

# The Governance of Darurat Kartini School as the Realization of the Implementation of Educational Independence by Community: A Case Study Research in a Marginal Children School Jakarta, Indonesia

Somariah Fitriani<sup>1,\*</sup>

<sup>1</sup>Postgraduate program of educational Management, Jakarta State University, Jalan Rawamangun muka, Jakarta 13220, Indonesia

\*Corresponding author: Sekolah Tinggi Bahasa Asing – IEC, Jakarta 13220, Indonesia  
Tel: 62-21-851-8685 E-mail: maria\_sf05@yahoo.com

Received: November 18, 2013 Accepted: December 23, 2013 Published: March 24, 2014

doi:10.5296/ije.v6i1.4579 URL: <http://dx.doi.org/10.5296/ije.v6i1.4579>

## Abstract

This study explored the school governance in Sekolah Darurat Kartini (SDK), a school for marginal children-urban poor people, aimed at investigating the implementation of the concept of school governance in terms of its principles and model. The qualitative approach was applied by using case study methods, and the main fieldwork was conducted in the Ancol Pademangan district of north Jakarta, from March, 2012 to April, 2013. For data collection, this study relied on interviews, participant observation, documentary analysis, and literature reviews. The Miles and Hubberman analysis method was employed for data analysis. Research findings have revealed: 1) the mode of authority in pedagogical pursuits as practiced during the course of this study represents a combination of four educational models - competitive market (CM), school empowerment (SE), local empowerment (LE) and quality control (QC); 2) the principles of good governance for scholarly endeavors consist of those that preserve its legitimacy and voice, direction, performance, accountability and fairness. The use of standards are noted as having been implemented from a distinguished perspective; 3) the codes of authority within the scholastic infrastructure have adapted to and are aligned with the prevailing economic and social conditions, the legal implications and resultant identity, the degree of autonomy and financial independence as well as community participation; 4) the role of leadership has a profound effect on the process of learning and teaching in addition to having a direct impact on graduation rates. These findings are further supported through the direct measurements taken during the study involving the cognitive, affective, and psychomotor elements of the pupils.

**Keywords:** school governance; leadership; school autonomy; community participation; community independence

## 1. Introduction

The economic condition of a community is an important contributing factor to the existence of numerous street children, particularly within the limits of larger cities in Indonesia and in their surrounding areas. The establishment of “free schools” for such children, resulting from community interest and aiming to provide them with basic education, has been mushrooming for the last ten years. Each “school” has different educational patterns and systems, which are believed to be effective and efficient in reducing the number of abandoned and vulnerable children, and in improving their life quality. Sekolah Darurat Kartini (SDK), located on Lodan Raya Street, North Jakarta, is one of the schools that provides free education for such children, and is managed solely by twin sisters (Sri Rosyati and Sri Irianingsih) with the temporary help from other parties and some of their children’s immediate families. SDK is a free school that focuses on three integrated elements: life education (consisting of character building; morality, ethics, attitude and behavior), academics (science and technology), and skills related to developing a consistent pattern of education in the children’s lives and focusing on the fulfillment of each pupil’s basic needs (food, school stationary, uniforms, and health care). The skills taught at SDK can be traced to the ideologies associated with Nisbet Gallacher (2001), who stated “education is a resource for development of local communities and small towns by providing students with marketable competencies and skills”.

UNESCO reported in 2008 (2009) that many countries have introduced far-reaching governance reforms in education. Two key findings emerge from these reforms. First is that there is no blueprint for good governance: each country has to develop national and local strategies. The second finding is that governments across the world have attached insufficient weight to equity in the design of governance reforms. Kofi Annan said that good governance might be one of the most important factors in eradicating poverty and improving community development. The role of leadership is also essential in the development of effective governance because in order to build successful authority, educational institutions must have strong leadership that can influence all individuals to achieve goals. Gallagher cited by Locke, Cummings and Fisher (2011) differentiates between governance, leadership, management and administration: Governance is the structure of relationships that bring about organizational coherence, authorize policies, plans and decisions, and account for their probity, responsiveness and cost-effectiveness. Leadership is seeing opportunities and setting strategic directions, and investing in and drawing on people’s capabilities to develop organizational purposes and values. Management is achieving intended outcomes through the allocation of responsibilities and resources, and monitoring their efficiency and effectiveness. Administration is the implementation of authorized procedures and the application of systems to achieve agreed upon results. As a privately owned “school” and a self-financed “school” based in the concepts of community independence, SDK has established governance. Thus, this study analyzed SDK governance in terms of its model and its principles to determine the program’s effectiveness, the efficiency of its policies, and the impact it has on the pupils’ development as a result of the application of their own tailor-made educational system.

## 2. Concept of School Governance

Rhodes (1997) stated that Governance refers to self-organizing, inter-organizational networks characterized by interdependence, resource exchange, rules of game and significant autonomy from the state. Hirst cited by Ron Glatter (2002) said that “Governance as the means by which an activity or ensemble of activities is controlled or directed, such that it delivers an acceptable range of outcomes according to some established social standard. Martin, et al., cited by Ron Glatter (2002), added that “Governance is a system of rule which constitutes the form and process of the public sphere which emphasizes the formal rather than behavioral aspects of governance, though they add that it will not be neutral but driven by the values of the dominant institutional or political order”. Muller cited by Adrian Davies (1999) said that governance is concerned with the intrinsic nature, purpose, integrity, and identity of an institution with a primary focus on the entity’s relevance, continuity and fiduciary aspects. Governance involves monitoring and overseeing strategic direction, socioeconomic and cultural context, externalities and constituencies of the institution.

Davies (1999) said that there are a minimum of eight elements of governance needed by all institutions to establish certain criteria in their authority, namely: 1) The identity of the body; 2) Definition of its purpose; 3) How the purpose is to be achieved; 4) Membership criteria both explicit, such as shared interest, and implicit for example shared values; 5) How the body is to be administered; 6) How the body relates externally; 7) How success is measured; 8) Termination arrangements. Rodrik (2008) said, “Governance describes the institutions, rules and norms through which policies are developed and implemented – through which accountability is enforced”. John Graham, Bruce Amos, and Tim Plumptre (2003) defined governance as: “... the interactions among structures, processes and traditions that determine how power and responsibilities are exercised, how decisions are taken, and how citizens or other stakeholders have their say. Fundamentally, it is about power, relationships and accountability: who has influence, who decides, and how decision-makers are held accountable”. The concept may usefully be applied in different contexts – global, national, institutional and community. Governance is not only about location, but who is involved in decision-making and in what capacity. There are four areas or zones where the concept is relevant, as follows:

1. Governance in global areas (global governance), which is related to issues that lie outside the boundaries of individual government.
2. Governance within a country, functioning on a national level.
3. Organizational governance, consisting of administrative activities by individuals who may report to a board of directors, can be found within business corporations, hospitals, schools, governmental (jurisdictional, legislative, parliamentary) entities, and others.
4. Community governance, involving activities at the local level.

In line with the concepts of governance described above, the meaning of school governance by Potgieter, Visser, van der Bank, Mothata and Squelch (1997) said that school governance, in reference to the governing body's function, is determining the policy and rules by which the school is to be organized and controlled. It includes ensuring that such rules and policies are carried out effectively in terms of the law and the budget of the school. Ainley and McKenzie (2000) said that "school governance is concerned with the package of arrangements that constitute the framework within which teaching and learning occurs. Elements of that framework include the way the curriculum is organized, financial management, personnel management and resource allocation".

### 3. The Model of Governance in School Education

The table below offers a tentative framework, developed by Glatter and Woods cited by Ron Glatter (2002), to understanding and applying the model of governance in education. The models referenced in the table are competitive market (CM), school empowerment (SE), local empowerment (LE) and quality control (QC).

**Table 1:** Models of governance in school education

Models	Competitive market (CM)	School empowerment (SE)	Local empowerment (LE)	Quality control (QC)
<i>Indicative policies</i>	<ul style="list-style-type: none"> <li>• Pupil number led funding e.g. by vouchers</li> <li>• More open enrolment</li> <li>• Published data on school performance</li> <li>• Variety of school types</li> </ul>	<ul style="list-style-type: none"> <li>• Authority devolved to school on finance, staffing, curriculum, student admissions</li> <li>• Substantial powers for school council/ governing body</li> </ul>	<ul style="list-style-type: none"> <li>• Authority devolved to locality on finance, staffing, curriculum, student admissions</li> <li>• Substantial powers for local community council/ governing body</li> </ul>	<ul style="list-style-type: none"> <li>• Regular, systematic inspections</li> <li>• Detailed performance targets</li> <li>• Mandatory curriculum and assessment requirement</li> </ul>
<i>Main perspective</i>	Commercial	Political and / or managerial	Political and/ or managerial	Bureaucratic
<i>How the individual school is viewed</i>	As a small business	As participatory community	One of a 'family' of local schools	As a point of delivery / local outlet
<i>Main focus within the system</i>	The relevant competitive arena	The individual school	The locality as a social and educational unit	Central or other state bodies
<i>Nature of school autonomy</i>	Substantial	Devolved	Consultative	Guided
<i>Form of accountability</i>	Contractual; consumerist	Responsive; 'dual'	Responsive; community forum	Contractual; hierarchical
<i>Purpose of performance measurement</i>	Inform consumer choice	Provide management information	Benchmarking across units	Monitor and develop system
<i>Key school leadership role</i>	Entrepreneur	Director and co-ordinator	Networker	Production manager
<i>Function of intermediate authority</i>	Minimal	Supportive, advisory	Strategic co-ordination	Production supervision as agent of controlling body

#### 4. Principles of Good Governance

John Graham, Bruce Amos, and Tim Plumptre (2003) suggested that there are five main principles of good governance, namely: 1) legitimacy and voice, 2) direction, 3) performance, 4) accountability, and 5) fairness, upon which all principles are based. Five principles of good governance are also outlined by the UNDP (United Nation Development Program), and are shown in the table below:

**Table 2.** Principles of Good Governance

<b>Five principles in Good Governance</b>	
<b>The Five Good Governance Principles</b>	<b>The UNDP Principles and related UNDP text on which they are based</b>
<b>1. Legitimacy and Voice</b>	<p><b>Participation</b> – all men and women should have a voice in decision-making, either directly or through legitimate intermediate institutions that represent their intention. Such broad participation is built on freedom of association and speech, as well as capacities to participate constructively.</p> <p><b>Consensus orientation</b> – good governance mediates differing interests to reach a broad consensus on what is in the best interest of the group and, where possible, on policies and procedures.</p>
<b>2. Direction</b>	<p><b>Strategic vision</b> – leaders and the public have a broad and long-term perspective on good governance and human development, along with a sense of what is needed for such development. There is also an understanding of the historical, cultural and social complexities in which that perspective is grounded.</p>
<b>3. Performance</b>	<p><b>Responsiveness</b> - institutions and processes try to serve all stakeholders.</p> <p><b>Effectiveness and efficiency</b> – processes and institutions produce results that meet needs while making the best use of resources.</p>
<b>4. Accountability</b>	<p><b>Accountability</b> – decision-makers in government, the private sector and civil society organizations are accountable to the public, as well as to institutional stakeholders. This accountability differs depending on the organizations and whether the decision is internal or external.</p> <p><b>Transparency</b> – transparency is built on the free flow of information. Processes, institutions and information are directly accessible to those concerned with them, and enough information is provided to understand and monitor them.</p>
<b>5. Fairness</b>	<p><b>Equity</b> – all men and women have opportunities to improve or maintain their well-being.</p> <p><b>Rule of Law</b> – legal frameworks should be fair and enforced impartially, particularly the laws on human rights.</p>

## 5. Research Method

The qualitative approach was used during the execution of this research, described by the case study method (single case holistic design) since this case is important, unique, typical, revelatory and longitudinal (Yin, 2003). The research took place in Sekolah Darurat Kartini, Lodan Raya Ancol, North Jakarta, Indonesia, from March, 2012 until April, 2013. The data for this study are comprised of interviews with key informants such as the founders of the school (the twin sisters), 10 parents, 25 students, 7 alumni, 2 social guardians from the social ministry, and the head of community; as well as document analysis and participant observation (Yin, 2003). To analyze the data, the Miles and Hubberman (1992) model was used, consisting of data reduction, data display and conclusion, and drawing/verification. The data validation applies data source triangulation and methodological triangulation (Louis Cohen, Lawrence Manion & Keith Morrison, 2011).

## 6. Discussion of Findings

This section discusses the findings based upon the participant observations, interviews, and literature reviews in terms of the implementation of the governance model and its principles of good governance in the Sekolah Darurat Kartini method to address the following matters: 1) Elements of governance; 2) Models of governance in school education; 3) Good governance principles.

### 6.1 Elements of Governance

Eight elements of governance at SDK:

- 1) **The identity of the body:** SDK is identified as a free school for the urban poor people who live in the slum areas of Ancol, North Jakarta.
- 2) **Definition of its purpose:** the primary purpose of SDK's establishment is to provide basic education for marginal children so they can improve their social and economic status and, as a result, lower the crime rate in their area.
- 3) **How the purpose is to be achieved:** the education given at SDK focuses on three integrated elements; 60% of the curriculum focuses on life education and skills, and 40% emphasizes proficiency in academics (science and technology). The third element, providing basic needs such as clothing, food, and nutrition, is executed prior to and in conjunction with the educational elements. After the fulfillment of basic needs, academics become the second priority. Emphasis is then placed on providing students with the knowledge required for successful completion of the national proficiency exams. The third priority for the students then turns to the development of skills they will employ to become future entrepreneurs. In using this pattern of integrated elements of education, the hope is that the students not only develop life skills and proficiency in science and technology, but that they also acquire the confidence and ability to change mindsets, adjust attitudes, and modify behaviors, as necessary, to make wiser decisions in the years to come.

- 4) **Membership criteria both explicit, such as shared interest, and implicit for example shared values:** all the students of SDK are children who live in slum areas with similar social and economic backgrounds as well as comparable problems. The students share in their desire to obtain a free education, improve their economic and social conditions, and develop a positive position within the community.
- 5) **How the body is to be administered:** The independent community governs SDK, administered by the twin founders who use their own limited budget. The school employs a different educational system compared to similar schools, based on factors such as observation, experience, knowledge and evaluation in the field.
- 6) **How the body relates externally:** The moral and spiritual support provided by many neighboring institutions serves as an example of the benefits of positive communication and the resulting relationships. This unique school receives abundant media attention and positive concern from various parties. The twin founders often encourage their students to participate in civic events and public forums in an effort to build their confidence, increase experience within the community, and forge external relationships.
- 7) **How success is measured:** Some indicators are used to measure students' success such as daily quizzes, national exam scores, academic scores, behavior and attitude changes, variation in mindset, proficiency in certain skill sets, a reduction in the number of street children, and work-related changes.
- 8) **Termination arrangements:** once the children are educated at SDK, they are not allowed to work as beggars or street singers. The twin founders take it upon themselves to discuss these requirements with the parents.

SDK, as a free school, focuses on helping the urban poor who do not possess the legal sophistication or communal identity necessary for effective institutional governance as stated by Adrian Davies. In spite of the fact that SDK is governed by only two people, the twin founders, and has very limited facilities with a small, simple organizational structure, SDK, as an institution, fulfills the precept of governance. As stated by Ainley and MS Kenzie, school governance is concerned with a package of arrangement that constitutes the framework within which teacher and learning occurs. Elements of that framework include the way the curriculum is organized, the efficacy of financial management, personnel management, and resource allocation. As indicated by this concept, SDK has executed a set of rules and policies that outline the learning process in terms of curriculum, financial management, personnel management, and resource allocation. The implementation of an educational system is a part of the leaders' policy, which focuses on the three integrated elements: life (moral, attitudes, ethic), academics (science and technology) and skills. I refer to this "Trinity Education" as a method proven to be an effective and efficient system for educating marginal children.

### *6.2 Models of governance in school education*

The school governance model implemented at SDK is the combination of four ideas, namely competitive market (CM), school empowerment (SE), local empowerment (LE), and quality

control (QC); collectively, the four-part model consist of nine issues, as follows:

- 1) Indicative policies: Authority devolved to school on finance, staffing, curriculum, and student admissions. In other words, the school has the authority to decide all rules and policies implemented in their institution. SDK is a free school based on community participation where the twin founders determine all policies. SDK was established as a result of both the financial independence experienced by the twin founders, and the autonomy launched by the Indonesian government as well.
- 2) Main perspective: The main perspective of SDK as an establishment is not based in commercial, political, or bureaucratic interests. Its primary goal is more about assisting underprivileged individuals with getting an education by providing a free school, which has certain noble objectives. Compared to similar schools, SDK has a unique education system that is effective and efficient in educating marginal children (urban poor) who live in a slum area. Each decision is made for the benefit of the students and to promote the development of the school.
- 3) How the individual school is viewed: The school is viewed as part of the community, and the community directly participates in the education of its children. The eagerness of the community to be involved with the school can be attributed to the efforts of the twin founders. Both of them have direct control over decisions relating to activities, decisions, and the utilization of resources. The founders have been steadfast in their efforts to minimize interference from outside parties with respect to their proven methods of educating the students. Since 2006, the founders have forbidden university students or social organizations to teach or train their students so that the integrity of their program can be maintained. Instead, they rely on willing individuals and the parents to participate in the school's activities that involve training or competition. Senior students are recognized for taking initiative in teaching or educating their younger peers.
- 4) Main focus within the system: As an organization, SDK's main focus lies in the school itself. The institution is part of the local educational system and a member of the wider community; therefore, it enjoys reciprocal rights and obligations. Even though SDK has their own educational system and is self-funded, there are many obligations borne by the twin founders that benefit their students. For them, sharing knowledge, food, and experience is a compulsory part of community participation. The curriculum is still government-based (national standard education body); books or modules designed for those who want to take the equivalency tests or national tests continue to be utilized by the students.
- 5) Nature of school autonomy: SDK is considered a "full autonomy" in decision-making concerning the institution's organization, curriculum, staff, finance management, resources, and external network.
- 6) Form of accountability: The decision to establish SDK by the twin founders within an illegal slum area is based on the immediate need for education and the response toward the existing problems with which the children were involved. The children are willing to



attend classes, but they cannot afford to pay for school fees; in addition, they do not have the legal identification required prior to enrollment. Establishing SDK was a means for the twin founders to help children in the community by providing them with a free education. The school also represents the aspirations of the parents and the hopes of their children for an education in spite of their residence within an underprivileged community.

- 7) Purpose of performance measurement: The performance of SDK focuses on the students' development of attitudes and behavior, academics, and skills acquired during the learning process by the implementation of an education pattern. Evaluation and study of the students or graduates in terms of three important elements, namely cognitive, affective, and psycho motoric, is one of the ways to monitor and eventually determine whether the implementation of the education pattern is effective and efficient.
- 8) Key school leadership role: The leadership role at SDK can be described as situational. Based on interviews with some parents, most stated that they defer all decisions relating to the education of their children to the school, even though some of them indicated that they do not agree with the policy. For these parents, the benefit is not only in the free education their children receive, but also in the other provisions given to the students such as uniforms, shoes, school stationary, books, and food. In this regard, they see the school as a blessing for their family. In terms of staffing, teaching, and the learning process, the twin founders serve as director and coordinator; they give direction, guidance, and coordinate school functions on all levels. The skills taught to the students are demonstrated both at school and within the community; these new capabilities build confidence and indirectly acquire the aptitude for entrepreneurship.
- 9) Function of intermediate authority: Since the organizational structure of SDK is simple, consisting of two persons serving as principal and vice principal, both of these individuals act as decision makers for any policies relating to the development of SDK. Thus, there is no secondary or intermediate level of authority to assist with management functions. Information and any required support is provided to the parents and their children directly by the twin founders.

The model of governance in education implemented by SDK reflects the combination of the four elements previously discussed with some distinguished differences, as summarized in the table below.

**Table 3.** Model of governance in education at SDK

Structure and process	Models	Application
Indicative policies	<ul style="list-style-type: none"> <li>• Authority devolved to school on finance, staffing, curriculum, student admissions</li> <li>• Substantial powers for school council/ governing body</li> </ul> (SE and LE)	By the existence of school autonomy, SDK has authority and freedom to decide the distribution of resources, which all policies and rules decided by the founders and leaders (The twin) without any involvement from other parties. The twins empower the parents to take part in skilled classes, train senior students to teach others, and ask the community to become involved with the school.
Main Perspective	Managerial (SE and LE)	The best decisions are taken as close as possible to the point of action, while in others the arguments has also been couched in terms of freedom and choice. The twins communicate with each other to make decisions and allow the students to provide input in the planning process or activities under their direction.
How the individual school is viewed	As a participatory community (SE)	The founder and the leader of SDK are part of a participatory community that takes part in education through establishing a free school for the urban poor
Main focus within the system	The locality as a social and educational unit (LE)	The twins have rights and obligations to the school to maintain existing rules to comply with the national curriculum
Nature of schools' autonomy	Substantial (CM)	"Full autonomy" in decision-making and implementation. The twins have autonomy in educating the students by the execution of the three integrated elements.
Form of accountability	Responsive (SE & LE)	The action taken based on the needs, interests, and hopes of stakeholder (parents, students and the community surrounding SDK).
Purpose of performance	Monitor and develop system	The twins evaluated and studied three things; knowledge (cognitive),

measurement	(QC)	attitudes (affective), skills (psycho motoric) of the students as the result of the educational pattern application
Key school leadership role	a. Entrepreneur (CM) b. Director and coordinator (SE) c. Production manager (QC)	It is situational depending on conditions and existing problems <ul style="list-style-type: none"> <li>• The provision of free school</li> <li>• Direct and coordinate all elements</li> <li>• Produce the artwork to compete, exhibit or display and sell</li> </ul>
Function of intermediate authority	Very minimal and or none (CM)	The founder, the leader and the teacher are the twin while other volunteers are only for temporary and situational, so there is very minimal or no intermediate authority

SDK is a school that provides access to free education for the urban poor who are not accepted by either public or private school systems because they lack legal identification. These people reside outside of the system and are overlooked by the educational policies of Indonesia. Problems related to economic, social, and educational background in this society or community are the primary reasons the twins created a distinguished and tailor-made educational system when compared to other schools.

### 6.3 Good governance principles

The implementation of governance principles in Sekolah Darurat Kartini

- 1) Legitimacy and voice: Basically, the twins ask either students or parents to participate in activities directed by or under their supervision. The students or parents may give some input, or provide comments about the events. For regular activities, the students are accustomed to preparing everything. For instance, during cooking and cleaning chores, the students already know what to do and whose turn it is to participate. If the twins come late, the senior students teach some subjects or direct their younger peers in performing some of the activities. When celebrating special events such as an anniversary, students give feedback concerning the kinds of activities that will be scheduled, who will be in charge, and what food they would like to cook. These preferences are discussed and friends are divided into groups depending on their particular event function. Parents often help with preparations during certain events such as Independence Day or Kartini's day, usually without their assistance being requested. Parents take part in cooking competitions to celebrate the event, or sometimes attend courses related to practical skills, such as cooking and sewing, among others. The twins teach entrepreneurship to students' parents using indirect methods. Thus, the participation of the students and parents is mostly in conjunction with activities related to specific events or anniversaries. However, if a question arises concerning management, or an issue related to policy or rules develops, those matters lie within the domain of the twins rather than that of the parents.

- 2) Direction. In reference to direction, the leader of an institution must possess strategic vision, whether in the short or long term, concerning the management and development of the institution and its individuals. The twins have both a vision and a mission: to establish a free school for their community. Their strategies for achieving their goal are as follows:
- a. The fulfillment of basic needs which aims at reducing the students or parents burden by giving
    - Food and drink. This effort is to fulfill students' nutritional needs so that they can concentrate on learning and activities at school.
    - Uniform and school stationary. This helps to build students' confidence and establish their equality as students in society.
    - Health maintenance. These include 1) regular checkups and vitamin intake to keep their bodies healthy, 2) school hygiene involving cleaning the building regularly to keep the surrounding environment tidy. This has the added benefit of creating togetherness and generating concern for others.
  - b. Providing basic needs and free schooling aim to reduce parents' financial burden and to foster students' interest in learning and improving their quality of life in terms of improved attitudes, norms, ethics, science and technology aptitudes, and related skills.
  - c. Dormitory: Since all of the students live in a slum area with similar social, economic, and psychological problems, their need to be educated within a sterile and supportive environment is apparent. The negative aspects of residing in an underprivileged area can have a profound impact on a student's character and interfere with the student's ability to learn. The learning process implemented here will be much more effective and efficient to students if they can reside within a dormitory.
- 3) Performance: It is analyzed based on aspects such as the school management system, the learning process and its output, which can be measured based on the differences resulting from this educational pattern and system. Two dimensions of performance are considered; the first is the responsiveness of the twin founders as the leaders to all stakeholders (parents, pupils). The second is the effectiveness and efficiency of the process and institution (school). In this matter, school acts to fulfill the students' needs and the requisite societal involvement. If seen from the school management perspective, the twins believe that the educational system implemented at SDK is both effective and efficient for these marginal individuals. This system was created by the twins after studying and making evaluations of and drawing comparisons to other schools, as seen in the table below (table 4).

**Table 4.** The similarities and differences of the SDK educational pattern

No.	Educational pattern	Sekolah Darurat Kartini	Other schools
1.	Student target	Marginal children	Normal children
2.	The fulfillment of basic need	a. Food and drink b. Uniform & school stationary c. Health maintenance	All are provided by their parents
3.	Life pattern	Positive thinking, vision achievement, attitude, morals, manners, ethics which are based on religion teaching in the application of life patterns	The education of morals based on religion teaching
4.	Academic	In accordance with the national curriculum	In accordance with the national curriculum
5.	Skill education	Oriented to the needs of a simple workforce	Oriented to the needs of science and technology advancement

The twin founders' daily routine starts at 5:00 a.m., Monday through Friday, with grocery shopping at a traditional market to buy the required food, including vegetables, tempe, tofu, chicken, and other ingredients that will be needed by the students scheduled to cook that day. Upon their arrival at school, the student cooks have already cooked rice and green mung beans. The students sort the groceries and prepare the food under the supervision and direction of the twin founders. Some senior students teach lessons to the younger ones, such as reading, writing, math, drawing or singing, before the twins arrive. The older students are accustomed to taking initiative and completing many tasks, such as creating the cooking and cleaning schedules, by themselves without being asked. The teaching process includes all grades simultaneously, a division of subject matter is determined by the twins. They usually teach the same subject to a few grades at the same time. On most days they teach two subjects. The students take a break for 30 minutes around 10 a.m. for drinking milk or green mung bean and eating meals. When teaching math, the twins ask students to create their own questions and then discuss them in pairs or with the group. This camaraderie results in many of the students' proficiency at math. The twins assess the students' ability and talent based on their sketches or drawing, for example. They come to know each student's personality. By virtue of working so closely with all the students, the twins are able to direct and lead classes effectively based on the students' demonstrated abilities and interests. Even students who are scheduled to cook do not miss their lessons: the twins provide them with private lessons after school. In the case of students who have jobs due to economic factors, the twin founders give special consideration by making arrangements for them to come to the school or even to the twins' home when they are off. Students who are scheduled to take the equivalency test are

taught intensively for at least six months. When the students took the equivalency test in 2002, all students passed with an average score 7, some received scores of 8 or 9, particularly within the subjects of math and Indonesian language. In 2006, an eviction problem arose with the local government, causing a disruption of the teaching schedule and the psychological disturbances related to the disruption took their toll. When the exams were administered, 9 out of 35 students who took the test failed. In 2012, 1 out of 41 students failed the test due to excessive absence. And in April 2013, 21 students passed the test with average scores above 7 and 8.

A few interesting things discovered as part of this educational system:

1. The difference in school schedules when compared to other schools. When other institutions are out of school, SDK is in session, particularly to accommodate the days when the twins are absent due to their outside activities, sometimes taking place outside of the city or country.
  2. The students take part in many events or activities outside of school to sell their products, such as batik cloths, knitwear, or paintings. In addition, they proudly display their *angklung* talents to introduce their products or works to the public.
  3. Many extracurricular activities are scheduled such as museum visits, aimed at introducing the culture and history of Indonesia to the students and improving their knowledge, or Saka Bhayangkara traffic park visits, aimed at familiarizing students with traffic road signs and related regulations.
  4. The students are provided an annual trip involving a visit to the twins' rice field in in Cibadak, Puncak, West Java, where a small wooden house is situated in the middle of a rice field. The objective of the trip is to encourage and educate the children about being independent, developing discipline, and increasing their general knowledgeable by engaging in various activities. They are introduced to numerous species of plants and trees, taught to find snails in rice fields, shown how to cook and help their friends. They are also involved in religious activities.
  5. On Fridays, the students recite the holy Al Qur'an together. They also teach their friends how to read and memorize it. Parents also take part in this activity.
  6. With the advancement of technology, the twins have created Facebook and Twitter accounts so that they may connect with other students, alumni, and individuals interested in the school to provide information about various activities, what current events are taking place at the school, as well as providing information about students' or alumni profiles.
  7. Empowering the students to be teachers is unique. The twins train talented and gifted senior students in different fields so they can help their friends in learning process.
- 4) Accountability: Although SDK is governed by two people, Sri Irianingsih, as vice principal, is responsible for administration and finance. With the help of senior students, she notates all income and expenditures as a form of responsibility and transparency. The

twins also make note of their own money spent for school necessities, usually one million rupiah each day and about 20 million rupiah each month. Every donation, including staples like food and school stationary, is noted accurately by the students as a part of their practical lessons in math and economics. Almost all donations are food or school stationary and books, often distributed directly to students. While funding from the social ministry is noted by Ms. Rian and reported back to them with the help of social guardians who are responsible for students' welfare and who collaborate with SDK. There are 329 children who received funding, which is transferred to their bank accounts (110 children's account in BNI and 219 children's account in BRI). The total amount of money SDK received from the year 2010 to 2012 is one billion seventy-five million two hundred fifty rupiah, as indicated in the table below.

**Table 5.** Funding from the social ministry in term of social welfare program for children (PKSA)

<b>Year</b>	<b>Number of students</b>	<b>Amount (IDR)</b>	<b>Total amount (IDR)</b>
2010	25	800.000	20 000 000
Beginning of 2011	65	1 500 000	97 500.000
End of 2011	25	1 500 000	37 500.000
	110 street children	1 500 000	165 000.000
	69 vulnerable children	1 500 000	103 500.000
	150 babies	1 500 000	225 000.000
2012	90	1 500 000	135 000.000
	69	750 000	51 750.000
	110	1 500 000	165 000.000
	50	1 500 000	75 000.000
<b>Total</b>	<b>763</b>		<b>1 075 250 000</b>
One billion seventy five millions two hundred fifty rupiah			

- 5) Fairness: The twins treat each individual fairly without preference. The students receive equitable consideration when it comes to dispensing necessary items, such as uniforms, shoes, school stationary and books, and staple foods like rice and noodles, which are provided each month. If the twins must leave the school for a few days, they distribute staple food a day before leaving. Each student receives two sets of uniforms, a white shirt, a batik shirt, a blue skirt or pants, a pair of shoes, a sport t-shirt, kebaya clothes (traditional clothes) for female students, and betawi clothes for male students which are worn during special events such as art performances in public. Since SDK receives funds from the social ministry, the twin founders structured the study around the impact of the funds based on the total number of students and the number of students who received funds. Finally, the twins decided against giving money directly to each student, yet they continue to distribute funds to all students as a solution. The main reason for handling money in this way is based on their conclusion that giving money directly to the student

does not educate them. In addition, money given directly to a student could potentially lead to a dispute or conflict among other students or parents, given the social and economic problems in that area. Thus, the funds are used to fulfill the students' needs as they arise in equal amounts for everyone. Each student received the same allocation of funds without discrimination based on an expense chart relating to each student's level in school, as follows: IDR 3.240.000 per year, IDR 3.990.000 per year, IDR 5.740.000 per year, IDR 6.940.000 per year. The funds used for nutritional food (25%), school stationary (4%), school equipment and religious activities (17%), skill training (12%), social accessibility (10%), health (9%), transportation (5%), and school exams (2%). During the teaching process, each student obtains the same level of attention, regardless of whether the students are taking classes on a part-time basis, or if they are selected for cooking, cleaning, or washing dishes. Those students with work detail are taught after class. Each student, especially those at the high school level, is responsible for cooking and helping the younger students. For skill training, students are taught based on their individual interests and talents.

**Table 6.** The application of good governance principles at SDK

Principles	Application
Legitimacy and voice (participation and consensus orientation)	Students' parents and students simply take part in the things related to activities or events such as anniversary or competition, and school security and hygiene either by their own initiatives or by the twins' request. Yet, if it is something to do with decision-making in management or policies or rules applied, the twin has the authority due to their own financial investment and the limitation of human resources
Direction (strategic vision)	The leader has short and long term perspectives toward the distribution of resources and its school future and has strategies in place for achieving the vision and mission even it is not implemented completely.
Performance (responsiveness and effectiveness and efficiency)	The twins are responsive toward the needs of the free school expectations of the stakeholders (parents and students in slum area). Output comprising knowledge (cognitive), attitude (affective) and skill (psycho motoric) and the type of job is in accordance with the input by the application of educational pattern and system and the maximum use of resources.
Accountability (Accountability and transparency)	Parents and students know the kind of donation given to SDK such as staple food, school



Fairness  
(equity and rule of law)

stationary and equipment and the school building, since the donators mostly distribute it directly to students or one of the students must note the donation by the twin's request. The students must report to the twin if the food stock or supply has run out as well. For financial aid, not many parents or students know how much money the twins get. Students just know that they have a savings account for their basic needs from the social ministry and the twins keep the account and report it to the social ministry with the help of social guardians. The reason the funds are not distributed openly is to avoid the conflict, discrimination and unfairness among students because not all students acquire the donation.

All students get the same treatment in education comprising the fulfillment of basic needs, health, life, academics and skills since they have similar conditions. Related to rule of law, particularly in human rights, it is something that cannot be avoided since it is about social and economic problems that occur in the area. A large number of students, mostly junior high school level (the age of teens) must have a part time job to help their parents and their family survive.

#### *6.4 The reasons for the implementation of the governance model and its principles*

The primary concerns with the implementation of the governance model and its principles at SDK relate directly to the alignment of social and economic conditions in that area, and the problems and needs of the community. Based on interviews and observations, the reasons are as follows:

- 1) SDK doesn't belong to any public or private institutions that are responsible to the education foundation. Rather, it belongs to individuals – namely the twin founders whose funding comprises approximately 90% of the entire school budget from 1990 until 2013. The simple organizational structure of SDK, which consists solely of a principal and vice principal is not under the direction of a foundation like other schools. Although SDK received funding from the social ministry from 2010 through 2012, all policies and rules constitute autonomy and independence of the founder. What they report to social ministry is simply the use of funds. The school that the twins have established is not a part of the educational system of Indonesia; SDK represents a place or studio of learning which provides a non-formal or semi-formal education focusing on street children or the urban poor (marginal individuals). The objective of these kinds of education or schools is to accommodate the people that fall outside of the system, those who are not affected by

local or central government policy. Therefore, SDK technically has no obligation to report or to be responsible to the educational system and the culture ministry. This school focuses on social activity by giving free education to poor people. The fairness principle is one of the most important concepts to be implemented and taught to the students of SDK by the twin founders, hence the twins' refusal to give funds directly to students. As a result, the twins manage to teach fairness to students on an indirect basis. Another reason that fairness is so important to the twins is that a fair approach is necessary in order to avoid social conflict, which may result in disharmony, irregularities, and a lack of synergy within the system as a whole.

- 2) The “input” that is introduced to the educational system at SDK consists of the vulnerable and abandoned street children who come from families with low educational levels and compromised social backgrounds. Thus, the pattern and system of education that is implemented must be appropriate and aligned with that input and reflect the prevailing environmental conditions. This is also the reason why SDK is located within the children's living area. The students feel more comfortable studying close to their homes, and they can avoid paying for transportation. Based on the twins' evaluation of graduates, or the “output” of the system, it is proven that the implementation of the described educational system is successful in coping with the problems encountered by the marginal people who inhabit this area. Based on the twins' documentation, prior to the year 2000, only 25% of 2000 students had obtained acceptable employment, such as positions within the police academy, military, restaurants, or supermarket. Yet, after 2006, 90% of the students who graduated from SDK secured desirable jobs and were successful at keeping themselves off the streets. For the community, the existence of SDK represents an opportunity for those without the financial means to see their children attend school and be given the basic needs and legal identification they would otherwise be unable to provide. The output and outcome, which can be categorized as the results from the implementation of SDK's educational system, are the successful indicators of school performance. This information will serve as an evaluation of the twins' efficiency as well as a means to monitor and improve the system's efficacy.
- 3) The problem with legal identification for the students is another benefit of the school established by the twin founders. By successfully taking the equivalency test packages A, B and C, the students will obtain legal identification with the aid of the twins' collaboration with third party entities such as the social ministry. SDK is a school that accommodates the students who fall outside of the established system. The administrators at SDK understand this problem; therefore, no documentation such as a family identification card or birth certificate is required from the students when they enroll. Not having legal identification for their children creates a hardship for parents; they are left with few options and have limited bargaining power when attempting to choose a qualified school. Parents' lack of educational background combined with their economic problems limit their choices of schooling; often the only choice they can make is the school provided by the twins. In a random survey conducted by the students, more than

80% of the families surveyed have no identification cards, family cards, marriage certificates or birth certificates.

- 4) SDK's policy of educational autonomy with respect to the government, its financial independence, the knowledge and skills that the twin founders have acquired through their roles as founder, governor, and teachers at SDK, have contributed to its success. This free school has enjoyed freedom and authority within its school governance and educational pattern. The learning methods, policies, rules, programs, and activities which the twins have deemed effective and efficient are implemented for their students. Getting a job after completing their studies is the most important goal for the graduates of SDK, so that they can support themselves financially and booster their economic position. Thus, the twins' responsiveness and sensitivity toward the needs of the students and their parents are important to them; offering free schooling to the children is considered their way of being accountable to the community.
- 5) Some of the important objectives of the twins' participation in and establishment of the free school are to minimize the quantity of children on the streets, to change the community paradigm and instill beneficial habits, to reduce crime rates and lessen the number of children who resort to prostitution and baby selling. By obtaining free and comprehensive studies like those offered at SDK, focusing on an integrated curriculum of life aptitudes, academics, and related skills, students will finally have the tools they need to make educated decisions for themselves concerning jobs and assuming respectable roles within society.

## **7. Conclusion**

School governance is an interactive synergized process, together with a set of arrangements applied within a school organization, comprising structure, systems, processes, rules, procedures, policies, values, norms, curriculum, financial and personnel management, and resource allocation. In addition, the role of management in decision making, choosing the roles of those involved in the organization and determining in what capacity they will function, all combine to create organizational coherence and development. While the school governance model implemented at SDK is a combination of the four models developed by Glatter and Woods, namely: competitive market (CM), school empowerment (SE), local empowerment (LE) and quality control (QC), each of the models reflects nominal differences in structure and process. Therefore, the governance model at SDK is based upon the individual capabilities of the leaders in regard to running the institution, in addition to the current state of economic, social, and educational factors. The leadership role in governing SDK comprising management ability, knowledge, skill, and experience, has a profound impact on the development and direction of SDK. Economic factors such as financial independence, issues relating to social status, educational dynamics such as intellectual liberation, and the desire to nurture individual independence, all combine to form the appropriate governance model that exists at SDK. While good governance principles conducted at SDK are generally implemented with differing perspectives due to

considerations such as the structure of the school's organization and independent ownership, both of which have direct bearing on the students, and the surrounding society – including the parents – with all the inherent economic, social, and cultural problems. Thus, The implementation of good governance principles is adapted or aligned with organizational structure, school ownership, and input condition. Consequently, it brings organizational coherence and output quality.

## References

- Ainley, John & Phillip McKenzie. (2000) *School Governance: Research on Educational and Management Issues*. International Education Journal Vol 1, No 3, 2000, Retrieved May 13, 2012 from <http://www.flinders.edu.au/education/iej>
- Cohen, Lawrence, Manion & Keith Morrison. (2011). *Research Methods in Education*. (7<sup>th</sup>ed.). New York: Routledge.
- Davies, Adrian. (1999). *A Strategic Approach to Corporate Governance*. England Gower Publishing Limited.
- Education for All Global Monitoring Report 2009. (2008). *Overcoming Inequality: Why Governance Matters*. France: UNESCO.
- Gallacher, Nisbet. Institute for Educational Policy. (2001). Governance for Quality of Education: Conference Proceedings. In Nisbet Gallacher (Ed), *Key points, Issues and Areas for Action*. (p.12). Budapest: The Open Society Institute & The World Bank.
- Glatter, Ron. (2002). The Principles and Practice of Educational Management. In Tony Bush and Les Bell (Eds), *Governance, Autonomy and Accountability in Education*(pp. 227-228). London: Paul Chapman Publishing.
- Graham, John., Bruce Amos & Tim Plumptre. (2003). *Governance Principles for Protected Areas in The 21<sup>st</sup> Century; Prepared For The Fifth World Parks Congress Durban, South Africa*. Ontario: Institute on Governance.
- Miles, Matthew B., & dan A. Michael Huberman. (1994). *Qualitative Data Analysis*. Newbury Park, CA: Sage.
- Potgieter, J.M., Visser P.J., Van Der Bank A.J., Mothata & Squelch J.M. (1997). *Understanding the SA School Act: What Public School Governors need to know*. Pretoria: Department of Education.
- Rhodes, R.A.W. (1997). *Understanding Governance: Policy Networks, Governance, Reflexivity and Accountability*. Buckingham: Open University Press.
- Rodrik, D. (2008). Thinking about Governance. North,D.,Acemoglu,D.,Fukuyama F and Rodrik,D. *Governance, Growth and Development Decision Making*. Washington, D.C. World Bank.

The Changing Academy-The Changing Academic Profession in International Comparative Perspective 2. *Changing Governance and Management in Higher Education; the Perspectives of the Academy*. (2011). In William Locke, William K. Cummings, Donald Fisher (Eds). P.2. London, New York: Springer.

Yin, Robert K. (2003). *Case Study Research: Design and Methods*. (3<sup>rd</sup> ed). California: Sage Publication, Inc.

### **Copyright Disclaimer**

Copyright reserved by the author(s).

This article is an open-access article distributed under the terms and conditions of the Creative Commons Attribution license (<http://creativecommons.org/licenses/by/3.0/>).