools with low-quality facilities, especially low-class private schools, and there is no equality, quality and distribution of teachers that means the teacher unable to follow the needs of the children.

Compulsory has to exist in Padang Municipality, but the problem that still exists is the enrolment system which creates unequal chances for children to access a better quality school. Children from low-income families that can have a low intelligence level have to enrol to private schools which can have a low quality of education. It traps them in poverty and a poor environment, both school and neighbourhood. They cannot change their condition.

The local government has promoted some special programs, out of school programs for those who cannot attend on regular school days, but it seems like school is still the leading choice of children to go to learn. In term of curriculum, the local government has the challenge to adapt the local content curriculum and makes it work with the local conditions. Local content curriculum also can be used to accommodate some hobbies or talents of children, but, so far, the local government is not creative enough to make it more attractive for children.

10.3.2 Role of External Bodies in Tackling Social Exclusion and Child Poverty

The empirical findings in Chapter 8 show that, so far, the awareness of parents on the education of children is outstanding. Most of them think that by allowing children to attend the school, they can hopefully change their economy in future. The government helps the awareness of the community in funding the education and also by providing the educational facilities. The government shows enthusiasm in achieving the UPE target by providing sufficient funds, facilities, special programs, and etcetera.

However, both parents and community have not played an active role in education management yet. Parents sent the children to schools and wholly followed the decision of school management, so does the community. Here the role of leadership of principals needed to mobilise the external bodies to become more active in decision making.

10.3.3 Best Practice for Education Management in Tackling Social Exclusion and Child Poverty

Based on fieldwork findings, the best practice for addressing the issue of social exclusion and child poverty is by making the external bodies more actively participate in supporting education management both at the local and school level. Moreover, here, the role of leadership is needed to become the motor in empowering the externalities toward its institutional goals. So, without overlooking the role of external factors, the study found that the leadership of principals is key to tackling the remaining problems. Fieldwork findings also show that inclusive education is the best solution to accommodate children with social exclusion and child poverty problems. Inclusive means, all children whatever the barrier they have, they are all entitled to an equal opportunity to education.

10.4 Areas of Research Contribution

This research contributes to three areas; those are a theoretical contribution, methodological contribution, and practical contribution. Below is a contribution of this investigation.

10.4.1 Theoretical Contribution

This study contributes to developing a new conceptual framework for analysis of how external bodies participate in education management in tackling social exclusion and child poverty problems toward its goals. Even though this study is about education management, with the unit of analysis of local government and school, it will not discuss the managerial part of it. It is more about how the education management is tackling the problem of social exclusion and child poverty, which most certainly has become one of the most challenging issues in economic development.

The conceptual framework that developed in chapter 5 then has changed after the data analysis. Since the findings in Chapter 8 found that internal factors, external relationships and leadership have to integrate in helping education management tackle social exclusion and child poverty problems toward its goals. The correlation between those three factors is like a gear in which each

component has actively participated. If one of the factors stop, the process will not run smoothly.

10.4.2 Methodological Contribution

Education studies is essentially a part of economics science since it equips peoples with knowledge and skills that can be used to increase their productivity, then furthermore simultaneously will increase the total of production (output). Output in aggregate is representative of national income, and output and revenue both are the most frequently used in measuring the nation's economic well-being.

Similar to another field of economics, research in education economics is mostly done from positivism using mathematical models and statistical analysis. For example, demand for educational labour in manufacturing industries, education and economic development, etcetera. In some fields of education economics, the research also can be done at the point of normativism because of education a part of the economy of welfare.

Based on the above, this research used qualitative research with a single case study. Unlike other studies in economics that mostly

use quantitative approach as methodology, this study used qualitative research to answer its question. It is because this study is normative economics in the form of applied economics, which involves real-world situations in its analysis. This type of methodology fits to research with a small scope while the philosophy underpinning it is post-positivism, as well as this research, was conducted only in Padang Municipality. So, with qualitative study, it gives more understanding about the phenomenon of the case.

10.4.3 Practical Contribution

This research also gives contribution to the practical side of education management both local and school level. This research suggested implementing inclusive education as the solution to overcome the problems of social exclusion and child poverty. Therefore, the concrete stages in supporting these programs which have to take, consist of:

1. No discrimination enrolment system.
2. Sufficient number of qualified teachers.
3. Flexible curriculum.
4. Standard of assignment.
5. Adequate school infrastructures and facilities.

6. A good leadership of principals
7. Active participation of parents, community and government

10.5 Areas for Further Research

While the contributions of the research to the area of education management in tackling social exclusion problems and child poverty, following are some of the issues that deserve further consideration.

This research has noted that education management at local government and school level has taken concrete steps in tackling the problem of social exclusion and child poverty. Even though the capacity of public schools in Padang Municipality can only accommodate about seventy per cent of children on this cohort, but, unfortunately, more than half of private schools in this local authority are in poor condition. As explained in chapter seven, these schools are not only deficient in input but also in process. These findings imply that we need to find a way to sort out these problems, helping the private schools to perform better.

Bear in mind, as explained in chapter seven, some children who come from low-income families or environments have an intelligentsia level below the average. The new student admission

system that is currently in use denies them access to good quality schools, even though the school is nearby to their residence. This denial means that instead of dropping out, they are still enrolling into school, but at a school with a low-quality level of education and in a low-quality environment. As a result, they become trapped in the circle of a miserable situation that also has a knock-on effect on other aspects of their education. These issues reflect the study on the educational system, primarily that are related to the enrolment system, and it becomes the next area of research.

Fieldwork also found some weaknesses in education management in terms of the skills of teachers and the leadership of the principals. It needs improvement and needs to find a solution to overcome these issues. The next challenges faced by education management are how to provide an inclusive and equitable quality of education, and also move towards twelve years' compulsory education.

National curriculum and the utilisation of local curriculum also needs an adjustment, to make it more flexible and to accommodate all the children's needs. If we look at the education system today, it still needs necessary improvements both

regarding institutions, programs, and management education, so that there is a better realisation of the national education system.

10.6 Concluding Remarks

This thesis achieved its purpose of understanding how education management is dealing with its external bodies in tackling social exclusion and child poverty toward UPE. Education management has taken concrete steps in tackling social exclusion and child poverty, and successfully achieving its goals. The contribution of this thesis to education management analysis has established. Some areas for further studies have also suggested.

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INTERVIEWS GUIDANCES

No	Indicator	Role of				Justification
		School	Parents	Community	Government	
Availability						
1	Financial commitment					
2	Infrastructure and Facilities					
3	Teachers and Educational Staff					
Accessibility						
1.	Compulsory					

2.	Post Compulsory					
Acceptability						
1.	Regulation					
2.	Supervision					
Adaptability						
1.	Special Program					
2.	Curriculum					