

LEADERSHIP BEHAVIORS OF THE PRINCIPALS IN IMPROVING INSTRUCTION (A MULTI-SITE STUDY ON TWO PUBLIC ELEMENTARY SCHOOLS IN PAMULANG CITY)

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This study is aimed at describing leadership behavior of principals in improving learning, as well as the organizational environment structure that influences the leadership behavior of the principals in two public elementary schools in Pamulang City. Based on characteristics of the subject and research focus, this study employed a qualitative research approach by using a design of multi-site study. The results of this study indicate that: first, the leadership behaviors of the principals in improving learning can be classified into two behavioral orientations, they are it is oriented towards achievement of learning objectives, and it is oriented towards the creation of a healthy and fun school climate. Second, the structure of the school organization environment that influences the leadership behavior of the principals in improving learning can be identified into two things: the environmental structure in the form of expectations and demands of the society towards the leadership behavior of the principals in the learning process, in the form of local education management policy (Education Department) in managing the authority of the school principal, also the provision of training system and reward system that can encourage the principals to focus more on improving the quality of learning.

Key words: leadership behaviour, teaching and learning, elementary school

INTRODUCTION

Many factors affect achievement level of learning outcomes in schools, one of them is the quality of teacher. The quality of the teacher plays an important role in the process and achievement of learning outcomes in schools. In other words, teacher professionalism is one of the main requirements of successful learning in school. The importance of teacher professionalism in improving the quality of learning has placed the principal as one of the components that contribute to determine the success of schools to achieve learning objectives. In this case, the important role of principal in improving the quality of learning in schools can be seen through the efforts to improve the teacher professionalism.

The important role of the principal in fostering teacher professionalism should have implications that they need to divert attention from merely doing administrative training to professional training with a focus on improving the quality of learning (Kusmintardjo, 2003). As leaders, behavior of the principal should be the actions that more focus on improving the learning process and outcomes in the school.

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If it is viewed deeper, the fact in the field shows that the important role of the principal has not matched by the word competent. In general, principals are still trapped in administrative tasks beyond the learning. They tend to simply execute existing policies without worrying whether the policy is appropriate or not with the goals and targets of learning development in the school. The principal appears more as a school manager than as a leader who drive the school as a missionary institution to fetch the future (Joni, 1998). It seems the notion that mentioned that generally, bureaucratic culture is merely to keep from breaking procedures, and not for gaining achievement, also occurs in schools.

The low propensity of principal leadership behaviors and the quality of learning in schools as illustrated above does not appear to occur in some schools. In Pamulang city (it is confidentially hidden), the second largest city in South Tangerang, there are two public elementary schools, namely SDN Tunjungan, and SDN Karanganyar (they are confidentially hidden), which have relatively good learning quality. In general, these two schools have many similarities, because beside their status as public schools, both of the schools have a teacher-building mechanism and the implementation of good relational school management. In addition, these two schools are the eminent schools in that place (ex RSBI), which from the beginning has organized a bilingual class program or special class of RSBI in the form of formal activities at school.

In order to improve the quality of learning, the principal should focus more on the development of intra-curricular and extra-curricular activities. Hence, as a learning leader, the principal should: (1) have a clear vision of what is to be realized (2) have the vision which guides them in managing and leading their schools, and (3) have the implementation of the vision focuses on the learning activities and performance of teachers and students in the classroom (Davis and Thomas, 1989; Rossow, 1990). As the leader of learning, the principal should set *high expectations* on the quality of teacher and student performance, have a good understanding of the learning program, and do observation (*visible*) on the teaching process as well as give comment or suggestions (*feedback*) to the teachers to improve the quality of learning in the schools (Davis and Thomas, 1989; Gorton and Schneider, 1991). Some research results show that the leadership role of the principal learning has a strong influence on the growth of student achievement through: (a) improving teacher satisfaction in the implementation of its professional role, (b) improving the school climate and culture, and (c) managing and implementing the teaching and learning in schools (Heck, Larsen, and Marcoulides, 1990; Ubben and Hughes, 1992).

Thus it can be concluded that the behavior of principal in improving learning can be oriented in two things, firstly is in the behavior of principal who realized in the achievement of learning objectives, and secondly is in the behavior of principal oriented to the creation of an effective school climate. Based on the description

above, the focus of this research is how is the behavior of the principals in improving the quality of learning in school? Furthermore, the main focus is spelled out into two issues, namely how the behavior of principals relate to the achievement of learning objectives, and how the behavior of principals relate to the creation of a healthy school climate of two elementary schools in Pamulang city.

METHODS

Based on the characteristics of the subject and the focus of the research, this research employed a qualitative approach by using the design of *multi-site study*. This is based on the opinion of Yin (2007) and Bogdan & Biklen (1989) that when the subject of a research question concerns to “how” and “why”, and contains more than one site with relatively similar characteristics, so it uses Qualitative design with multi-site study design.

The subjects of this research are two public elementary schools in Pamulang city, namely SD Negeri Tunjungan, and SD Negeri Karangany. In general, these two schools have many similarities, because both of them are public schools, additionally, these two schools have the same age, process of training, and implementation of school management. In addition, these two schools are the eminent schools (ex RSBI) which from the beginning have organized a bilingual class program or special class of RSBI in the form of formal activities at school.

There are three techniques of data collection as stated by Bogdan and Biklen (1998), namely: indepth interview, participant observation, and study of documents. *Interview technique* was used to gain data information from principals, teachers, and parents by using *purposive sampling* techniques and *snowball sampling* techniques. The participant observation technique was conducted in three stages: *descriptive observations*, *focused observatios*, and *selective observatios*. The first phase began with broad descriptive observations, it was meant to obtain a general overview of the academic and social situation present in the school. The second phase followed by constricting data collection by conducting focused observations to find the categories, such as leadership behavior of the principals in achieving the learning objectives, and the leadership behavior of the principals in creating a healthy school climate. The third stage, after doing observation and analysis repeatedly, the researcher carried out again through *selective observations* by searching for similarities among the categories mentioned in focused observations. Meanwhile, to understand the condition of the schools that were being studied, the researcher used documentation techniques that include: school history data, employment data, student achievement data, and school governance. To collect data which related to the research issues, the documents were analyzed about: school development programs consisting vision, mission, goals, and school programs; supervision books or teacher training; school calendars and cawu

programs; school meeting books; guidebooks from principals, learning media, school operational programs, and school committee work programs.

The research data analysis utilized two stages, include: individual-site analysis, and cross-site analysis. *Individual-site analysis* is data analysis of each research subject. The process of data analysis is conducted together with the data collection process (takes place in the field), and it is done after the data collection (takes place after leaving the field). Individual case analysis is done through *data collection process, data reduction, and display data and conclusion drawing / verifying* (Miles and Huberman, 1992). *Cross-site analysis* is a data analysis performed by comparing and / or combining the temporary findings which obtained from each research site. The cross-site analysis uses modified analytic induction method. In a modified analytic induction method, data collection is repeated over and over, that the repeated data collection is used to modify the temporary theories which were generated through previous data collection. The analysis steps are as follows: (1) from the interim findings that were obtained from the first research site formulated several working hypotheses, (2) the working hypotheses were tested through the findings that were obtained in the second research site, (3) Work hypotheses which were supported by the findings that were obtained in the second research site were raised as across findings of this research site, (4) work hypotheses that were not supported by findings that were obtained in the second case of research would be reformulated or discarded, and (5) the findings of cross-site research were ultimately formulated in the form of a set of propositions through inductive logic, and developed into a substantive theory as the final finding of the research. In other words, in a modified analytic induction method, data collection is conducted repeatedly, in which repeated data collection is used to modify the temporary theories generated through previous data collection.

FINDINGS

Leadership Behavior of The principals in Improving the Quality of Learning in School

Leadership behaviors of the principals in improving the quality of learning in school consist of two behavioral orientations. First, the leadership behaviors of principals which are oriented towards the achievement of learning goals (*instructional goals oriented*). Second the leadership behavior of principals which are oriented towards the creation of a fun school atmosphere (*healthy school climate oriented*).

The Leadership Behaviors of Principals which Are Oriented towards The Achievement of Learning Objectives (*Instructional Goals Oriented*)

In improving the achievement of learning objectives at schools, the principals focus on leading programs in the field of learning. Every year (before the school year

begins), the school prepares and finalizes the annual, semester, and monthly program of learning by involving all the teachers, and considering the suggestions from various sides. The assignment of teachers in teaching begins with the potential and experience identification of the teachers, and then empowers the teachers suitable with their potential, experience, and interest. It seems that leadership behavior of the principals has led the teachers to increase their motivation and commitment in performing their duties supported by a steady, planned, and democratic supervision system. The principals have successfully utilized the resources towards the achievement of the learning objectives.

The principals' sensitivity to the problems faced by the teachers in teaching and learning process, especially those which related to the needs of supporting learning facilities, has been improving teacher performance. The principals are also supported by parents and the society (school committee) who continuously strives to provide facilities and infrastructure needed by the teacher in carrying out the learning, as far as the school has the ability to do so. In other words, the principals can collaborate with the parents and empower them for the needs of learning process. The principals have improved the achievement of learning objectives as expected by the social community (parents) with discipline, persistence, sensitivity, and togetherness with the teachers and other related parties).

The Leadership Behavior of Principals which Are Oriented towards The Creation of a Fun School Atmosphere (*Healthy School Climate Oriented*)

In the effort to create a fun working environment in school, the principals always appreciate teachers' creative ideas and try to facilitate them according to the ability of the schools. This condition is very pleasant for teachers and school staff. They can convey their informal statements, the principals can build an atmosphere of togetherness among the members of the school so it can encourage teachers to work better. In this case, the principals are not only listening to the problems faced by the teachers, but also able to realize it in the form of school policies. This condition has been a driving force for teachers to be more enthusiastic in teaching. The principals are also able to manage every issue at school by always discussing it with the teachers, so that the teachers feel being supported in facing every problem at school. This indicates that the principals have good communication skills with all members of the school, including the school committee, so there is no problem that can not be solved. It can be said that besides the principals can identify the problem, they also have problem solving skills. The results of this study also reveal that the principals can capture the information and good ideas of all members of the school and use it for the benefits. Therefore, the principals try to remind the teachers and staffs about the importance of openness to any information, either suggestions or criticism, and about the importance of change. In terms of building a sense of belonging and a sense of responsibility for the teachers and staffs on

what the schools have achieved. The principals always try to involve teachers and staffs in every school activities which are suitable with their respective capacities.

Environmental Structure Influencing Leadership Behavior of The Principals in Improving Learning

Environmental structures considered influencing leadership behavior of the principals in improving learning include: social demands and expectations, and regional education manager (Education Department).

Demands and Expectations of Society

The results of this study reveal that in general, parents of in both schools have the financial ability and sufficient time to guide and supervise directly the education of their children. They mostly have a high awareness of education, and a high concern about the future of their children. So, they choose the schools that are considered providing the best education for their children. In other words, the main reason they send their children to SDN Tunjungan and SDN Karangas is because this school is considered able to improve student achievement, and able to teach high discipline for their students. They assume that a good school is the school that is oriented towards improving student achievement and discipline.

In general, parents are well aware that their children have good academic potential, and therefore, it is not surprising that they have high expectations for schools to improve, or at least maintain, their children's learning achievements. A good school, in their point of view, is school that can improve students' learning achievement, especially in preparing students to enter higher education levels.

Thus, it can be concluded that the society, in this case the parents of the students, hopes that leadership behavior of the principals have to: (a) optimize the academic ability of the learners through the improvement of effective and efficient learning activities, (b) build discipline of the learners through consistent implementation of school discipline and provide good example figures as teachers, staffs and principals, (c) build the morality of learners through routine and guided spiritual activities, (d) do effective communication between school and society like facilitating access to parents about information, both academic and non-academic, of their children, and (e) prepare the students to be accepted at the next level of education, in this case junior high school, which they expect from the implementation of intensive programs for 6 (six) grade students in facing the national examination.

Regional education policy

As a public school, the institutional schools that were being studied are under the direct guidance of the Education Department in the district. In other words, the management of this school is controlled directly by the regional education policy. However, in the implementation of daily tasks, technically the principals have

authority to manage curriculum, student affairs, finance, staffing, school facilities and infrastructure, and school and society relations. In this case, the principals should refer to the prevailing local policies and be accountable to the regional education manager.

School guidance and supervision conducted by the Supervisory Unit of Education refers to the strategic plan of local government education sector. School relationships and school supervisors can be instructive and / or coordinative depending on the issue. For the field of finance, staffing, and school facilities and infrastructure, the relationship is more instructive-administrative. As for the field of student affairs and curriculum, especially related to the program of learning activities, the relationship is consultative-academic. This is based on the consideration that although the policy is similar, but the condition of each school and the abilities of principals are different. In this case, the principals are required to have creativity and “courage” in managing the school, especially managing learning that agrees with the demands of society.

Such institutional structures seemingly have a positive influence on the implementation of learning, especially the improvement of student achievement. This is proved by the orderly and intensive implementation of intra-curricular and extra-curricular programs related to what have been established by the government, in this case is Education Department. In other words, the principals are required to always struggle for what have been established by the government, especially the field of learning, it has to be applied maximally. In general, they assume that if what has been established in the school curriculum is implemented optimally, it will result the best learning achievement.

However, the institutional structure does not mean without problems, because to achieve optimal results required good coordination between the schools and the Education Department. The substance of the curriculum, student affairs, personnel, finances, and school infrastructure are interdependent substances as a system. Therefore, it needs good coordination between one substance with other substance, in order to achieve learning objectives effectively and efficiently. There are at least three things performed by the principals as the learning leader related to the institutional structure of the school in improving teacher performance and student achievement. First, the principals can coordinate well with other institutions, such as the Education Department, School Committee (BP3), and the Alumni Association through productive and sustainable cooperation, both formal and informal. Second, as a leader, the principals are capable to implement the “boss” policy in the field of learning through the creation of a fun work mechanism, so that the policy is acceptable for the teachers. With their authority, especially in the field of learning, the principals empower all existing potential and provide most of the time with teachers and staffs to improve the quality of learning in schools. Thus, it can be perceived that the principals with greater authority in the field of learning tend to

allow them to devote much of their attention to make efforts to improve the quality of learning in schools. Third, the principals translate the “boss” policy through the making of operational policy in accordance with the condition of the schools so it gets a positive response from the teachers.

DISCUSSION

Leadership Behavior of The Principals in Improving Learning

Leadership behavior of the principals in improving learning includes: leadership behaviors of the principals which are oriented towards achievement of learning objectives (*instructional goals oriented*), and leadership behaviors that are oriented towards the creation of a fun school atmosphere (*healthy school climate oriented*).

Leadership Behaviors of The Principals which Are Oriented towards Achievement of Learning Objectives (*Instructional Goals Oriented*)

The efforts of the principals in improving the achievement of learning objectives in schools focused on leading programs in the field of learning. By involving all teachers and considering all the suggestions from many sides, each year (before the school year begins), the school prepares and finalizes the annual, semester, and monthly program of learning. The assignment of teachers in teaching begins with potential and experience identification of the teachers, and empowering teachers regarding to their potential, experience, and interest. It seems that the leadership behavior of the principals has led to increase teacher’s motivation and commitment in performing their duties which is supported by a continuous, planned, and democratic system. The principals have succeeded in building teacher *mindsets* in building high expectations on student achievement.

The results of this study are appropriate with what suggested by Sergiovani (1990), Ubben and Hughes (1992) who argued that leadership behaviors of the principals in learning, especially behaviors related to achievement of learning objectives may influence internal management of the school and social participation, and finally improve learning outcomes in schools. In this case, the sensitivity of the principals to the problems faced by teachers in the field of learning, especially those related to the needs of learning facilities and infrastructure has been able to improve teacher performance. The principals (together with the society / parents) are always trying to complete the facilities and infrastructure needed by teachers in carrying out learning. In other words, the principals collaborate with the parents and empower them for the benefit of the students. The principals have improved the achievement of learning objectives as well as the society (parents) through discipline, persistence, sensitivity, and togetherness with teachers and many sides.

Leadership Behaviors which Are Oriented towards The Creation of a Fun School Atmosphere (*Healthy School Climate Oriented*)

In the effort to create a fun working environment in school, the principals always appreciate teachers' creative ideas and try to facilitate them according to the ability of the schools. This condition is very pleasant for teachers and school staff. They can convey their informal statements, the principals are able to build an atmosphere of togetherness among the members of the school so it can encourage teachers to work better. In this case, the principal are not only listening to the problems faced by the teachers, but also able to realize it in the form of school policies. This condition has been a driving force for teachers to be more enthusiastic in teaching. The principals can manage every issue at school by always discussing it with the teachers so that the teachers feel open in facing every problem at school. This indicates that the principals have good communication skills with all school members, including the school committee, so there is no problem that cannot be solved. In other words, besides the principals can identify the problem, they also have the ability to solve the problem (*problem solver*).

The results of this study also reveal that the principals can capture information and ideas of good ideas from all the members of the school, and use it for the benefits of school. As a result, the principals try to ask the teachers and school staffs about the importance of openness to any information, either suggestions or criticism, and remind to all the teachers and staffs to the importance of change. In terms of building a sense of belonging and a sense of responsibility for what schools have achieved, the principals always try to involve teachers and school staffs in each school activity that is based on their respective capacities.

The results as described above showed similarity to what proposed by Smith and Andrew (1989). They suggested that if the principals always be visible among teachers, students and other school staffs contributes a lot in the creation of a healthy climate for learning achievement. The principals have close relationship with all school members and been able to act as a good problem solver at school, able to create a fun working atmosphere for teachers and school staff and able to bring this school to the top of achievement at this time. In this case, Ubben and Hughes (1992) and Sergiovanni (1991) mentioned that the use of participatory management based on good human relations and the use of appropriate motivational techniques can contribute a lot, especially in creating a healthy climate in schools. In other words, the principals of SDN Karangany and Tunjungan are capable to express their behavior as a *human engineer*.

Environmental Structure Influencing Leadership Behavior of The Principals in Improving Learning

Environmental structures considered influencing leadership behavior of the principals in improving learning include: social demands and expectations, and regional education managers (Education Department).

Demands and Expectations of Society

The results of this study found that the parents of both schools mostly have the financial ability and sufficient time to guide and supervise directly the education of their children. They mostly have a high awareness of education, and a high concern about the future of their children. So, they choose the schools that are considered providing the best education for their children. In other words, the main reason they send their children to SDN Tunjungan and SDN Karangas is because this school is considered able to improve student achievement, and able to teach high discipline for their students. They assume that a good school is the school that is oriented towards improving student achievement and discipline.

In addition, parents are well aware that their children have good academic potential, and therefore, it is not surprising that they have high expectations for schools to improve, or at least maintain, their children's learning achievements. A good school, in their opinion, is school that can improve students' learning achievement, especially in preparing students to enter higher education levels. Therefore, the parents expect the principals to: (1) optimize the academic ability of the learners through the improvement of effective and efficient learning activities, and (2) prepare the students to be accepted at the next level of education, in this case junior high school

The results of this study agree with the results of the Rossow (1990) and Ubben and Hughes (1994) which showed that the principals in *urban* and *sub-urban* schools with good economic levels are strongly influenced by demands and expectations from the society about high student achievement. High demands and expectations of the society upon student achievement and discipline must be balanced with the social support required by the schools, both in the form of morale and financial. In this case, DeRoche (1985) also said that better understanding between teachers and parents on what is the best and foremost need for the children will benefit children learning progress in school.

Institutional Education Management Area (Education Department)

As a public school, the institutional of SDN Karangas and SDN Tunjungan are under the guidance of the Ministry of Education and Culture, in this case, the Education Office of Pamalang City cq Basic Education Section. This means that in preparing and implementing school development programs in the field of learning, the principals should always refer to the policy of Education Department. However, in performing daily tasks, the principals have full authority to manage the curriculum, student affairs, finance, staffing, school facilities and infrastructure, and been accountable to the Education Department of Pamalang City through SKPD (regional work unit). In this case, Gorton and Schneider (1991) said that the substance of the curriculum, student affairs, personnel, finances, and school infrastructures are an interdependent substance as one system. Therefore, it needs

good coordination between one substance with other substance in order to achieve learning objectives effectively and efficiently.

School training (principals and teachers) is conducted by the Education Department c.q. School Supervisor refers to strategic plan of local government in education sector. School relationships and school supervisors are more instructive and consultative depending on the problem. The relationship is more instructive-administrative for the field of finance, staffing, and school facilities and infrastructure in general. It switched to the relationship is consultative-academic for the field of curriculum, especially learning activities. This is based on the consideration that SDN Karanganyar and SDN Tunjungan have adequate resources. Moreover, as the ex-schools of international standard (RSBI), the principals are demanded to have creativity and courage in managing the schools, especially managing the learning process, so it can achieve high learning achievement.

In this case, Rossow (1991) and Ubben and Hughes (1992) asserted that every school institution is influenced by other organizations or institutions in which the school is as a member. The influence can often be found in the source availability of material, human, and regulatory. Therefore, as a leader, the principals are required to be effectively assess and build relationships with other parties to support the smoothness of the school learning programs (Bradshaw, 1999; Smith & Andrew, 1987).

The institutional structures might give a positive influence on the implementation of learning, especially the improvement of student achievement. It is proved by the orderly and intensive implementation of intra-curricular and extra-curricular programs that is fit to what have been established by the government, in this case is the Education Department. In other words, the principals are required to always struggle to implement what have been established by the government, especially about the learning process, because they assume that the school optimally implements what they have been established in the school curriculum, it will result good student learning achievement.

CONCLUSIONS

Based on the research findings and discussion, the results of the study can be summarized as follows. First, leadership behavior of the principals in improving learning in school consists of leadership behaviors that are oriented towards the achievement of learning objectives (*instructional goals oriented*), and leadership behaviors that are oriented to the creation of a fun school atmosphere (*healthy school climate oriented*).

Leadership behaviors that are oriented towards the achievement of learning objectives are as follows: (1) the principals focus on the superior programs concerning the quality of learning and achieving students achievements; (2) the principals identify potential teachers and empower them to improve the learning

process and outcomes; (3) the principals facilitate and guide the teachers in preparing learning media that were needed in the implementation of the lesson; (4) the principals generate teacher motivation and commitment through the trust and responsibility to the teachers in performing the task according to their ability; (5) the principals organize learning activities through participatory management and innovative activities in the field of learning; (6) the principals put high expectations on the performance of teachers through the establishment of high student academic standards and objective and sustainable students learning evaluation; (7) the principals identify and solve learning problems through the supervision of class visits, and organize in-service programs based on the needs of teachers, (8) the principals utilize student learning outcomes for improvement and enrichment of learning, (9) the principals encourage the teachers to utilize existing learning resources optimally to improve learning processes and outcomes; (10) the principals accommodate social community (parents) to giving suggestions for the improvement in school learning; (11) the principals empower the social community (parents) to participate in monitoring the learning process in the school indirectly through their children; (12) the principals provide facilities and infrastructure for teacher needs in conducting the lesson; (13) the principal is sensitive and concerned about the learning problems faced by the teachers; (14) the principals always provide time with the teachers to discuss the learning issues in order to obtain the best solution; And (15) the principals can be a mirror as well as a role model for the teachers and students, especially in terms of discipline which is the basis for the implementation of quality learning.

Leadership behaviors of the principals that are oriented towards the creation of a healthy school climate are as follows: (1) the principals are appreciative of the teachers' innovative thinking in the field of learning, and find the way to help the teachers make it happen; (2) the principal create a working mechanism that can encourage formal and informal discussions about learning issues with teachers and students in schools; (3) the principals create a reward system (incentives) for the achievement so that create a competitive climate and provide satisfaction for the school members who have performed their duties well; (4) the principals strongly prioritize cooperation among school members (teachers and staffs), especially in dealing with learning problems; (5) the principals involve the teachers in decision making, so that they feel they have ownership and responsibility for all the learning programs; (6) the principal can listen to the problems faced by the teachers and try to solve it; (7) the principals prioritize togetherness and partnerships with teachers and school staffs in carrying out basic tasks in the schools; (8) the principals encourage and motivate the work of teachers and school staffs in familial or informal ways; (9) the principals provide the time to work together with teachers and staffs to discuss issues faced by the schools; (10) the principals invite the teachers and staffs to get involve in each school activity based on their capacity, so it will grow

a sense of belonging and responsibility; (11) the principals strive for a comfortable workplace, whether room, facilities, or school situation; (12) the principals remind the teachers and staffs about the importance of change, so that they are open and ready to accept changes in the field of learning; and (13) the principals coordinate each issue at the schools, so the teachers and staffs feel comfort in dealing with issues at school.

Second, the environmental structure that influences the leadership behaviors of the principals in improving learning consist of the demands and expectations of the social community (parents), and the institutional structure of regional education managers (Education Department). (1) the school should optimize the students academic potential through effective and efficient learning improvement, (2) the school should teach with a high discipline upon the students; (3) the schools should prepare students for acceptance at higher expected levels of education; (4) the schools should provide the best basic education for the students as a basis for facing the tough future life competition; (5) the schools should build effective communication system, so that parents can easily gain the information about students in schools; and (6) the schools should encourage parents to support all school programs, especially in the field of learning according to their abilities.

The institutional structure of regional education manager (Education Department of the City) which influences the leadership behavior of the principals is as follows: (1) there is an authority given by the Education Department to the schools to implement the school development that is appropriated with the potential of the school as far as it is not against the existing policy; (2) there is a school guidance and supervision system (by the School Supervisor) that is instructive and consultative depending on the substance and the problems; (3) there is a reward system (from Education Department) towards school achievement; (4) there is a school quality standard that focused on academic and non academic achievement; and (5) there is a communication system (bureaucracy) between the Education Department and the school in the field of learning.

Based on the conclusions, this study suggests, first, the principals should: (1) try to balance the behaviors that are associated with the achievement of learning objectives (*instructional goals oriented*) and behaviors that are related to the creation of a healthy or fun school environment (*healthy school climate oriented*) in the efforts to improve the process and learning outcomes; (2) provide the reward of achievement (incentives) based on teacher performance, because improvement of the learning objectives is always related to the motivation and morale of the teachers; and (3) provide a convenient workplace for teachers, both in the form of the room and the situation.

Second, for the regional education manager (Education Department of the city) should: (1) provide the guidance system of principal that should be directed to the mastery of leadership skills and training in the field of learning, in order to

improve the achievement of learning objectives in schools; (2) require the principal recruitment system, so it can focus more on the potential elements of leadership, particularly the leadership of learning; and (3) intensify the presence of the Working Group of the Principals (KKKS) by collaboration with the LPTK.

Third, the LPTK (Higher Education Institution for Education) should: (1) be more sensitive to the needs of labor market for its graduates, especially the *principalship* by conducting continuous studies on the change of needs demand of the schooling system in this country; and (2) develop and sell to local school authorities about inservice programming packages for the principals according to local needs.

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