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**THE REGIONAL EDUCATIONAL DEVELOPMENT
AND IMPROVEMENT PROJECT
(REDIP)**

**WORKING PAPER I:
The Education System in the United States of America
Description and Implications for Indonesia**

Prepared by:
Joseph Cohen, Ed.D.
Academy for Educational Development



JAPAN INTERNATIONAL COOPERATION AGENCY (JICA)



OFFICE OF RESEARCH AND DEVELOPMENT
MINISTRY OF EDUCATION AND CULTURE
THE GOVERNMENT OF INDONESIA

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1. The System of Education in the USA

Americans fought for and achieved independence from the British Government in 1781, but not until 1791 did the government have a national constitution. The new constitution did not mention the individual's right to education but did state that powers not given to the federal government reverted to the then 13 states. The USA has expanded to 50 states and a number of territories such as Puerto Rico and Samoa. Traditions have evolved over the 200 years of America's existence, but none has had more impact than the issue of state rights, especially as it relates to education. In fact, eight themes have emerged as important to education. These are shown in Table 1.

Table 1: Educational Themes in the USA

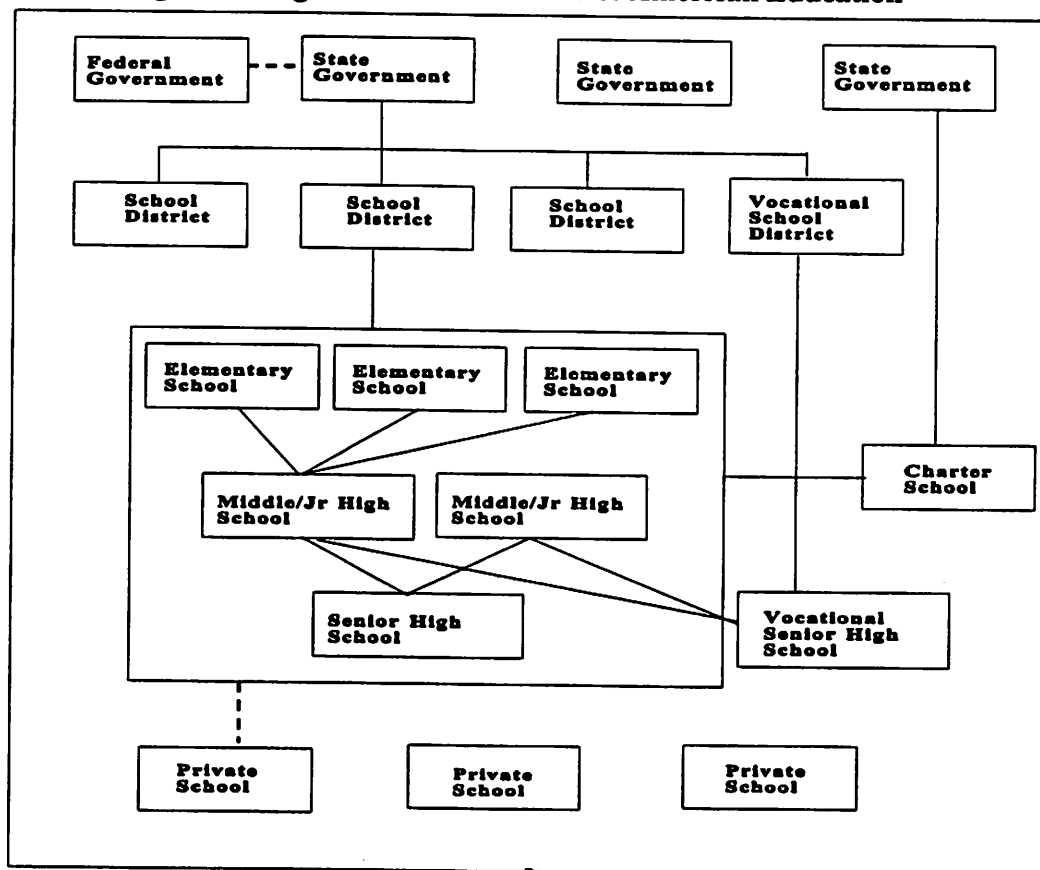
Universal Education	Belief that public schools are for all children supported by taxes on non-parents as well as parents
Free Education	Boards of education are given power by the state to levy taxes at the local level for educational purposes.
State Responsibility	States have assumed control of education under Article 10 of the Bill of Rights which states that powers not specified under the federal government revert to the states.
Local Operation	States delegate most powers to the local district and a district board of education is elected or appointed to represent the people and operates within the framework established by the states.
Federal Participation	The federal government serves in an advisory capacity and in legal capacity to equalize education across states and provide additional funding for special purposes.
Extending the School System	The trend has been to extend educational opportunity downward from year one and upward to higher and adult education.
Religious and Public Schools	There is complete separation of church and state in education in all matters including funding, although there seems to be a shift.
Melting Pot Influence	Public education must assimilate all cultures and provide the needs of all.

These themes are evidenced in a variety of ways. Compulsory or basic education in the USA is from age six through age 16. It is the state, not the national government that has responsibility to control education. Thus, the USA has 50 state educational systems for primary and secondary education, a fully devolved system. In most cases, states delegate management responsibility to school districts that can represent various levels of community from county school districts to very small town school districts. As part of this decentralization, states give local administrative units the right to tax both parents and non-parents to pay for the expense of education so that it is free to all students in primary and secondary education through year 12 of schooling. The role of the national government has

been to support education through advice and legislation that pertains to all 50 states equally. It has fostered many educational initiatives for women, the disabled and others adversely affected by inequality. It has helped to extend education so that it is seen as a system for lifelong learning starting at birth. The United States has a strong tradition of separating church and state so that public education cannot impose any type of religious system in the school. This has given rise to private religious schools that use tuition and other fund raising to pay for the cost of education. And finally, the United States was created by and through on-going immigration. It is a place of diverse cultures and one role of education is to help assimilate these diverse cultures into the mainstream of America.

The devolution of education to the 50 states by the national government and the further decentralization of education by 49 of the 50 states (excluding Hawaii) to various levels of local authority has given rise to a diverse collection of school districts. The number of school districts reached their peak in the 1930s at over 250,000. For purposes of efficiency and quality, many school districts have given up some autonomy and have combined with others, the total number of districts now numbering over 16,000. **Figure 1** shows a simple organization chart of education structures in the USA. The figure shows that the national government of the USA has no line authority over education.

Figure 1: Organizational Structure of American Education



Each of the 50 state governments manages education and delegates much of the management and financing to local districts. In many cases, the state has separate school districts, often at

the county (kabupaten) level, for providing vocational education. The comprehensive school district is comprised of elementary, middle and/or junior high schools and senior high schools. The elementary school is comprised of possibly three models: K-8, K-6, and K-4. The K-4 school feeds the middle school, a structure that generally covers grades or years 5-8. This structure tends to be viewed as upper elementary education where children are not ready for certain management techniques used in the junior high school such as departmentalization. The K-6 will generally act as a feeder school to a junior high school, years 7-9. Some elementary schools are combined abbreviated junior high school grades K-8. All feed to either comprehensive or vocational senior high schools years 9-12. The private school structure is an independent school structure and may be a religious, for-profit, community, or other special interest school. The Charter School is a new concept in the USA serving as a means to foster innovation in public education. Not all 50 states have adopted the Charter School concept. Both private and charter schools will be discussed later.

Each Government structure has a different set of responsibilities. Table 2 outlines the key responsibilities held by the American national, state and local or district systems of education:

Table 2: Government Responsibilities for Education

Federal	State	Local School District
1. Promote the cause of education.	1. Promote local school improvement.	1. Raise money to finance schools.
2. Broaden scope of education.	2. Equalize educational opportunity.	2. Conduct planning and provide management oversight of the system.
3. Educate individuals for whom government assumes responsibility such as the American Indians, The Washington, D.C. school system, and education in the territories.	3. Provide incentives for greater local tax effort.	3. Establish local policies, procedures.
4. Improve the quality of education.	4. Broaden tax base to reduce local tax burden.	4. Build and renovate facilities.
5. Compensate for deficiencies in school tax base.	5. Provide governance and oversight of the state educational system.	5. Hire, manage and develop staff.
		6. Evaluate schools and students.
		7. Purchase materials, supplies, textbooks, equipment, and furniture.
		8. Provide curriculum.

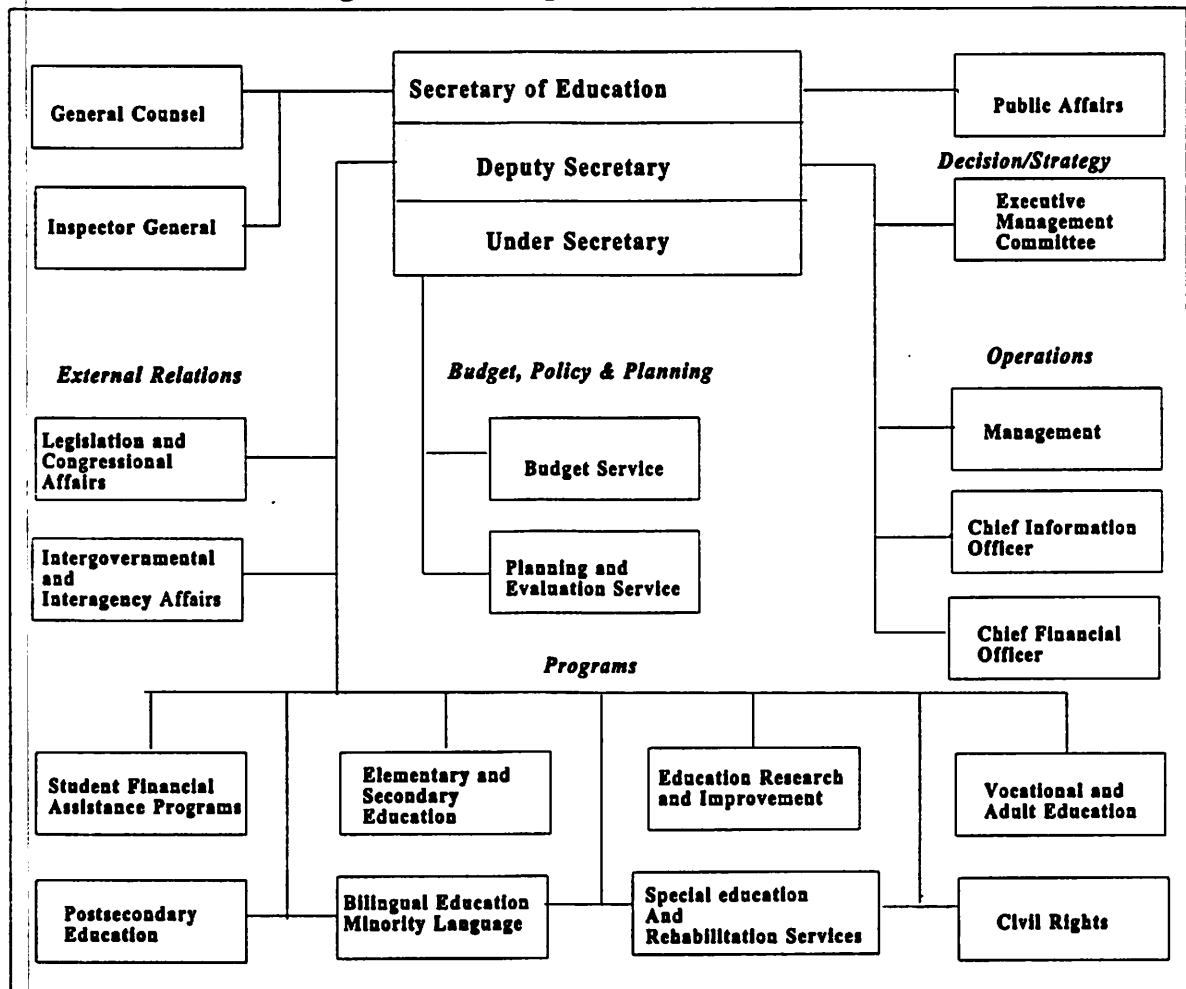
Given that there is great variation in terms of wealth, demographics, size, and other factors among the local school districts in the USA, one of the main functions of the state and national governments is to equalize educational opportunity. This is often done through formula grants that are based on such factors as the budget per student. Poorer school systems may apply for state or national funding to achieve parity with richer school systems.

The school district employs all staff, raises funds, develops and implements district policies, keeps accurate records, provides the curriculum. In some cases textbooks are selected by the state or district while in others, the school may make the decision. School districts can raise funds through bond issues to build facilities and may also apply for grants from the state and national governments for funding. The state will set policies such as minimum standards, provide for standards testing, and provide for oversight to ensure that districts are meeting their obligations. The national government has made a major commitment to research and development, collection and dissemination of information about education, and provides other advisory services. When necessary, it passes laws that affect the nation and the court system can serve as the court of last resort for those who wish to rectify inequities in education.

2. The Role of the National Government in Education

The United States system of government is divided into three branches. The **Congress** (House of Representatives and Senate) is charged with making laws; the **Executive branch** (the President, his or her cabinet and other agencies and bureaus) is responsible for enforcing the laws; and the **Federal Court System** (district courts, court of appeals and the Supreme Court) interprets the laws. The Cabinet post of U.S. Department of Education (DOE) is headed by the secretary. **Figure 2** shows the organization chart of this department.

Figure 2: U.S. Department of Education (DOE)



The responsibility of this department is to:

- 1) Provide national leadership and partnerships to address critical issues in American education.
- 2) Serve as a national clearinghouse of good ideas.
- 3) Help families pay for college.

- 4) Help local communities and schools meet the most pressing needs of their students.
- 5) Prepare students for employment in a changing economy.
- 6) Ensure nondiscrimination by recipients of federal education funds.

Much of the work done by DOE is based on legislation passed by congress. Probably one of the most important laws passed in recent years has been the Elementary and Secondary Education Act (ESEA) of 1965. Originally having five titles, this law has been amended over the years adding several new titles. The original titles have provided for the following:

- 1) *Title I.* Provides billions of dollars each year to benefit children of families with poverty-level incomes.
- 2) *Title II.* Provides assistance to school districts to purchase textbooks and other instructional materials.
- 3) *Title III.* Has created supplementary education centers to provide remedial services.
- 4) *Title IV.* Conducts research and establishes cooperative research centers and regional education laboratories.
- 5) *Title V.* Provides funds to strengthen state departments of education.

It is the responsibility of congress to provide the funds and DOE implements these programs by preparing policies and procedures, implementing them, and then making sure that the program funds are being used correctly. Sometimes, DOE contracts out services such as research centers while it directly manages other programs. Some programs provide funds to state level, others at the school level and still others such as college loans directly to families.

The DOE can provide a wealth of information and services. The Secretary of Education, for example highlights contemporary problems that need attention. In 1983, *A Nation at Risk* was issued and brought to the country's attention that student achievement levels were threatening America's international competitiveness. DOE has established ten regional educational laboratories that develop materials and provide assistance to states and local educators based on the most recent knowledge about improving teaching and learning. Some programs now receiving funding include:

Educational Resources Information Center (ERIC). ERIC has distributed information on subjects ranging from elementary and early childhood education, to education for the disabled and gifted children. It is the world's largest database on education and can be accessed through libraries.

Fund for the Improvement of Postsecondary Education (FIPSE). The fund sponsors innovation in elementary, secondary and postsecondary education. It is a competitive grant program for states, school districts and individual schools to demonstrate proven innovative approaches.

The Star Schools Program. The program supports distance education technologies to help students in thousands of schools learn to academic standards.

National Center for Education Statistics (NCES). The center publishes the annual reference volume on education in the nation, *The Digest of Education Statistics*. It also publishes *The Condition of Education* and funds the *National Assessment of Educational Progress*. For 20 years this has served as the nation's report card on education.

William D. Ford Direct Loan Program. The program lends funds directly from the federal government to postsecondary students and provides a wide variety of repayment options.

School-to-Work Program. This program helps young people develop the information they need about careers that are in high demand. This program resulted from the *School-to-Work Opportunities Act* of 1994 passed by congress.

Eisenhower National Clearinghouse for Mathematics and Science Education (ENC). One of the ten regional educational laboratories, this clearinghouse is located at Ohio State University and serves as a K-12 national repository for instructional materials.

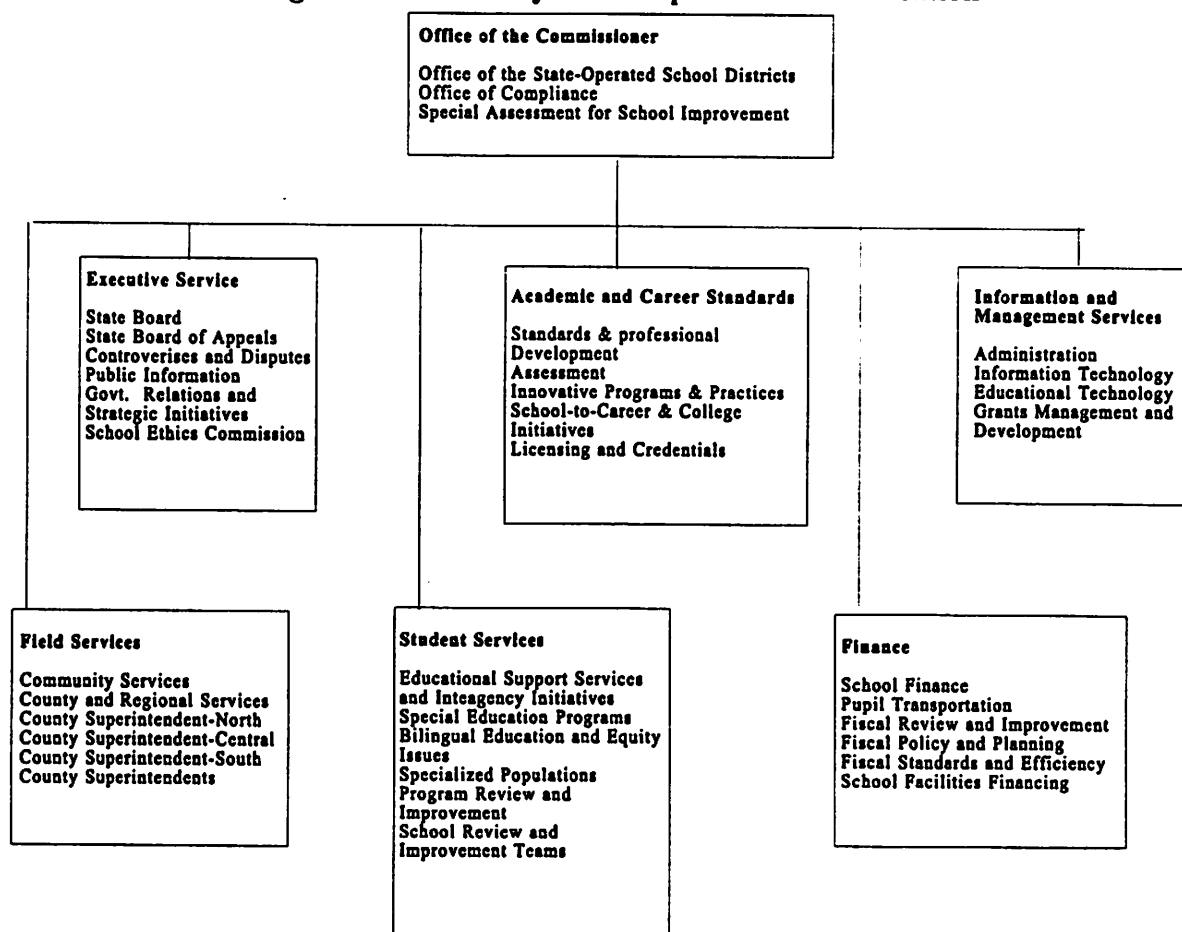
These programs and institutions represent a small part of the types of services provided by the DOE authorized through legislation passed by congress. The judicial branch of the government is important in interpreting if the laws are being enacted properly and fairly. Any state or local district accepting funds from the national government must abide by the laws passed by congress. Many times, these laws or lack of laws have been challenged and their fairness or constitutional validity questioned. When brought to the federal court system, the interpretation by courts becomes the law of the land. Any law may be challenged and appealed through to the Supreme Court.

One of the most important challenges to the constitution of the United States occurred in 1954 when the family of a black child brought suit in federal court alleging that the Topeka, Kansas school district was discriminating against her because of her race. The *Brown v. Topeka* case overturned the previous federal court ruling that schools could be separate but equal. The 1954 Supreme Court ruled that schools could not be separate and equal at the same time and ordered that all schools in the USA be desegregated. This has had a monumental effect on education in the United States and many challenges to the ruling have resulted. It is still, however, accepted as the law of the land and congress has passed a variety of laws that support the ruling. The Office for Civil Rights (OCR) was created in DOE and given the responsibility for enforcing a variety of statutes prohibiting discrimination by recipients of federal funding on the basis of race, color, national origin, gender, disability or age.

3. The State System of Education in the USA

As stated, there are 50 state (similar to Indonesian provinces) systems governing education in the USA. They range from centrally controlled education where Hawaii has a single education district to states with primarily county systems such as Indiana to states that have community school districts such as in Pennsylvania. There is great variation in the structure of education districts across and within states. It is for the state to decide how it wishes to delegate management responsibility for education; nevertheless, all states retain some centralized control. In most cases, the centralized control relates to such factors as ensuring a minimum salary scale for all schools; establishment of professional staff and teacher certification requirements; establishment of accreditation requirements for schools; school schedules and minimum contact hours for teachers and students and school schedules; many states are now introducing minimum performance standards as measured by standardized tests at key grade levels; reserve funding for poorer schools and specialized programs similar to the national government programs; liaison function between the national government and local districts; and state-level record keeping for purposes of monitoring and evaluation.

Figure 3: New Jersey State Department of Education



A typical state in the USA is New Jersey. Since it is not possible to analyze similarities and differences among all 50 states, the above organization chart in Figure 3 and the subsequent

narrative concerning each division can provide a better understanding of how a typical state in the USA manages education provided by local education districts.

3.1 Commissioner of Education

The commissioner is the chief executive school officer of New Jersey and supervises all public schools. He or she is also a member of the Governor's cabinet, appointed by the Governor with the advice and consent of the State Senate. As education leader of the state, the Commissioner recommends legislative initiatives and changes, suggests rules and regulations for State Board consideration, produces educational research, conducts initiatives to meet the state's educational needs, and serves as liaison between the local school districts and the federal government. State law grants the Commissioner a broad range of powers and responsibilities, such as deciding legal controversies and disputes that arise under school law or State.

Office of State-Operated School Districts. The State District Superintendents in Jersey City, Paterson, and Newark report to the Commissioner via this office. As such, the office is responsible for coordinating and supporting department policy-making for the state-operated school districts including strategic plan and personnel oversight and for implementing initiatives designed to promote innovation in the State-operated school districts. The office will also participate in the development of the annual plans to assure accountability and improvement of student achievement in the State-operated school districts with the Office of Program Review and Improvement and the Office of Fiscal Review and Improvement.

Office of Compliance. The Office of Compliance is responsible for all investigative and many auditing functions conducted by the department as well as criminal background checks of applicants for positions within New Jersey's schools.

Special Assistant for School Improvement. The Special Assistant for School Improvement is responsible for assisting the Commissioner internally to coordinate the Department of Education's effort to evaluate and assist schools where students are at risk of not achieving learning standards. The Special Assistant will participate in the development of the annual plans to assure accountability and improvement of student achievement in each Abbott district and identified districts with failing schools with the Office of Program Review and Improvement and the Office of Fiscal Review and Improvement. The Special Assistant will also serve as the Commissioner's principal representative to educators, parents, and other citizens in communities served by unsuccessful schools.

3.2 Division of Executive Services

The Assistant Commissioner for Executive Services is responsible for oversight of the following offices: Office of the State Board; Office of State Board Appeals; Office of Controversies and Disputes; Office of Public Information; Office of Governmental Relations and Strategic Initiatives; and Office of the School Ethics Commission.

Office of the State Board. The office serves as a liaison unit between the Commissioner and the State Board of Education and between the State Board and the public. It provides support services to the State Board by coordinating the board's meetings and public testimony sessions. It also coordinates the Board's special projects and committees. In addition, the office is responsible for the administrative code review process and the equivalency and waiver process. For State Board-related activities, it provides administrative services, and it also prepares and conducts orientations for new board members and senior staff.

Office of State Board Appeals. The State Board Appeals Office assists the State Board of Education in fulfilling its responsibility to decide controversies arising under the education laws. The office processes appeals from determinations made by the Commissioner, the State Board of Examiners and the School Ethics Commission, and is responsible for case management, including establishing the agenda of cases to be considered by the board and its legal Committee.

Office of Controversies and Disputes. The office assists the Commissioner of Education in fulfilling his/her responsibility to decide controversies arising under the education laws. The office examines petitions of appeal filed by parties alleging violation of school law, tenure charges brought by local boards of education against school employees and various types of other appeals authorized by statute and rule.

Office of Public Information. The office responds to requests for information from the news media and the general public. It also provides information to the news media and public through press releases and by coordinating activities such as press conferences and interviews. Most of the correspondence sent to the Department of Education is handled by the office's referral unit. Department wide documents are published and distributed by the public information office.

Office of Governmental Relations and Strategic Initiatives. The office is responsible for department interaction with the legislature, including tracking education legislation and providing comments and testimony as appropriate. The office also advocates major departmental initiatives with major interest groups and policy makers in coordination with other appropriate divisions in the department.

Office of the School Ethics Commission. The office reviews all ethics violation allegations against school board members and school administrators. Working with the appointed School Ethics Commission, the office prepares all cases for advisory opinion or hearing before the commission. The office also oversees the process requiring financial and personal disclosure forms from all school board members and designated personnel. In addition, it enforces the requirement that all new school board members attend the mandatory board member orientation conference provided by New Jersey School Boards Association.

3.3 Division of Academic and Career Standards

The Assistant Commissioner for Academic & Career Standards is responsible for oversight of the following offices: Office of Standards and Professional Development; Office of Assessment; Office of Innovative Programs and Practices; Office of School-to-Career and College Initiatives; and Office of Licensing and Credentials.

Office of Standards and Professional Development. The office is responsible for the periodic revision of New Jersey's Core Curriculum Content Standards. In addition, materials designed to assist districts in meeting the standards are developed and disseminated through this office. Close articulation between this office and the Office of Assessment is maintained. The state's proposed policy for the ongoing professional development of educators statewide for purposes of maintaining state licensure will be coordinated through this office. Additionally, certain required professional development activities unrelated to licensure (i.e., training for administration of statewide assessment measures) will be coordinated by this office.

Office of Assessment. The office is responsible for administering the statewide testing system, which includes the High School Proficiency Test (HSPT 11), the Eighth-Grade Early Warning Test (EWT), and beginning in 1997-98, the new Grade 4 Elementary School Proficiency Assessment (ESPA). The office is also responsible for revising the HSPT 11 and the EWT and for developing and administering additional state assessments based on the Core Curriculum Content Standards and related student progress indicators, including the Special Review Assessment (SRA).

Office of Innovative Programs and Practices. The office identifies, recognizes and showcases innovative programs and practices that are working in New Jersey's public schools. It serves as a clearinghouse for innovative programs and practices which promote high student achievement, making information accessible to educators, parents and administrators throughout the state. The Star Schools/Best Practices program forms the foundation for the clearinghouse. The office also administers state programs including Governor's Schools, charter schools, recognition programs and scholarships, and the higher education portion of the Eisenhower Math and Science grant program.

Office of School-to-Career and College Initiatives. The office is responsible for facilitating those aspects of the Core Curriculum Content Standards which challenge all students to prepare for ultimate entry into the workforce. The Core Curriculum Content Standards' Workplace Readiness Standards articulate the need for all students to have a career major and workplace experience prior to graduation from high school. These experiences will be designed to expose students to the expectations of employers. For those students who choose to enter college prior to employment, better articulation between K-12 and the higher education community is essential. This office will collaborate with the Commission on Higher Education to assure readiness for a higher education experience. Finally, this office supports work-based programs as authorized by the federal Carl Perkins Act.

Office of Licensing and Credentials. This office is responsible for the review of relevant materials and coordination of assessments as required for initial licensing of

public school employees. The issuance of initial licenses for the more than 100,000 existing educational practitioners, as well as those who aspire to enter education in New Jersey, are processed through this office. Further, this office operates a variety of pre-service training programs for teachers, administrators, and other educational support personnel.

3.4 Division of Information and Management Services

The Assistant Commissioner for Information and Management Services is responsible for oversight of the following offices: Office of Administration; Office of Information Technology; Office of Educational Technology; and the Office of Grants Management and Development. In addition, the division oversees all activities in the federal Goals 2000 program and implementation of the public school choice component of the Comprehensive Educational Improvement and Financing Act.

Office of Administration. The office provides general administrative support services to the entire Department of Education in the areas of human resources management, labor relations, Equal Employment Opportunity/Affirmative Action, budget, accounting and purchasing, facilities operations and management services; plans, executes, monitors and evaluates the administrative and fiscal affairs of the department in a manner consistent with the Strategic Plan and State/Federal law and regulation.

Office of Information Technology. The office develops and maintains the department's systems for collecting and analyzing information for decision-making purposes and for collecting information from school districts to satisfy State and Federal reporting requirements; develops and maintains the department's office technology systems to assure that all staff have the technology resources that will enable them to perform their functions effectively and efficiently.

Office of Educational Technology. The office oversees all of the department's educational technology initiatives in support of the Strategic Plan to assure that school districts have the necessary technology resources to enable all students to achieve the Core Curriculum Content Standards; oversees the State and County Distance Learning Coordinating Councils, the Distance Learning Network aid program, federal technology grants, the Educational Technology Training Centers grant program and other educational technology issues.

Office of Grants Management and Development. The office establishes and maintains systems to acquire and distribute grant funds to school districts, colleges, community-based organizations and other eligible grant recipient agencies in a manner that supports the department's Strategic Plan; the systems are designed to ensure efficiency, accountability and integrity in the management of the department's grant funds. The Office of Grants Management and Development also coordinates the development of the department's long-range planning process for each funding source appropriation; in addition, the Office of Grants Management and Development

coordinates the department's development efforts to identify and obtain resources to support the Strategic Plan.

3.5 Division of Field Services

The division is responsible for management and oversight of school district educational implementation. Field superintendents report back through the chain of command to the commissioner of education.

Regional Day Schools. Regional Day Schools for the Handicapped are authorized by the State Facilities for the Handicapped Bond Fund (Chapter 149, Laws of 1973). Funds were used for the construction of 11 schools to provide educational services to children with severe handicaps. All of the schools are managed by local school districts, under contract with the Department of Education and are funded entirely by tuition from the sending school districts.

Office of Community Services. The Department of Education has been designated by the Governor as the authority responsible for administering the National and Community Services Trust Act of 1993. Overseen by a Governor-appointed Commission on National and Community Service, these activities include administration of programs which are designed to assist certain populations throughout the state. A preponderance of New Jersey's National and Community Services activities relate to the enhancement of student achievement.

County and Regional Services. The county superintendents are the Commissioner's liaisons with school districts. They are responsible for a variety of areas including the periodic evaluation of school districts to recommend certification by the commissioner and the annual review and approval of school districts' proposed budgets. The county offices also serve as the focal point of general oversight and routine communications between local districts and the department's central office and identify and refer to the Divisions of Student Services and/or the Division of Finance any districts or schools that are not succeeding relative to the Core Curriculum Content Standards. The three coordinating county superintendents supervise and evaluate the county offices of education in their regions, and they help the Assistant Commissioner for Field Services develop and implement policies and procedures for the division.

3.6 Division of Student Services

The Assistant Commissioner for Student Services is responsible for oversight of the following offices: Office of Educational Support Services and Interagency Initiatives; Office of Special Education Programs; Office of Specialized Populations; Office of Bilingual Education and Equity Issues; and Office of Program Review and Improvement.

Office of Educational Support Services and Interagency Initiatives. This office provides policy and program development of the Comprehensive Education Improvement and Financing Act (CEIFA), is responsible for establishing a state-level

collaborating and coordinating structure, develops evaluation and assessment instruments to track CEIFA, and conducts research and develops effective school improvement models. In addition, the office supports efforts to ensure that schools are safe environments conducive to learning. Responsible for administering millions in federal funds, the office supports programs such as the Safe Schools Initiative, alternative education, and substance abuse prevention. The office assists school districts in meeting department standards in comprehensive health and physical education and school health services. A cooperative agreement with the federal Centers for Disease Control and Prevention, offering training and support to school districts for HIV/AIDS prevention education, is administered by the office. Through discretionary grant programs in areas such as violence prevention, the office assists local school districts in developing programs for at-risk students using effective, research-based models. The office also oversees nonpublic schools programs.

Office of Special Education Programs. The office implements state and federal laws and regulations governing special education to ensure that students with disabilities in New Jersey receive full educational opportunities. It provides statewide leadership through the development of policy and implementation documents, assistance to school districts and parents, and facilitating the development of services to the disability community. The office is responsible for oversight of the State Special Education Advisory Council, which is charged by IDEA-B with the responsibility to advise the Commissioner on the unmet needs of children and students with disabilities. The office also provides mediation between parents and school districts, due process hearings, and complaint investigation. In addition, the office funds four regional learning resource centers which would provide schools and parents with information, consultation, production, and materials circulation services.

Office of Bilingual Education and Equity Issues. The office leads and directs local education agencies (LEAs) in carrying out state and federal mandates that address equity issues for all students. The office develops policy for planning and administering programs designed to serve diverse student populations, including limited English proficient (LEP) students, minority populations, and immigrants. The office also coordinates the development of programs and training opportunities for females and males in nontraditional employment and careers. Among the primary functions of the office are administering federal program grants, providing technical assistance to school districts, reporting on demographic changes and trends, developing training and monitoring guidelines, identifying materials and resources appropriate for career training, bilingual education, Holocaust and genocide education, desegregation, diversity and harmony. The office collaborates with professional organizations, community agencies, institutions of higher education, and advisory committees to advocate for equal educational opportunity and access for all students.

Office of Specialized Populations. The office is responsible for the oversight and administration of various federal and state programs targeted to populations with unique needs. These include Title I programs for disadvantaged children; programs for homeless children; migrant education programs; programs in institutions serving

neglected or delinquent children; adult education and literacy programs; GED testing centers; Evening Schools for Foreign Born (EFB); adult high schools; and the New Jersey Youth Corps grant program.

Office of Program Review and Improvement. The role of this office is to provide technical assistance to and oversight of districts receiving early childhood program aid and demonstrably effective program aid. Communicating and coordinating with the Director of Fiscal Review and Improvement, the Special Assistant for School Improvement, and the Director for State-Operated School Districts as applicable, the office will develop an annual plan, reviewed by the Assistant Commissioners for Student Services and Finance and approved by the Commissioner, to assure accountability and improvement of student achievement in each Abbott district (Abbott districts are the 28 school districts that were the plaintiffs in the funding parity case--Abbott vs. Burke) and districts identified as having failing schools. Implementing this plan, the office will provide technical support and oversight to Abbott districts and identified failing schools, and will direct, train and assign School Review and Improvement Teams to districts and schools. The office will review literature and collaborate with state and national experts on school improvement, organize and facilitate the delivery of professional development services for department staff and develop evaluation data to track progress of Abbott districts and improvement of failing schools.

School Review and Improvement Teams. The School Review and Improvement Teams will consist of staff from both the divisions of Student Services and Finance to provide both the programmatic and finance knowledge necessary to work with Abbott districts and other identified failing districts and schools to promote the achievement of the Core Curriculum Content Standards. The teams will assist districts and school in identifying training and resource needs, focus assistance on school-level plans to develop a prescription for school improvement, and work with district and school-level teams in problem-solving, planning and building systems and capacity to support school achievement. The teams will also identify expertise and resources to facilitate district and school improvement.

7 Division of Finance

The Assistant Commissioner for Finance is responsible for the oversight of the following offices: Office of Fiscal Standards and Efficiency, Office of School Finance, Office of Pupil

Office of School Finance. The office administers the state aid system for schools in accordance with applicable statutes. It collects and validates data necessary to calculate and calculates, disburses and accounts for the various state aid programs pursuant to the Comprehensive Educational Improvement and Financing Act of 1996, state aid for services to nonpublic school pupils, state aid pursuant to the State Facilities Education Act and other statutory aid programs. The office also conducts research and performs state aid simulations relative to future school finance trends and proposed legislation.

Office of Pupil Transportation. The office monitors, analyzes and evaluates local districts' transportation systems and keeps records in order to increase the safety, cost-effectiveness and accountability of transportation operations. It develops training programs and provides technical assistance to local boards of education to promote safety and to efficiently administer transportation services; administers the reimbursement program for the purchase and installation of school bus crossing control arms by local boards of education and school bus contractors; and trains county and local district personnel to administer transportation services according to statute and code. The office also collects and validates the various data necessary to calculate state aid for pupil transportation; conducts studies to identify operational trends, efficiencies and abuses for use in determining the cost coefficients used in calculating state aid for pupil transportation; provides guidance and oversight in the consolidation of public and nonpublic transportation services among districts and other agencies; and develops and administers transportation contracts.

Office of Fiscal Review and Improvement. The office is responsible for field-based activities involved in implementing the May 1998 State Supreme Court decision for the 28 Abbott Districts. Budget Examiners from the office participate on School Review and Improvement Teams and provide technical assistance and training on zero-based/school-based budgeting and other finance and business issues. The office reviews annual budget submissions and makes recommendations for reallocation and/or additional state funding. It also completes fiscal review and improvement reports, conducts the Comprehensive Operational and Performance Audits (COPAs), and conducts State Aid audits for all districts.

Office of Fiscal Policy and Planning. The office is responsible for the development and maintenance of fiscal policy for all districts, including Abbott districts. The office provides guidance and pronouncements on the generally accepted accounting principles (GAAP). The office administers the annual school budget process, the annual school audit process, and the defeated school budget process. These responsibilities include the development of zero-based/school-based budgeting and accounting procedures mandated in Abbott districts and for possible future use in other districts. The office also administers private schools for the disabled finances.

Office of Fiscal Standards and Efficiency. The office is responsible for the development and administration of fiscal standards and other initiatives to promote or achieve efficiency within public schools. The office conducts the necessary research and prepares the biennial Report on the Cost of Providing a Thorough and Efficient Education. It also provides guidance and coordinates the consolidation of services among public school districts and other interested agencies. The office develops and administers policy on the financial operations of charter schools. It prepares the school finance statistics for public dissemination in publications such as the Comparative Spending Guide and School Report Card and reviews lease purchase financing for school facility acquisition and construction for educational adequacy, efficiency, and compliance with law and regulation. The office is also responsible for regulations on public school tuition rates, school registers, and attendance.

Office of School Facilities Financing. The office is responsible for developing and maintaining the educational adequacy and efficiency standards for school facilities financing, and approving educational specifications and schematic plans for school construction and renovations. The office manages the development and approval of the Five-Year Facilities Management Plans for the 28 Abbott Districts, guides the development of five-year facilities plans for all schools, and administers all school facilities regulations.

3.8 Charter Schools

New Jersey has adopted the charter school model, a relatively new approach to providing innovative public education. Charter schools are public schools that are granted a charter by the commissioner of education; operate independently of a district board of education; and, are managed by a board of trustees deemed to be public agents authorized by the State Board of Education to supervise and control the school. The charter specifies performance indicators for the school so that the state may evaluate its performance. In exchange, the state suspends a number of regulations to which public schools normally conform such as salary scale and labor union requirements, specific curriculum and scheduling, and others except those that pertain to assessment, testing, civil rights, and student health and safety.

In New Jersey although enrollment is open it is restricted to students living within the public school district the charter school is located. The school must be open to all students on a space-available basis and it cannot discriminate. All teachers must hold a New Jersey teaching certificate, and existing public schools may choose to convert to being a charter school. Although the school must obtain a fire inspection certificate, a sanitary inspection report, and a certificate of occupancy other facility codes do not apply. The school submits an annual report to the state commissioner and made available to other stakeholders. The commissioner has the right to revoke the charter if the school is not performing satisfactorily. The school district is required to provide funding to the charter school equal to the amount it provides to all other schools in the district. The charter school may not charge tuition or fees.

3.9 Private Schools

In the USA, approximately five percent of all students enrolled in elementary and secondary education attend private schools. These are independent of state control unless the school accepts state or federal funding such as transportation or innovation grants. States maintain offices to coordinate assistance and oversight of those private schools that accept state and federal aid. The primary source of revenue for these schools is through tuition; however, there are varying degrees of fund raising efforts from the community, business, government, and other sources such as foundations. Each school has its own management structure or may be part of a private system such as the Catholic school systems in larger cities in the USA. In order to maintain credibility with parents, private schools may seek accreditation from independent regional agencies such as Middle States Association.

Although it is not required that teachers be certified or any special curriculum be used, if independent school accreditation is sought, minimum requirements must be set. The private schools offer the greatest variation in school programming and management. Parents seek

out private schools for a number of reasons including educational quality, shared values, school safety, and tradition. Parents are not exempt from taxes for public education, so they bear an extra financial burden if they choose private schools. The charter school movement was, in part, started as a means to create schools that more resembled the private school but remained in the public domain. Table 3 provides a quick comparison of public, private and charter schools.

Table 3: Comparison of Types of Schools

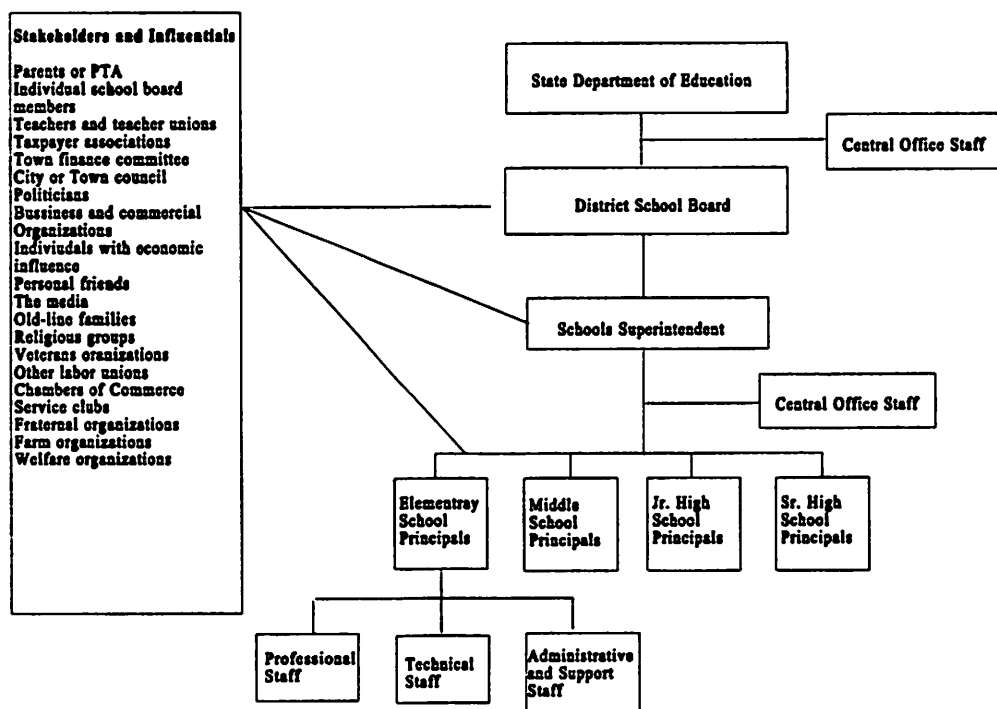
	Public	Private	Charter
1. Governance	delegated by state to district	by trustees or owners	by trustees in line with charter, with possible exemptions
2. School Accreditation	by state	independent	by state
3. Professional Staff Certification	by state	not required by state, but parents may insist	by state
4. Financing	by local taxes with state and federal support possible	by tuition, community, and possibly fed & state	by district using average district budget
5. Admissions	residence requirement	admissions established by school	open enrollment and some criteria
6. Hiring	school district	school board	school trustees
7. Curriculum Content	district and minimum state standards	school	state minimum standards & school
8. Texts, materials, Etc.	district/sometimes state adoption	school	school
9. Calendar, Schedule	state	school/state	state/school
10. Teaching method	district/school	school	school
11. Student testing	state/school	school	state/school
12. School evaluation	state/district	school management independent agency	state/school
13. Facilities	state code/district	school owners	school management
14. Special needs	home study, mainstream	school policy	school criteria but no discrimination
15. Salaries	state minimum, school district	school management	state minimum, school management

4. Local Systems of Education – The School District

The management of local educational systems is carried out by a school board of education of between five and generally eleven members either appointed or elected. The local school district could be as small as a few schools to as large as the Philadelphia School System comprised of eight sub-districts, district superintendents, and numerous schools. Another large city school district, the Chicago school system, has been plagued with so many problems that the system experimented with having one school board for each school. After a very short period of time, the decision proved to be unworkable and now Chicago has compromised by setting up regional boards of education for a group or cluster of schools. This balance seems to be working.

The school board of education is the legal entity for managing the school. Often, the board hires a superintendent of schools as the chief executive officer who reports to the board. The superintendent, in turn, hires school principals and central office staff to help with the implementation of the system. This is done with the approval of the board of education. Finally, principals hire in-building staff such as teachers, with assistance from the personnel department of the central office. After meeting minimum state requirements, the school board may construct its own salary and benefits schedule, professional development scheme, school schedule, curriculum, facilities, and all other major functions of the educational system providing that none of these policies and procedures contravenes state and federal mandates such as violation of civil rights law. Further, school boards have specific policies related to the amount of decentralization allowed at the school level. These factors account for the wide dispersion of educational practice across schools and school systems throughout the USA. Figure 4 provides a typical organizational structure of a public school system in the USA.

Figure 4: Organizational Structure of the School District



Although most school districts are managed through school boards of education some exceptions have already been discussed. Examples include management of charter schools that represent school-based management reporting to the state; private school management; and direct state management such as in Hawaii. Another example also involves state management. In some high poverty areas in the USA such as those mentioned in New Jersey, the state may take over school district management if the school board fails to provide satisfactory education. This may result from a very low tax base or due to other factors that create very low performing schools. In this case, a special organizational structure within the state takes over all responsibilities for management until such time that the district can demonstrate that it is prepared to take back management responsibilities.

Figure 4 above shows what community organizations can support and/or influence decision-making at the district and school levels. Probably the greatest external pressure placed on school and school district management comes from those individuals and organizations mentioned. In many cases, the influence is positive; however, interests are often conflicting creating competing problems for the school board of education, the superintendent, and the school principal. For example, religious groups in some communities have demonstrated against textbooks that do not show "creation" as an alternate theory to "evolution." Labor unions such as those for bus drivers, teachers, and food service workers have held work stoppages when contract negotiations have not reached a satisfactory conclusion. Often these actions relate to better wages, benefits, working conditions, and unfair dismissal.

On the positive side, various groups such as large companies and chambers of commerce have been instrumental in providing resources such as televisions and computers, or time to help shape career programs. Parents may be encouraged to volunteer and serve as non-teaching assistants in the classroom so that teachers can provide more personal attention to individual and groups of students. Parent-teacher associations may also schedule fund raising events to help acquire additional resources for the school. Student groups may hold "car washes" to raise money for uniforms for sports teams. The community is a very important part of a school district. Community engagement policies at the school and district levels can encourage support or create problems. This has led to the development of a community-based management approach now receiving a great deal of attention worldwide. This is discussed later.

Although great variation exists among school systems in the USA, some common themes have emerged that are being debated. One that has been discussed thus far is the Charter Schools movement. Part of the reason for the attention given to charter schools is a result of the many years debate over a voucher system. There has been much discussion that to improve education, educational systems need to compete as a business does. It has been argued that each parent should be given a voucher valued at the amount the school system is paying per student. The parent could take this voucher to any public or private school to pay in part or completely for the child's school fees. Schools would improve their programs to attract students, and those that couldn't would be closed.

The concern has been that only those parents interested in education would move their children to primarily private schools including religious schools. In addition to being concerned that public money would be used to foster religious education, educators are

concerned that students who were left in public schools would be those who are harder and more expensive to educate. Also, teachers unions were concerned that private schools, devoid of labor unions, would increase their enrollments and teaching staff while membership in the labor unions would decrease. To date, only Minnesota is experimenting with the voucher system. Enrollment in charter schools is growing but still represents a very small percentage of total education enrollment, less than one percent. The majority of students in the United States are enrolled in public schools.

Within the organizational structure of the school and school district, several management issues are gaining prominence. This includes **community or school-based management (SBM)**. In the USA the movement has been alternately referred to as community participation, decentralization, or teacher empowerment. It is seen as a means to improve school performance. There has been little evidence presented to show that schools perform better the closer to the classroom management decisions are made. In a recent study by Wohlstetter and others (1997), researchers looked at 40 schools in the USA, Canada and Australia to determine what factors were important in improving school performance. Researchers defined teaching and learning innovations or processes that lead to improving school performance. Their research identified certain processes that improve school performance. **Table 4** summarizes what characteristics of school-based management are important that lead to improved school performance. The conclusion is that schools and communities need to create certain conditions if SBM is to be successful.

Table 4: Comparison of Schools that Actively Use School-Based Management with Those that Have Tried and Are Struggling

Actively Restructuring Schools	Struggling Schools
Power	
Disperse power broadly throughout the school organization and use councils to coordinate the efforts of various stakeholders involved in the decision-making process. Also, use decision-making authority to create meaningful changes in teaching and learning. Central office changed to become more service orienting and supportive.	Concentrate power in the school site council and get bogged down in power struggles. Decision-making process focused more on creating and maintaining power relationships. Central office personnel continued to mandate decisions.
Knowledge and Skills	
Development of skills and knowledge of staff is an on-going process toward building a school wide capacity for change, creating a professional learning community and developing a shared knowledge base. Professional development activities are linked to a school's reform agenda. Schools actively seek nontraditional sources for professional development.	Professional development is restricted and activities are often on-time training sessions for a few teachers. Schools tend to lack a staff development plan. Schools rely on traditional modes of professional development and look to the central office to provide policies and procedures for staff training.
Information	
Schools collect considerable information and use it to meet school priorities for improving teaching / learning. Schools have multiple mechanisms for communicating information to stakeholders. Quick dissemination of information is a high priority, ensuring that stakeholders were aware of decisions, engendering trust.	Schools lack clear priorities and, as a result, do not gather information systematically or comprehensively. Lacking broad communications networks, schools encounter suspicion and resistance to council decisions from an uninformed community.

Rewards	
Schools use both monetary and non-monetary rewards to acknowledge individual and group progress toward school goals.	Schools use a limited amount of rewards for individuals and groups.
Instructional Guidance Mechanism	
Establishes a mechanism that involves a school vision, learning goals, curriculum framework, materials, and accountability assessment to focus restructuring effort.	Unable to reach a common consensus on a common direction for teaching and learning.
Leadership	
Principal's role moves toward that of manager and facilitator of change, and foster strong sense of a school learning community. Leadership is shared and often there emerges a cadre of teacher leaders	Principals operate from their own agendas rather than building a common one. This can alienate school staff and lead to rejection of principal leadership.
Resources	
Cultivate resources outside of school through involvement in professional networks and through entrepreneurial activity in the local business community (school districts continue to control and restrict flexibility in funding at school level).	Outside resources are not cultivated.
Dialogue about Purpose	
Schools provide for on-going dialogue about purpose, leading to a common understanding of what the school should be. This framed direction of what changes are to be introduced and what performance outcomes are important.	Schools lacked on-going dialogue and a common understanding. Often, schools are mired in power struggles.
Connectedness Among Participants	
Significant informational linkages among participants allow people to learn from each other. Enabling this are such activities as common planning periods, decision-making forums, and collaborative teaching teams.	Connectedness fails to develop among participants. Only a few are involved in decision-making. Mistrust arises.
Systemic Thinking	
Participants think of the whole school system not just components. They see how changes in one part of the school can affect another.	Participants tend to advocate their own sub-component of the school system with less concern about how their decisions affect other parts of the school.
Learning from Experience	
Participants learn from experience by assessing change, piloting new approaches, and measuring, examining and seeking causes of trends.	Participants fail to learn from experience because they are not focused on a common understanding of what this school should become.
Connection to External Environment	
Extensive connections with external organizations both as a source of technical learning and to determine the needs of the community. Teachers stay in close contact with families, survey communities, and learn about businesses that will eventually hire graduates.	External connections are weak where participants were focused inward rather than outward.

Personal Mastery	
Continually involved in formal staff development for deeper understanding of content and methodological approaches. Also, it involves expansion of capabilities.	Schools may or may not have continuous staff improvement programs for personal mastery, but personal mastery has less impact on school performance than collective learning.
Involvement of All Participants	
Effective schools combined all the points mentioned above in the context of collective mastery for the greatest number of participants.	For all of the above topics, less effective schools were sporadic in their implementation and do not foster collective mastery for all participants.

Source: Wohlstetter, P. and others. *Organizing for Successful School-Based Management* (1997). Association for Supervision and Curriculum Development, USA.

Recent research concerning the brain has led to new ideas about the way we learn and, therefore, how teachers should teach. This has had a profound affect on how teachers in the USA are changing the way they view their roles as teachers. Some terminology used to describe this methodology is **student-active learning** or **differentiated instruction**. These changes have also led to changes in how curriculum is constructed and testing is conducted. Terms in current use include **authentic assessment** or **continuous assessment**, and **standards-based** or **performance-based learning**.

Research suggests that children have different learning styles and bring to the school a diverse set of experiences and abilities. For teachers to have the greatest impact on learning, they must take into account these differences. Rather than using one style of teaching, lecturing for example, teachers need to adopt different strategies and methods to motivate students. The role of the teacher changes to one of facilitator and uses a blend of whole-class, group and individual instruction. The approach is student-centered and based on continuous assessment of authentic performance. This is predicated on being able to establish performance standards and measuring the student against these standards rather than comparing students to each other based on the results of tests. **Table 5** lists a variety of strategies that may be employed in such a classroom:

Table 5: Instructional Strategies for Student-Centered Learning

Strategy	Description of Strategy	Rationale for Use
Compacting	A 3-step process that assesses what a student knows about material to be studied and what the student still needs to master; plans for learning what is not known and excuses student from what is known; and, plans for free time to be spent in enriched or accelerated study.	<ul style="list-style-type: none"> *Recognizes large reservoir of knowledge in some learners *Satisfies hunger to learn more about more topics than a school often allows *Encourages independence *Eliminates boredom resulting from unnecessary drill and practice
Independent Projects	Process through which student and teacher identify problems or topics of interest to the student. Both the student and teacher plan a method of investigating the problem or topic and identifying the type of product the student will develop. This product should address the problem and demonstrate the student's ability to apply skills and knowledge to the problem or topic.	<ul style="list-style-type: none"> *Builds on student interest *Satisfies curiosity *Teaches planning and research skills at advanced level *Encourages independence *Allows work with complex and advanced ideas *Taps into high motivation
Interest Centers or Interest Groups	This technique can provide enrichment for students who demonstrate mastery or competence with required work and can be a vehicle for providing these students with meaningful study when required assignments are completed. In addition, all learners enjoy and need the opportunity to work with interest center/groups in order to pursue areas of special interest. Centers/groups can be differentiated by level of complexity and independence required, as well as student interest to make them accessible and appropriately challenging for all learners.	<ul style="list-style-type: none"> *Allows student choice *Taps into student interest - motivating *Satisfies curiosity - explores how and why *Allows study of topics not in the regular curriculum *Can allow for study in greater breadth and depth *Can be modified for student readiness *Can encourage students to make connections between fields of study or between study and life
Tiered Assignments	A teacher uses varied levels of activities to ensure that students explore ideas at a level that builds on their prior knowledge and prompts continued growth. Student groups use varied approaches to e of essential ideas.	<ul style="list-style-type: none"> *Blends assessment and instruction *Allows students to begin learning where they are *Allows students to work with appropriately challenging tasks *Allows for reinforcement or extension of concepts and principles based on student readiness *Allows modification of working conditions based on learning style of student *Avoids work that is too difficult or too easy *Promotes success and is motivating
Flexible Grouping	Students are part of many different groups - and also work alone - based on the match of the task to student readiness, interest or learning style. Teachers may create skills-based or interest-based groups that are mixed ability or same ability. Sometimes students select work groups and sometimes teachers select them. Sometimes student group assignments are purposeful and sometimes random.	<ul style="list-style-type: none"> *Allows for both quick mastery of information/ideas and need for additional exploration by students needing more time for mastery *Allows both collaborative and independent work *Gives students and teachers a voice in work arrangements *Allows students to work with a wide variety of peers *Encourages teachers to try out students in a variety of work settings *Keeps students from being identified as advanced or struggling *Keeps students from being cast as those in need of help and those that are helpers

Learning Centers	Learning centers can be "stations" or collections of materials learners use to explore topics or practice skills. Teachers can adjust learning center tasks to readiness levels or learning styles of different students.	<ul style="list-style-type: none"> *Allows matching task with learners' skills level *Encourages continuous development of student skills *Allows matching task with student learning style *Enables students to work at appropriate pace *Allows teacher to break class into practice and direct instruction groups at a given time *Helps develop student independence
Varying Questions	In class discussions and on tests, teachers vary the sorts of questions posed to learners based on their readiness, interests, and learning styles.	<ul style="list-style-type: none"> *All students learn to be accountable for information and thinking at high levels *Some students will be challenged by a more basic thought question *Others will be challenged by a question that requires speed of response, large leaps of insight, or making remote connections *Teachers can "try out" students with varied sorts of questions as one means of assessing student progress and readiness *Varying questions appropriately helps nurture motivation through success *In oral settings, all students can hear and learn from a wide range of responses
Mentorships/ Apprenticeships	Students work with a resource teacher, media specialist, parent volunteer, older student, or community member who can guide their growth in a particular area. Some mentorships may focus on design and execution of advanced projects, some on exploration of particular work settings, some on affective development, and some on a combination of goals.	<ul style="list-style-type: none"> *mentorships extend learning beyond classroom *Mentorships make learning a partnership *Mentorships can help students expand awareness of future options and how to attain them *Mentorships allow teachers to tap into student interest, strengths and needs *Mentorships have a low teacher-to-learner ratio (often one-on-one)
Contracting	Contracts take a number of forms that begin with an agreement between student and teacher: The teacher grants certain freedoms and choices about how a student will complete tasks, and the student agrees to use the freedoms appropriately in designing and completing work according to specifications.	<ul style="list-style-type: none"> *Can blend skills and content-based learning matched to student's needs *Eliminates unnecessary skill practice for students *Allows students to work at appropriate pace *Helps students learn planning and decision-making skills important for independence of learners *Allows teachers time to work with individuals and small groups *Can encourage extended study on topics of interest *Can foster research, critical and creative thinking, application of skills, and integrated learning

Source: Tomlinson, C. A. *How to Differentiate Instruction in Mixed-Ability Classrooms* (1995), Association for Supervision and Curriculum Development, USA.

Schools in the USA embody a diverse set of management styles and programs. The themes discussed above touch on the wide range of issues that are being debated across and within school districts, by states and at the national level. We do know there is tremendous variation in the quality and efficiency of education in the USA and researchers attempt to account for these variations by examining different combinations of inputs and educational processes. The narrative directly above attempts to touch on some of the processes that lead to school effectiveness. Some of these approaches are now being considered in Indonesia. Implications for Indonesia are discussed next.

5. Possible Adaptations from the Educational System of the USA

5.1 National Level

Whereas it is the intention of the Indonesian Government to decentralize the national system, the American system, from its inception, has devolved responsibility to the states (provinces in the Indonesian context) that have, in most cases (Hawaii is the exception) decentralized education to the district level. Therefore, the role of the Federal Government of the United States is primarily advisory in nature. At the national level, government also provides laws to ensure equity for underserved groups such as the disabled or poor, provides education directly to those not covered by states such as the system in Washington, D.C., and increases the understanding of education by funding research and operating clearinghouses to disseminate information and findings.

The intention of the national system in Indonesia is to decentralize educational management but to continue to provide for certain management oversight functions such as curriculum design, national testing, and certain other policies. Still, the role of civil servants at the national level may need to change from that of enforcement to one of support. Therefore, some of the functions of the national system in the USA could easily be adopted for the Indonesian context. Several are recommended as follows:

- 1) **Serve as a national clearinghouse for good ideas.** In order to help decision-makers to improve schools, the national system can fund centers to conduct research, collect, store and disseminate information about current trends in education around the world. The USA Department of Education funds ten regional educational laboratories that develop materials and provide assistance to state and local educators based on the most recent knowledge about improving teaching and learning. Several funded facilities include a national clearinghouse for mathematics and science education; an educational resource information center; a fund for improving education which sponsors innovations at all levels; grants for technology innovation; a program to support distance education; national institutes and university-based research centers; a center for educational statistics; and a national assessment of educational progress. Some of these services are contracted out by the government to be managed by universities and other non-profit organizations. Each has a website and other means with which to communicate with all stakeholders. Either the Indonesian Ministry of Education could maintain such programs or it could help foster the creation of new types of non-profit organizations throughout Indonesia to provide these types services.
- 2) **Scholarship, Grants and Student Loan Programs.** The Federal Government in the USA has two major student loan programs for university students. These loans are repaid by students after graduation. Also, the Government provides grants to certain qualified students that do not have to be repaid. In addition the Department of Education helps local communities and schools to meet the needs of their students. These programs are authorized through legislation passed by the United States Congress. Some of these programs use formula-based grants to help provide equity in funding of school districts that are poor. The Individual with Disabilities Act helps

provide funding so that schools can provide additional services to those who are physically or emotionally disabled.

Indonesia has taken steps through several recent loans to provide national level funding directly to individuals through scholarships and to schools through block grants. These programs have been designed as emergency programs but consideration may be given to sustain them through a more formal formula-based system to continue the process of ensuring equity to poorer schools and students.

- 3) **Institution Level Funding Opportunities.** The American Federal Government offers a number of opportunities for individuals, districts and states to apply for grants. For example, the following list of U.S. offices provide such grants:

Bilingual Education and Minority Languages Funding
Comprehensive School Reform Demonstration Programs
Migrant Education Grants
Rehabilitation Services Administration
Resources for Post Secondary Education
Special Education Programs

Each of these offices receives funding allocations from the Government and accepts proposals to fund projects within their mandate. The Ministry of Education in Indonesia may wish to set up funding mechanisms for areas of high interest such as quality education demonstration projects; institutional building at the district level; science and mathematics; or facilities seed money.

- 4) **Professional certification and school accreditation.** In the USA, these functions are the responsibility of the states. It is likely that the Indonesian Government would like to retain these responsibilities at the national level. Although acceptable, it may be necessary to redesign a system that is more comprehensive in nature that serves to improve not only the quality of professional staff but also motivate them to continue professional activities. In the USA, state certification systems vary but there are certain common themes. First, all professional staff involved in public education must be licensed or certified. Thus there are separate certifications for early childhood, elementary level and secondary level subject matter specialists. In addition, principals must be certified as well as all other technical specialists such as supervisors, librarians, counselors, curriculum developers, and psychologists. In some cases certification distinguishes between elementary level (K-8) and secondary level (9-12). There are also levels of certification such as permanent, interim, and provisional. This allows some flexibility to attract specialists in science; for example, who are not trained teachers to become teachers.

Certification is determined by the applicant achieving certain goals. Universities authorized by the state issue certification and offer the appropriate courses so that teachers and other specialists can enroll to meet certification requirements. In addition, certification may require a national examination of general competency and specialist skills and knowledge. Many of these tests are developed by ETS in the

USA. Finally, some certifications require a minimum level of experience such as a principal who may be required to have at least five years teaching experience.

Professional development may also be achieved by less formal means and encouraged by the national government. There are numerous professional organizations in the USA for every type of professional. These organizations produce journals, newsletters, hold conferences, offer professional training programs, produces books, audio and video programs for purchase. Very few organizations of this type exist in Indonesia. The PGRI has shifted from being a political organization to one that wants to provide support and professional development for teachers. Although a national organization, there are provincial and district level structures that receive part of the annual membership fee paid by teachers. It is unclear at the present what services PGRI provides to its membership, but the Ministry may wish to provide certain support to encourage this and other non-profit organizations to develop professional memberships and provide professional development products and services. This could be done, in part, by associating with membership organizations abroad as an affiliate. The Association for Supervision and Curriculum Development is eager to explore this and currently has 15 affiliate country member organizations in addition to over 150,000 individual members in the USA.

5.2 State or Provincial Level

States in the USA have a long tradition of generating tax revenues through personal and corporate income taxes, sales tax, and other miscellaneous taxes. Therefore, they have the capacity to fund education. Also, states are mandated the responsibility of managing education and often delegate this responsibility to school districts. By contrast, Indonesian provinces are only now receiving authority mandated through joint ministerial decree (covering basic education or years one through nine) to manage education and must continue to rely on national government for a major part of its funding. There are three World Bank projects encompassing 12 provinces that are covered by decentralization decrees. Therefore, American state departments of education may offer some models for Indonesian provinces to accept some of these new responsibilities.

Under the Indonesian deconcentrated system, Kanwil and Kandep offices of the Ministry are responsible for implementing educational policy. As decentralization evolves, this responsibility will fall to Dinas I and II P&K offices. The chief executive at the provincial level is the governor and the head of Dinas I P&K is equivalent to the state commissioner of education in the USA. The equivalent to a mayor in the United States is the bupati or the walikota with the head of the Dinas II P&K equivalent to the American county commissioner for education. The following topics suggest some adaptive models from the American system.

- 1) **Management oversight and evaluation.** It is generally accepted that the Kanwil and Kandep will need to merge with Dinas I and Dinas II to accommodate a decentralized management structure. If the government puts into place some of the types of programs suggested above, there may still be some role for the Kanwil and Kandep to assist in implementing national programs. Dinas I would be responsible for

establishing educational policy with Dinas II assuming more responsibility for implementing that policy. Each Dinas I could determine to what extent it wished to allow further decentralization to the school district or cluster depending on the needs of that province. Similar to the USA, some provincial level systems would be more decentralized in their management while others were more centralized.

- 2) **Professional employment.** Currently, all educators are considered civil servants and paid by the national government. In the USA those that work as teachers through to district central office are school district employees while those that implement state programs are state employees. As a compromise, it may be most beneficial for all provincial level educators become employees of the provincial government. Then, the responsibility for personnel management would become the responsibility of Dinas I P&K. This would involve establishing salary scales, promotion policies, and professional development requirements. This could be augmented by each school district so that specific motivational packages could be created to attract teaching staff and other professionals. Thus, the province would guarantee minimum salary and benefits as well as government promotion and other requirements. The school district could enhance the benefits, both monetary and non-monetary, to further motivate professional staff.
- 3) **Financing.** Given the fact that there is less tax or other revenues available at the provincial level, either the provincial system needs to determine how it will raise funds relying less on the national government or to further decentralize, requiring that school districts or individual schools find other ways to cover the cost of education. The national and provincial governments would provide block grants to poorer schools on a formula basis and the provincial government would cover the base salaries and benefits for school professional staff. Further, the national government may continue to accept responsibility of providing start-up costs for new schools including construction. From that point on, it is the school or school district or cluster that would assume responsibility for raising the balance of funds. In the meantime, the province needs to determine more effective and efficient ways to raise funds from its citizens. In the American system, education is viewed as an investment in the future; therefore, parents and non-parents alike pay for education. Indonesia may consider developing this attitude and use an aggressive social marketing program to educate the nation on new funding mechanisms and program improvement initiative to be realized through decentralization. It may be possible to have non-parents pay for part of the burden of education until the national and provincial governments are able to institute an effective tax and revenue mechanism.
- 4) **Student assessment and standards.** The critical question of external examinations, curriculum standards and school evaluation need to be addressed. Do these continue to be national responsibilities with 20% of the curriculum being determined at the provincial level or should provinces either accept these responsibilities or, even more dramatic, delegate curriculum content, establishment of standards examinations to lower levels of the system? On one hand, lower level responsibility allows educators and community to establish more responsive programs; however, there is little tradition or expertise at this level to know how to establish or implement a standards

approach to education. At higher levels, this can be done, but the tradition does not match with what government wishes to change about the system. It appears that a national debate needs to be engaged to determine what might be the best mix for these critical activities. The USA does not offer a model since it is experiencing its own dilemma about these topics.

- 5) **Special needs schools and students.** There is little evidence that the Indonesian educational system responds to the needs of the disabled. Other special needs groups such as those in poverty are receiving emergency aid suggesting that once the crisis is over, the aid will stop. As in the USA, there still is a tremendous disparity between wealthy and poor schools, schools with special problems related to distances that children have to travel, Indonesian language capabilities, ethnic differences, and other types of problems. If the national and provincial governments can work out block grant and formula grant schemes, then provincial governments can provide for equity to schools that have special needs as well as individual students having special needs. The distribution of these problems across Indonesia is not uniform and each province has different types of problems. Therefore, provincial level education needs to work with district and school level education to assist in resolving these problems. As in the USA, a system of block grants and other services are provided by both the national and state governments, often on a grant formula basis to help rectify inequities. Individual schools and districts can apply for block grants that have been designed by national and state governments. The role of the provincial level education is therefore, twofold. First it manages education and second, it helps to achieve equity across the province through grants and other funding mechanisms.

5.3 Local Education Level

The local education system in the USA is not uniform. Some states divide school systems by county while most use sub-county levels to define school districts creating more than 16,000 school districts in the USA. Each district is responsible for adhering to minimum standards set by the state, and beyond this have full power to establish its own policies and procedures such as establishing salary scales, school schedules, standardized testing, teacher evaluation, etc. so long as these policies equal or exceed those mandated by the state. In addition, at least half of the states in the USA have provided for establishing charter public schools. In exchange for suspending most state regulations, charter schools must perform to operationally defined standards in their charter. Each charter school receives the same funding from the district in which it is located that other schools receive per student.

The American system is, therefore a devolved and decentralized system. In some cases, school districts further decentralize by providing block funding to each school so that individual schools can engage in school-based management. In some instances school-based management has proven effective in improving the quality and efficiency of education while in others it has not. The American system has been accused of taking up causes too quickly. New Math, Individually Guided Education, Whole Learning, are some of the types of system changes that people point to as failures having wasted much time and money at the expense of learning. This is a good lesson for Indonesia to learn. If the government is not prepared to provide the resources to change the attitude and behavior of stakeholders, then it should not

adopt new approaches to education. It might be better to implement an incremental approach to change instead. For example, rather than switching to student-centered-learning, teachers may be taught how to better use current classroom techniques more effectively. Student-centered learning requires somewhat smaller classes, and more resources available for student use. It is likely that neither of these conditions will result in the near future. Therefore, teachers and students may better be served by proving in-service programs that show teachers how to use continuous assessment and how to ask questions or deliver teacher centered activities with more interest and relevance.

The same is true with school-based management. School-based management implies sharing of power and more democratic approaches to decision-making. It also requires other skills in accounting and finance, communication, and strategic planning. Not only do principals need training but teachers and community members. The process is complicated and requires time and investment to be done correctly. Research has shown that poor implementation results in failure. Also, before it can be instituted, the organizational structure needs to be redesigned so that real authority is given to school-level managers.

It is recommended that decentralization to local and school levels of education should focus on increasing funding through more community involvement in planning, implementation and evaluation of approaches. Other programmatic changes should be made incrementally giving stakeholders an opportunity to absorb the implication of these changes. Major shifts in school management and program improvement should be avoided. It is better to make a few high impact changes work well than to make major changes without ensuring sustainability or full stakeholder support.

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