

Teacher Participation in Decision-Making in High School Achievement(Case Study on SMU Negeri 1 Manado)

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Abstract: In the last few years development of school-centered education received a lot of attention, both from the education executives and experts, and also education observers. The attention was not only focused on the failures of the school management, but what is interesting is about their attention to the well-managed schools. The emergence of reputable schools included “SMU Negeri 1 Manado” did not simply happen, but it is the result of interaction of the various factors that influence it, both internal and external. One factor that determines school achievement is teacher participation in decision-making at the school. In other words, the participation of teachers in decision-making can be used as an internal factor that may explain the school reputation. The issue now is how much is the contribution of teacher participation in the decision-making process to improve school performance. Based on the analysis of data obtained from the research: first, the principal's perception about the need for outstanding teachers in decision-making is motivated by the level of education and training, the experience serving as the principal and work experience as a teacher. Second, the achievements of teachers regarding their participation in decision-making has grown and developed. Third, the way principal provides opportunities for outstanding teachers in decision-making can be viewed in terms of selecting participation (teachers), orientation, methods, and assignment in the committee. Fourth, the attitude of the teachers in accepting the opportunity to participate in the decision-making consists of a variety of teachers with a positive attitude in accepting the opportunity to participate in decision-making and some negative attitudes of teachers in accepting the opportunity to participate in decision-making. Fifth, the way principal approve the aspirations of teachers are either directly and indirectly. Sixth, the way teachers giving aspiration can be done either individually or in groups, and can be viewed in terms of the delivery or its extension through the board meetings of teachers, through the vice-principal, and through a "suggestion box". Seventh, types of decisions by the principal involving teachers in improving school achievement can be categorized on decisions based on allocation, security, assessment, and instructional. Eighth, participatory decision-making patterns can be observed from behavioral dimension and the dimension of the process of problem identification, alternatives identification, the diagnosis of the strengths and weaknesses of alternative, decision-making, decision implementation, and decisions assessment. The findings of the study suggested: one, in order to maintain and develop reputable school, one of the role need to be done effectively by the principals is to be a school manager directed through their ability to make decisions. Two, since the participation of teachers has a significant contribution to improving the quality of principals' decisions, it is expected that high-school teachers should be aware that they have rights and duties to provide ideas that are constructive as the manifestation of a sense of responsibility to the decisions taken on improving school achievement. Three, the development of the art of education management should consider that the paradigm of participatory decision-making, better known as "shared decision-making" is a paradigm that needs to be developed continuously. The results of this study indicate that the participation of teachers in decision-making at the “SMUN 1 Manado” is one of the factor that determines the school's achievement. The results of this study are also expected to be the basis for the development of the next problem in art of education management and research education management

Keywords: participation, development decisions, school achievement

I. Introduction

As the capital of North Sulawesi province, Manado, within the dynamics of education reveals that phenomenon of reputable school have become common every school year with so many prospective students wishes to enter in one of the reputable schools. These prospective students are not only domiciled in the city of Manado but they also came from the outskirts of cities and rural areas; this trend is becoming more symptomatic as has also been the parents' interest so that the parents also direct their children to get in on reputable school.

Statistics revealed in Manado City there were 24 high schools in 2016, 9 are public and 15 that are private. Of the 24 high schools, one of the most reputable is the first senior high school state in Manado called *SMU Negeri 1 Manado*. This school is one of the schools that shows good student performance and its graduates generally accepted in college through test, so that now this school is the most favorite school in North Sulawesi

as students who are doing well in *SMU Negeri 1 Manado* have been transferred to the senior high school of special guidance.

In interviews with the superintendent of schools from the North Sulawesi provincial education offices showed that, the *SMU Negeri 1 Manado* is one of the schools that consistently demonstrate achievement. This result is supported by the acknowledgement of several parents interviewed in a preliminary study in July 2016. According to the parents, the community has recognized this school as one of the reputable schools or at least their favorites. This opinion was not only come from the people who live in the city of Manado, but also the people who are around or outskirts of Manado and North Sulawesi society in general.

Moreover, the existence of a reputable school is not far from the role of teachers in many aspects including their role in participating in decision-making. The teacher's role is to provide the aspirations relating to plans principals in terms of decision-making. In addition, teachers may provide input and suggestions relating to the principal's decision. Therefore, a principal's decision should involve teachers to carry out that decision and later will be implemented and evaluated together with the principal and other elements of education executive.

The reputable schools that excel academically often called effective schools (Davis & Thomas, 1989), successful schools (Sergiovanni, 1991), excellence schools (Sergiovanni, 1991), good schools (Frymier, Cronbleth, Donmoyer, Gansneder, Jeter, Klein, Schwab, and Alexander, 1984) or school achievement (Heck, Larsen & Marcoulides, 1990) or improved schools (Arifin 1998). By these statements, one might ask "why is there a school that is reputable, while other schools in general has not been so accomplished?" and "what can be learned from this so called reputable school?". The assessors and researchers have asked questions about the good school (Frymier, et al, 1984); actual reputable schools, including *SMU Negeri 1 Manado*, are not formed for granted. The emergence of reputable school come from the result interaction among a number of factors associated with school conditions, both internal and external school. One of the factors in question is with regard to decision-making in schools.

In the study by Frymier et al (1984) about one hundred schools, one of the factors that could explain the emergence of a good school is a participatory decision-making. In the study they found that in general teachers hold a positive view of the decision-making process; the study also found that teachers are involved in actual class' discipline policy formulation, defining the methods and techniques of learning and are always searching for troubleshooting lesson student individually. In addition to the actual engagement, they also found involvement needed. From the results of the study, it is found that teachers are always involved in decisions about classroom discipline policy formulation, methods and techniques of learning, and the selection of textbooks. The results of these studies imply that decision-making is one of the important substances in fostering reputable school.

Understanding a decision as an important substance in the school organization has been growing rapidly. In the beginning, the study of decision-making of schools is more dominated by the upper managements. That is, the decisions that are made in schools is the responsibility of the principal because what will be decided at the school are supposed to come from the principal. However, in the subsequent development that since the emergence of issues of "human resources development", attention to the importance of teachers participation in decision-making started to get reasonable (Owens, 1991); in line with the human resources development issues, it gives birth to thoughts that put the importance of the participation of teachers in decision-making.

The concept of participation in decision-making originally introduced by Frenck et al (Salusu, 1996), i.e. when it is said that participation shows within a process between two or more parties that influence over others in making plans, policies and decisions. That decision is something that will take effect at a later date for the decision makers, the other parties they represent, and often for the environment. Demands of participation not only appears on the individual, but the organization also requires that the decisions must take into account the knowledge and opinions of the people who take part in it. Thus, participation is an activity, process or decision-making system (Salusu, 1996).

According to Owens (1991) the application of participatory decision-making in educational organizations has two potential advantages, namely: 1) to bring out good decision, and 2) to increase the growth and development of the organization's participation. This statement was in line with the thinking of Salusu (1996) who argued that whenever there is a participation in the decision-making will yield double advantages. The first advantage is for the organization itself and the second advantage for the participating parties.

The growing importance of the participation of subordinates in decision-making can be seen from the impact which it has obtained that it will reduce the relative power of the executive officers, but at the same time creating a path to democracy in the organization (Abrahamsson in Salusu, 1996). Even Salusu (1996) itself emphasizes that such participation will generate a good cooperation mood and increase mutual understanding and tolerance among employees so as to improve the level and quality of organizational productivity.

Fermier et al (1984) in their study of decision-making on the one hundred schools showed that generally teachers have a positive view of the process of the decision-making process. From the study it is also found that teachers always involved in policy formulation classroom discipline, defining the methods and techniques of learning and are always looking for solutions to problems of individual student learning. In addition to the actual engagement, involvement is also needed. This research found teachers are always involved in decisions about working discipline policy formulation, learning methods and techniques, and textbooks selection.

Based on theoretical and empirical analysis above, it can be said that the participation of teachers in middle school decision-making, particularly in *SMU Negeri 1 Manado* important to be studied in depth.

II. Literature Review

The essence of decision-making, according to Salusu (1996) is the process of selecting an alternative way of acting with effective methods according to the situation. Suryadi and Ramdhani (1998) argues that the decision-making in the organization is the result of a communication process and continuous participation of the whole organization. The dimensions of decision-making by Lipham, Hoe, and Rankin (1985) consists of three dimensions: content, process, and engagement. The conditions in the decision-making needs to be understood because it will affect the quality of the decision itself. Among them are certainty, risk and uncertainty. The decision consists of three types: routine, adaptive and innovative. In addition to these types of decisions that are found in the general organization, there also has been investigation by Hanson (1985) of the types of decisions in the school setting. Categories those found in this study are: 1) allocation, i.e. decisions regarding the distribution of human and material resources in schools; 2) security, that is the decision with regard to the maintenance of physical and psychological safety of teachers and students; 3) limited decision, the decision regarding the determination of who controls the reception of material, information, and people from one domain to another within a school or between schools and communities; 4) judgment, a decision with regard to the passage of an assessment of the quality of performance (teacher or student); and 5) learning, namely decisions regarding the determination of the content and process of teaching and learning in the classroom.

Decision-making as a theory has been growing rapidly. Its development was marked by the emergence of several streams, approaches and models of decision-making. According Brinckloe (Salusu, 1996) the flow of decision-making can be categorized into six streams, namely: bureaucratic, scientific management, human relations, economic rationale, satisficing, and flow analysis system. Six of the applicative can be explained in the background of schooling. In the book "educational administration" issued by the department of education and culture, directorate general of higher education (1983) argued about models of decision-making. According to them, there are three models of decision-making, namely: behavioral models, information models, and normative model. In addition to these models, Sergiovanni, Burlingame, Coombs, and Thurston (Rossow, 1990) suggested six models of decision-making linked to agreement/disagreement of participants' decision-makers to the "means" (the way) and "ends" (objectives) of decision-making process. The models are the basis of the options that can be used in decision-making at school.

The concept of teacher participation in decision-making in schools is not new. Alutto and Belasco (Salusu, 1996) recognized the importance of participation in decision-making, because there is guarantee about the characterization and there will be control over the decisions taken. What Salusu proposed is basically the premise of how the importance of the participation of teachers in decision-making in schools. Based on the description of the behavior of the principal in concert with the participation of teachers in decision-making, both with regard to the behavior of the principal as a leader as well as the behavior of the principal as a supervisor; it appears that to involve teachers in decision-making depends on the views the principal itself hold. That is, the concept of participatory decision-making itself not only viewed from the aspect of teachers, but can also be viewed from the aspect of the principal. Although participation with the principal and teachers in decision-making is important in order to obtain quality decisions, one thing to understand that the principal retains organizational decisions.

In essence, perception—in relation to decision-making—is a cognitive process experienced by everyone in understanding the information about the environment, whether through sight, hearing, appreciation, feeling and smell. Based on an understanding of the notion of perception, it can be formulated operationally that is a perception in this study is a cognitive process experienced by principals and teachers in understanding information relating to the need for teachers to participate in school decision-making. The process of perception includes an interaction that is difficult from the selection, compilation and interpretation (Luthans, 1981). Because the process of perception can add and subtract actual events that was informed by someone. The last sub-process causes feedback. This sub-process can affect a person's perception. For example, a teacher who reported the results of its work to the employer (principal), and then get feedback to in the form of his superior's expression. In the development of a person's perception, several factors influence it. Based on this opinion, it seems that the perception of school principals and teachers as individuals can be influenced by stereotypes,

selectivity, self-concept, circumstances, needs, emotions, psychology, family, culture; perceptual factors such as attitudes, motives, interests, experience, and awards; and situational factors such as time, state/workplace, and social conditions; as well as factors on targets such as novelty, movement, sound, background, and proximity. If the information comes from a situation that has been known by an individual, the information will affect the way a person organizes his perceptions. The results of perception information organization may be the understanding of an object. This kind of organizing include three things: the similarity and dissimilarity, proximity and space, and proximity in time (Thoha, 1983).

Talking about the actual aspirations - in relation to decisions - cannot be separated with success. This is due to a success tends to raise the aspirations and failures tend to cause a low level of aspiration (Payitno, 1989). According to research by Feather (Prayitno, 1989) the success-oriented students have stronger motivation to succeed, because at the beginning of the study, they had higher hope for success. Unlike the fail-oriented students, because they have low expectations for success, then the motivation to succeed is also weak. The factors that influence high aspirations are successful experience, difficult tasks that demands hard work, feel in control, relevant tasks of academic and expected positions, helpful information, homogenous group of people, and a realistic goal to achieve. Factors that lead to low aspiration among them are experience of failure, simple tasks that require very little effort, dependent of others, irrelevant tasks to the needs of academic and positions, gaining useless information, heterogeneous group of people, and unrealistic goal (too high or too low). Factors that cause the fluctuations of aspirations mentioned above can be used to describe the aspirations of teachers. In other words, determining the level of aspiration of teachers in schools can be explained by factors that cause the fluctuations of aspirations.

III. Methods

This study used a qualitative approach. According to Bogdan and Taylor (1982) qualitative research is a research procedure that produces descriptive data in the form of speech, writing and behavior of people (subjects/informants) themselves. The characteristics of qualitative approach are: 1) qualitative research has the natural setting as a source of data and researcher is seen as a key instrument; 2) researchers are descriptive; 3) qualitative researchers are more concerned with the process than the result or product; 4) data analysis tend to be inductive; and 5) more concerned with meaning, such that meaning is essential in qualitative research (Bogdan and Biklen, 1998).

This study was designed using case studies that tried to describe a setting, an object, or a particular event in depth and detail (Bogdan and Biklen, 1998). This opinion is supported by Yin (1997) which states that case study is the strategy chosen to answer the question "why" and "how" the implementation of something if the research focus seeks to examine the current phenomenon in the context of real life.

Research activities using case study design can be classified into three types of research, namely: 1) case studies history of the organization; 2) observational case studies; and 3) case studies of life history (Bogdan and Biklen, 1998). Judging from the classification of the case study, the research on teacher participation in decision-making at *SMU Negeri 1 Manado* use observational case study design, in which it only observes what is happening in the field, including events relating to the participation of teachers in decision-making. This design of case study is part of a single spike in case studies (Yin, 1997). In this study, researchers will focus their research on the case, which has been established and in accordance with the focus of research that has been formulated.

Research implementation by case study design conducted in *SMU Negeri 1 Manado* was developed by bogdan and Biklen (1998), in turn was served in a funnel shape. It describes the form of the research process beginning with the exploration that is both extensive and profound then continues with data collection and analysis activities in a more narrowed and more focused on a particular topic (Owens, 1991). These activities eventually conclude comprehensive information regarding the participation of teachers in decision-making.

IV. Results

The results of this discussion is about the perception of principals on the need for teachers to participate in decision-making, perceptions of teachers regarding their participation in decision-making, how principals provide opportunities for teachers to participate in decision-making, attitude of the teachers in accepting the opportunity to participate in decision-making, how principals agree to take aspirations, the way teachers giving aspirations, types of principals decisions involving teachers to improve school achievement, and participatory decision-making patterns based on the behavioral dimensions and dimensional process.

Perception of principals on the need for teachers to participate in decision-making

The formation of principals perceptions of the need for teachers to participate in the decision-making indicated that the role of the principal as a manager in its function as a decision-maker has been implemented effectively. This perception needs to be continuously nurtured and developed by the principal because the

theoretical framework of education management explained that the decision is a function or administrative proceedings (Gorton, 1976; Sutisna, 1983), as the core of leadership (Nawai, 1981; Siagian, 1988; Perrone in Salusu, 1996), or as "the heart of the organization and administration" (Owens, 1991). In addition, the findings of the study also indicated that as the growing importance of developing decision-making paradigm called "shared decision-making" (Owens, 1991) in the development of reputable school. In other words, the principals perception of the need for teachers to participate in decision-making is a type of participatory decision-making behavior that can explain how to develop reputable school.

Perceptions of teachers regarding their participation in decision-making

The findings on the growth and development of the perception of these teachers, while can be explained in terms of the meaning of concept perception, it could also be explained from the process of perception itself. That is, teachers of *SMU Negeri 1 Manado* who have had the perception of the need for their participation in decision-making at the school, is not to be separated from the stimulus or situation that is present, registered, interpreted, and with feedback that affect a person's perception (Thoah, 1983). When seen from the concept of perception election, it can be explained that the growth and development of teachers' perceptions in the need to participate in decision-making in schools indicated that it could not be separated from the influencing factors from outside and from within (Luthans, in Thoah, 1983). The outside factors consisting of environment factors, among others: the intensity, size, disagreement, repetition, movement, and familiarity; while inside factors that influence the perception process selection, among others: process of learning, motivation, and personality. It is not surprising that these factors influence the teachers at *SMU Negeri 1 Manado* on the awareness that the decisions taken at school is not just the responsibility of the principals, but also the responsibility of the teachers themselves. Therefore it can be argued that the perception of teachers on their participation in school decision-making is one of the aspect of participation of decision-making behavior that explain the development of reputable school.

How principals provide opportunities for teachers to participate in decision-making

The use of brainstorming methods need to be developed in the present situation, which requires democratization process available in the school. This is needs to be done due its advantage that stands out, in which the participants have the freedom to express ideas because there is no concern to be criticized or stopped before they are finished speaking. In addition, the number of ideas that would come out will grow so it is possible to formulation a good decision (Salusu, 1996); while in terms of the task provision, it can be observed from the way the principal forming a school committee to give the opportunity to participate. Through this committee, the teachers were given the opportunity to perform a variety of tasks as a form of participation. According to Salusu (1996) the participation of those sitting in a committee would increase their meaning of presenting opinions, asking questions, providing information, debating, such that the resulting decisions will be far more meaningful. Using this method right will create exchange of ideas between disciplines, so that it can be inspect a topic from various angles. This condition will prevent a person to maintain his own opinion, instead will allow all parties to give and receive. Indirectly, this method make the teachers participated in the decision-making process (Salusu, 1996).

Attitude of the teachers in accepting the opportunity to participate in decision-making

Manifestation of the attitude of teachers to accept the opportunities presented by the principal to participate in decision-making at *SMU Negeri 1 Manado* primarily is the result of affection, cognition, and behavior. The theoretical cause states that affection, cognition and behavior determine the attitude and vice versa (Rosenberg, in Gibson, Ivancevich, and Donnelly, 1996). Therefore, Gibson, Ivancevich, and Donnelly recommended that aspects of affection, cognition, and behavior is the components of attitude.

How principals agree to take aspirations

How principals indirectly receive aspirations from teachers because it does not comply with regulations of the school and instead handing them over to the vice-principal indicates a theoretical model that the principals is actually developing what is called "zone of acceptance" (Hoy & Miskel, 1987), namely as a situation where a decision can be approved automatically. This concept attempts to answer the question "in what condition the subordinates must be involved in decision-making?" It is stated too that in order to know which ones are included as part of the reception area and which ones are outside of it can be done by: 1) relevance test i.e. if subordinates have a personal interest in a decision, the participating interest is usually high; and 2) expertise test that is related to the extent to which a person is able to provide a useful contribution in solving the problem. If the decision to be made demands particular person with skills, then he/she need to be involved directly. When a problem is outside his/her areas of expertise or competence and outside the subordinate's scope of work, the

person usually do not need to be included in the decision-making process because it will cause frustration, and it would be considered uninteresting and time wasting.

It adds too that the concept of territory recipient confirms that subordinates feel they have a personal interest or satisfaction is very relevant for themselves, and it gives them the knowledge to provide a useful contribution; the satisfaction clearly falls outside the reception, so that subordinates do not need to be involved in decision, but if the decision is irrelevant and falls outside the competence, then the decision was clearly in the receiving area, so it does not require the participation of the subordinates. Even if subordinates follow, the results will be less effective in a sense does not always benefit the organization.

The way teachers giving aspirations

This study found three ways for teachers to give aspiration, namely: 1) through teacher council meetings; 2) through vice-principal; and 3) by means of "suggestion box". The findings indicate that the way teachers in conveying their aspirations is, seemingly, very good and effective as a way to use the channels of delivery that should have been done in school. Aspirations of teachers through the board-meeting forum of teachers, vice-principals, and by means of "suggestion box" indicates that the teachers' aspiration channel at *SMU Negeri 1 Manado* can be selected from those three methods. Using these three ways also indicated that the level of the aspirations of the teachers in this school is high. The high aspirations of these teachers cannot be separated by the state of a school as a reputable school. An outstanding school is certainly experienced so much success.

Types of principals decisions involving teachers to improve school achievement

The findings of this study do not differ much with the results of Hanson (1991), which examines the types of decisions taken by the principal at the reputable elementary and middle schools in Silverwood School District in western part of the United States. There were five types of decisions. When comparing the findings in this study with the results of the Hanson study, turns out there are four types of the similar decision, namely: allocation, security, assessment, and instructional. This indicates that in order to develop a reputable school, these types of decisions need to receive a lot of attention.

Participatory decision-making patterns based on the behavioral dimensions and dimensional process

Based on the results of the study, there are two patterns of participatory decision-making at *SMU Negeri 1 Manado*, namely: 1) behavior dimensions basis; and 2) process dimensions basis. Behavior dimensions in question refers to the perception of principals on the need for teachers to participate in decision-making, how principals provide opportunities for teachers in decision-making, how principals agree to take the aspirations of teachers, and the types of decisions principals involving teachers in improving school achievement. While the process dimensions refers to the problem dimensions, alternatives identification, alternative strengths and weaknesses diagnosis, decision-making, implementation, and assessment. The results of this study indicate that in developing a framework of participatory decision-making in schools can be analyzed based on the behavioral dimensions and process dimension.

V. Conclusion

- In realizing his/her role as manager of the school, the head of *SMU Negeri 1 Manado* can be one of the effective functioning member of the decision makers at school.
- Principal of *SMU Negeri 1 Manado* turned out to have a perception about the need for the participation of teachers in decision-making in schools.
- The formation of the perception of the principal of *SMU Negeri 1 Manado* is influenced by educational background, training and experience as head of the school and work experience as a teacher.
- Perceptions of teachers regarding their participation in decision-making at *SMU Negeri 1 Manado* has grow and develop properly, making the teachers feel responsible for any participatory decision taken at the school.
- How the principal of *SMU Negeri 1 Manado* provide opportunities for teachers to participate in decision-making can be viewed in terms of selecting participants (teachers), namely through the way individuals and groups; through organizations namely by way of direct and indirect cooperation, an excellent method by way of questions and answers and advices, and assignments in the committee to form a new student recipients committee, examination committee, the anniversary committee in school.
- Attitude of the teachers in accepting the opportunity to participate in decision-making at *SMU Negeri 1 Manado* is seen as a positive attitude in the sense of responding to every opportunity given by the principal and as a negative attitude, meaning not agreeing with the behavior of the principal that take less attention on fairness in decision-making such as determination of the number of teaching hours.

- How the principal of *SMU Negeri 1 Manado* receives aspiration is directly and indirectly. How to receive aspirations from teachers directly is in regard to the wishes and complaints of teachers. As for how to receive the aspiration indirectly is in respect to the wishes and grievances filed by teachers who still require analysis and by the vice-principal.
- How the teachers give aspirations, either individually or in groups can be viewed in terms of the delivery or distribution, i.e. through the board meeting of teachers, through the vice-principal, and through a "suggestion box".
- The types of decisions by the principal of *SMU Negeri 1 Manado* that involves teachers in improving school achievement can be categorized by decisions allocation. This refers to the allocation of teachers into the teaching duties according to fields of study that is the teacher's expertise and the allocation of the use of learning facilities; security decisions refers to the division of guard duty of teachers and security guards procurement policy in schools and the establishment of school discipline; judgment decisions refers to new admissions, determining the class advancement, determination of the students' graduation, and assessment of the implementation of the work of teachers; and the decision of learning which refers to the principals checking and giving instructions on how to make a good teaching preparation for teachers to be used in teaching and learning activities in the classroom and improve the performance of teachers in teaching through classroom observation and making a regular quarterly schedule.

The decision-making patterns of participation can be viewed from a pattern based on the behavioral dimensions that refer to the behavior of the principal's perception of the need for teachers to participate in decision-making, how principals provide opportunities for teachers to participate in decision-making, how principals agree to take the aspirations of teachers, and the types of principal's decisions involving teachers to improve school performance; and based on the dimension that refers to the steps in participatory decision-making that is: the definition of the problem, alternatives identification, strengths and weaknesses alternatives diagnosis, decision-making, implementation and assessment of decision-making.

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