

Theoretical Analysis on School-Based Management: Towards the Geographical Approach Analysis of the Reforms, Challenges and Perspectives

Corneille Luboya Tshiunza^{1, 2, *}

¹Department of Educational Economy and Management, Central China Normal University, Wuhan, China

²Department of School Administration, Management and Training Center, National Pedagogical University, Kinshasa, RD Congo

Abstract

The governments of many countries around the world are initiated and implemented some strategies of school governance which aimed at improving education services and its quality. These strategies aim at decentralizing the decision-making power by increasing school performance, parental and community involvement in schools. Most of these strategies of school governance are implemented through school-based management reforms (SBM). The literature on school-based management is interested on the problems experiencing the school districts and schools during SBM initiations, implementations and evaluations. Many empirical and theoretical studies emphasize the SBM implementation challenges. Some of them point out the lack of theoretical framework suitable for empirical studies on the SBM structures, its operations and evaluations. Others still have to deal with the failure of many SBM operations and its inefficiency to bring the results desired by schools, school actors and stakeholders. These SBM reforms issues should be viewed in line with the context of educational policy of each country, provinces, associations and regional organizations, continental and worldview. This study reviews the existing theoretical frameworks and showed some practical challenges of implementation of SBM reforms. It uses some evidence cases of evaluating studies to show the effect of SBM reforms and emphasize the necessity of contextualization of SBM studies and its results. The study proposes the theoretical contributions based on the geographical approach of analysis of the SBM reforms, its initiation, implementation, evaluations and its challenges as perspective of SBM reforms.

Keywords

School-Based Management, School Decentralization, School Participation and Competition, Accountability and Autonomy, Geographical Approach Analysis

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1. Introduction

It has approved from most of studies that quality of education has always been measured by financial and other inputs. With time, the term quality relates to educational output. As education faces new challenges, new concept of quality develops. Although the universal concept of quality relates to what is being taught and how well it fits present and future needs of the learners but in line with UNESCO concept,

another way of looking at quality is in relation to its input and one of such inputs is the learners. The education quality could be analyzed into six dimensions: learners, environment, content, processes, outcomes and responsiveness [1]. School environment or school context is consisted of educational policy and school resources such as school employees, school facilities as learning and teaching conditions and school finance.

Actually, the Governments of many countries around the

* Corresponding author
E-mail address: corneilleluboya@outlook.fr

world are introducing some strategies of school governance. These strategies aimed at improving the management of school resources and at improving the education services. This improvement is evaluated through the education quality as well as increasing quantity (enrollments) in education. One of the objectives of these strategies is to decentralize education decision-making by increasing parental and local community involvement in schools which is popularly known as school-based management (SBM). Most of the literature review on school-based management is concerned with the problems districts and schools have experienced with it. Some of these are implementation problems, some arise in connection with operating SBM structures, and still others have to do with the failure of many SBM arrangements to bring about the results desired by school and district personnel and other stakeholders.

For effectiveness implementation of SBM, the schools should be given some autonomy in using their inputs and be held accountable to the users for using these inputs efficiently. The literature that promotes the initiation and implementation of SBM reforms recommends four tenets for improving service delivery to the school community or public: (i) increasing their choice and participation, (ii) giving citizens a stronger voice, (iii) making information widely available, and (iv) strengthening the rewards for delivering effective services to the education profitters and penalizing those who fail to deliver [2]. Many reports emphasis the SBM implementation problems notably: (i) lack of relation between the educational policy expectation and results of implementation; (ii) lack of financial resources for effective implementation; (iii) lack of training of school actors who implement these reforms; (iv) the failure of many SBM implementation to bring the results desired by schools, school board members and other stakeholders and (v) lack of theoretical model suitable for effective evaluation of its quantitative and qualitative effects [3-9].

The study deals with the lack of theoretical model suitable for effective evaluation of the cyclic, quantitative, qualitative and mixed effects of SBM reforms. It also has the objective to analysis the previous literature review on SBM around the world in order to propose a theoretical contribution centred on towards the geographical approach analysis for analysing the challenges and research issues of initiation, implementation and evaluation of SBM reforms and its perspectives.

To this, the study uses the system of classification worked out by Elect and Fouts in 1993 [10]. This system of classification was then taken again and used by other researchers [11]. In order to evaluate the validity of the data, these authors proposed to classify the studies carried out in education according to the three hierarchical levels. In the educational research could be regrouped into three level: (i)

the first level consists of construction of theoretical model and its hypothesis; (ii) the second level is the validation or implementation of the theoretical model using the experimental studies and (iii) third level is testing the theoretical model and its assumptions validated on level 2 through experimental protocols setting up a sampling more and spreading themselves over one longer period [12]. This theoretical study is registered in the first category of research. Consequently, the methodological approach used within the framework of this study is centred on theoretical view through the qualitative data from documentary analysis of literature review. The study uses the documentary research and analysis. It is a question to prepare its research, to select the information sources, to seek and of locating the documents, of evaluating the quality and the relevance of the sources and to set up a document which is suitable with the topic [13]. The study selected the information sources: monographs, articles, theses, etc. From these documents, the study used the documentary analysis (coding, encoding then taken notes). The study uses the most relevant ideas, comments them directly and shows the importance of geographical approach for analysis of the challenges and perspective of School-Based Management reforms around the world.

2. Conceptual and Theoretical Foundation of School-Based Management Analysis

In this section, the study examines some concepts and more essential theories of SBM. It about the history, definitions and other related terms of SBM, of finality and expectations, the theory behind SBM, the preconditions, the models of SBM and how SBM increase the school participation of the local community and improve school outcomes.

2.1. Meaning of School Based Management and Its Related Terms

The school-based management, school based governance, school self-management and school site management are different terms which describe the some realities. These terms are referring to a similar and increasingly popular trend. These terms are consisted of allowing schools more autonomy in decisions about their management of school resources about the use of their human, material and financial resources. The popularity of this trend is clear for all to see through the diversity of agencies showing interest or manifestly promoting it, the amount of articles discussing its merits and demerits and, most crucially, the growing number of countries that have adopted aspects of this policy.

The literature is clear, school-based management and its

variations, site based budgeting, site based decision-making and site based management can mean many things. Illustrating the problem of definition, the school-based management is a structure and a process that allows sharing the decision making power related to some or all the areas of instruction, personnel, school budget, policy, and other matters pertinent to school [14]. School governance through its bodies (SBM) is a process that involves a variety of stakeholders in decision-making from national, provincial level to the individual school. The “*some or all*” part of the definition allows a variety of implementations of school-based management, which makes it difficult to assess its impact. In the narrowest sense, school-based management is not new. There have always been decisions made at the school level. Some of these have involved consulting with the stakeholders. Parent and student are involved in school operations and they have the ultimate disposition. These structures of school governance control the school budget and school operations. This distinction includes schools that only control their supply and equipment budget as well as schools that control all aspects of their budget including staff. This definition separates what is actually considered school-based or site-based management from what is called school-based management. The term “*Site-based management*” means different things to different people. Site-based management can be viewed as a form of decentralization that designates the individual school as the unit of improvement and relies on the redistribution of decision-making authority as the primary means through which improvements will be stimulated and sustained. Essentially, site-based management implies that (a) some formal authority to make decisions in the central domains of budget, personnel, and program is delegated to and frequently redistributed among site-level actors; (b) a formal structure (council, committee, team, board) often composed of principals, teachers, parents, and, at times, students and community residents is created so that these actors can be directly involved in schoolwide decision making; and (c) site participants are afforded substantial discretion, even though their formal authority may be circumscribed by existing statutes, regulations, accountability [15].

About the definition, the study retains that:

The SBM is the decentralization of authority from the central government to the school level [16]. In the words, “School-based management can be viewed conceptually as a formal alteration of governance structures, as a form of decentralization that identifies the individual school as the primary unit of improvement and relies on the redistribution of decision-making authority as the primary means through which improvement might be stimulated and sustained [17].

Thus, it should note that there are some important terms

nexus to the School Based Management such as:

2.1.1. School Decentralization

Organizational theory suggests that in a decentralized environment, employees that are responsible for decisions and are empowered to make decisions have more control over their work and are accountable for their decisions. The effectiveness of the organization is improved because the employee, who deals with and knows the client, can alter the product or service to meet the client's needs [18].

Many benefits of school decentralization derive from making the school focus on autonomous planning activities and accountability. The school can focus on the student and the desired outcomes and performance measures specific to the school [19]. By making the school the focal point and transferring the decision-making power to the school, the opportunities are created for leadership and professional growth. Further, the local nature of the goal setting will increase the commitment to achieving those goals. Because the decisions are made closer to the student being served and the people most aware of the student needs are making the decision, decentralization will result in programs more relevant to student needs [20 - 22].

2.1.2. School Participation

The idea that participation of staff, parents and community in schools would lead to improvement has come full circle. In 1903, Dewey argued that “*teachers had valuable insights, which would enhance policy*”[18]. Supporters of the Teacher Control Movement asked for teacher participation in the formulation and direction of policy. The addition of professional input to lay boards was expected to provide consistent administration and to ground policy in practice. Reacting to the professionalization of school administration, the Democratic Administration Movement encouraged democracy in schools and saw a role for parents, teachers, and community members. More recently, the Community Control Movement argued that sharing control of the school with lay persons and groups external to the school would increase accountability for results and broaden the school community. Participation and involvement is expected to give the participants a stake in the decision. The creative energies of teachers and parents will be engaged and they will be more knowledgeable about the decisions. This will result in commitment to and support for the decisions. In addition, the participants will feel responsible for the decisions and will accept accountability for the decisions.

2.1.3. School Competition and Choice

Part of the change in the relationship between the school and the larger community is the adoption, from the corporate world, of competition and a market orientation. Combining

"parental choice" with decentralization is expected to make the schools more efficient. Choice will force schools to respond to local needs. Accountability is enhanced because the performance of the school will be judged by how well it meets the local needs. Also, resources will be allocated in an efficient manner because people who participate in the decision making will be more aware of costs and resources. Further, decentralization itself is expected to lower cost and result in less waste because the decisions will be made by those most capable of matching service to needs [18 - 24].

2.1.4. Accountability or Responsibility

Accountability is a key concept in modern management theory and practice. It means that managers are held responsible for carrying out a defined set of duties or tasks, and for conforming with rules and standards applicable to their posts. The obligation of an individual or organization to account for its activities, accept responsibility for them, and to disclose the results in a transparent manner. It also includes the responsibility for money or other entrusted property. The person or body which the manager must report and answer for his or her actions are made explicit and he or she may be rewarded for good performance or suffer the consequences of inadequate performance [25]. A manager of an organizational unit or school may also be held accountable for the actions of subordinate staff. In its basic form accountability is defined as the acceptance or responsibility and being answerable of one's actions. In school management accountability, may take other additional meanings: (i) the act of compliance with the rules and regulations of school governance; (ii) reporting to those with oversight authority over the school and (iii) linking rewards and sanctions to expected results [26 - 27].

In the case of SBM, the governments introducing reforms in public management school have generally tried to delegate greater flexibility and autonomy to managers as a means of improving efficiency and effectiveness of their operations. Since this gives the manager or school board greater power to make decisions, the reforms have included much greater emphasis on accountability as a means of balancing and checking his exercise of that power.

2.1.5. School Autonomy

Historically, school autonomy developed in Europe during the 19th century as a way to ensure academic freedom, a goal justified by religious and philosophical considerations that continued to hold well past the first half of the 20th century [28]. In the 1980s, school autonomy reforms in Europe were linked to democratic participation, emphasizing the need for schools to strengthen their link with their respective communities. In some developing countries (especially in Latin America in the 1990s) school autonomy was associated

with the restoration of the social contract between schools and parents in an attempt to reduce the role of ideology in the content of public education [29 - 30], and on the provision of basic education in areas where there was no access to formal education institutions because of political conflict [31 - 32].

Autonomy in SBM is a form of school management in which schools are given decision-making authority over their operations, including the hiring and firing of personnel, and the assessment of teachers and pedagogical practices. School management under autonomy may give an important role to the School Council (representing the interests of parents) in budget planning and approval, as well as a voice/vote in personnel decisions. By including the School Council in school management, school autonomy fosters accountability [32 - 34]. We can retain that in SBM, autonomy include SBM activities and can pertain to any of the following themes: (i) budget allocations; (ii) hiring and firing of teachers and staff; (iii) curriculum development; the choice and procurement of textbooks and materials; (iv) school infrastructure or facilities and (v) monitoring and evaluation of teacher performance and student learning outcomes.

2.2. Finality, Expectations and Evaluation of School-Based Management Reforms

The school restructuring literature identifies a need for improving the school system. There was a strong belief that the changes need to be made to meet international education standards. This fundamental change in the education system can provide a workforce and, satisfies emerging householders need for education. These changes call the need of decentralization of school administration by school governance. The decentralization increase the accountability, access local knowledge, focuses the change process on individual schools. This change process was a central component of many restructuring strategies. Consequently, SBM was central of many school administration reforms. SBM offered local control of decisions, equitable allocation of resources, effective use of resources, teacher empowerment, and diversity because of a market driven responsiveness to community needs. Also, SBM was expected to promote the correlates of effective schools such as improved student outcomes, strong instructional leadership, long term academic improvement, positive attitudes and behavior, more successful programs, and more effective schools. Offsetting the benefits, teachers, administrators and parents will spend more time planning and being involved in the decision-making process.

Some SBM Expectations can be precise. The dominant expectations, at the school level, for SBM appear to be: "(i) *involvement of staff in decisions about programs and organization*; (ii) *involvement of parents and others in the*

community, in the school; (iii) efficient and effective allocation of resources, based on a school budget; (iv) strong instructional leadership and a focus on educational concerns; (v) an environment supportive of professional growth and collaboration; (vi) long term academic improvement; (vii) positive attitudes toward, and support for the school demonstrated by staff, students, parents, and the community; (viii) positive behavior, modeled by the staff; and (ix) the school should be successful and effective in meeting its goals” [35]. Consistent with the preceding, a case study of three Edmonton Public Schools identified school improvement as the underlying reason for the transition to school-based management. The pillars of school-based management are collaborative decision making and efficient resource allocation. The commitment generated by collaborative decision making and the allocation of resources to meet local student needs are expected to lead to increased

student learning [21, 24].

About evaluation of effect of SBM reform, generally, five directions are exploited for assessment of SBM effect: (i) the geographical scope of reform implementation; (ii) the methodology and level or components of the reform implementation; (iii) the duration of the effects of the reform by specifying the process, output and outcome goals; (iv) the parental involvement and (v) the impact of reform implementation on student academic performance (Luboya, 2018). The assessment of SBM effect should turn toward the five dimensions includes quantitative, qualitative, mixed, triangulation, ethical, systematical or cyclic. As educational policy reform, school governance reforms should consider the importance and necessity of different phases of effectiveness reform from the preliminary studies or initiation, implementation and evaluations (Figure 1).

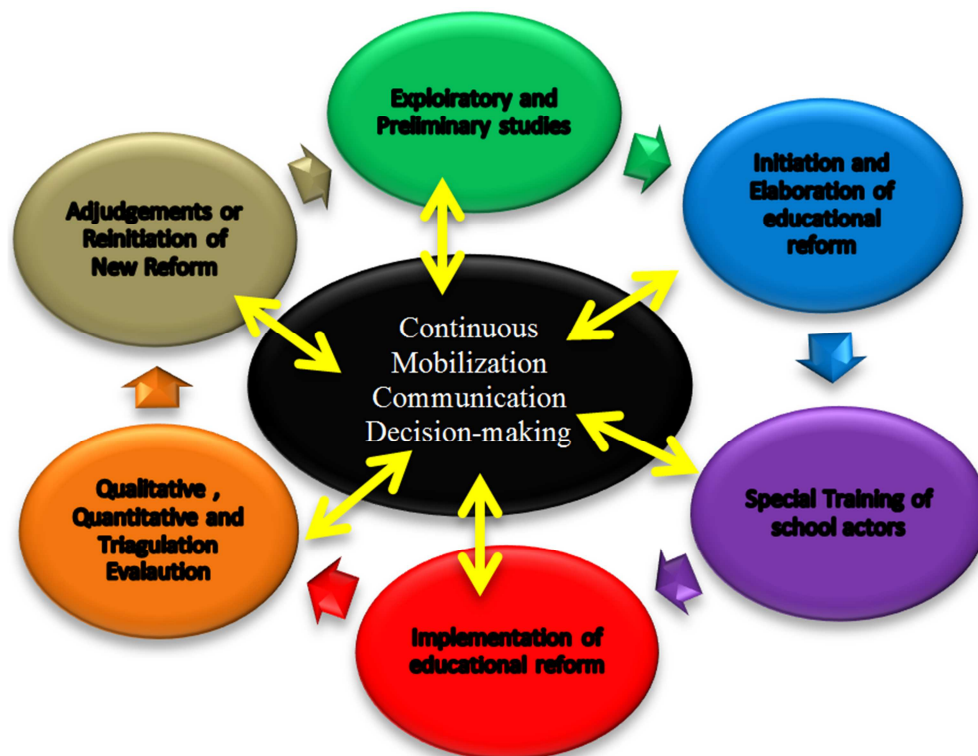


Figure 1. Phases of the Cycle of SBM Reforms.

Source: Luboya, 2018

2.3. Theory Behind School-Based Management

The retain that the Good education is not only about physical inputs, such as classrooms, teachers, and textbooks, but also about incentives that lead to better instruction and learning. Some authors suggest that most of the incentives that affect learning outcomes are institutional in nature, and they identify three in particular: “(i) choice and competition; (ii) school autonomy; and (iii) school accountability” [36]. The

idea behind choice and competition is that parents who are interested in maximizing their children’s learning outcomes are able to choose to send their children to the most productive (in terms of academic results) school that they can find.

Similarly, local decision-making and fiscal decentralization can have positive effects on school outcomes such as test scores or graduation rates by holding the schools accountable for the “outputs” that they produce. In 2003, the World

Development Report presents a very similar framework. It suggests that good quality and timely service provision can be ensured if service providers can be held accountable to their clients [37]. In the case of the education sector, this would mean students and their parents.

SBM has several other benefits. The schools are managed more transparently and reduced the opportunities for corruption. Also, SBM often gives parents and stakeholders opportunities to increase their skills. In some cases, training in shared decision-making, interpersonal skills, and management skills is offered to school council members. They become more capable to participate in the SBM process [38] and at the same time benefit the local community.

2.4. Aspects and Preconditions of School Based Management

The variations of the SBM concept have emerged [and] the result seems to be confusion and misunderstanding concerning these vague and sometimes conflicting definitions [39]. It should note that “*A generic term for diverse activities*”, and “*an ambiguous concept that defies definition*” [40]. On this, it added further underscoring the lack of a specific meaning attached to this concept. Researchers call attention to the many combinations of program features observable in different school-based management programs. In implementation of school board reform, there are numerous variations within districts and schools regarding the levels of authority, the actors involved, and the areas of control [41]. Some authors give some example [42]:

- a) *Increased Autonomy* is the latitude to function independently to a considerable degree-may or may not accompany the increase in authority at the school site.
- b) *Increased School-Site Accountability* is likewise a feature of some school-based management efforts but not others.
- c) *The Power to Establish Policy* may or may not accompany the increase in the school's power to make other kinds of decisions.
- d) *Decision-Making Domains* differ enormously among different school-based management arrangements. Districts and boards may extend decision-making authority to the school in the major areas of budget and/or staffing and/or curriculum, as well as other domains.
- e) *The Extent of Decision-Making Authority within Domains* also differs. For example, two districts implementing school-based management structures may both allow their schools to make decisions in the area of curriculum, but one may permit substantive decisions to be made and implemented, while the other allows only relatively trivial

ones.

- f) *The Distribution of Authority at School Sites* shows considerable variation as well. In some school-based management efforts, virtually all the increased decision-making authority extended to the site by the district remains in the hands of the principal. In others, teachers - but no other stakeholders - join the principal in making decisions. In most cases, however, decision-making authority is delegated to councils which might be made up of noncertified school staff and/or parents and/or community members and/or students, as well as the principal and the teachers.

There are the possible to improve SBM effectiveness and efficiency. Notwithstanding the basic theory of SBM, no theorist disputes the interdependence of governments, school administration, teacher classroom behavior, and, in most cases, parental attitudes. So by definition, putting SBM into practice involves ensuring that all of these actors work together in a system of mutual dependence. However, devolving power to the school level means that some groups outside of the school, such as district or local education offices, are likely to lose some of their power, thus changing the power dynamics within each school. The SBM often requires teachers to play greater roles in the governance and management of the schools where they teach. While this enlarges the scope of their job, it also requires more time and energy from them and can sometimes limit their traditional freedom to do whatever they want inside the classroom [43 - 45]. Not all teachers appreciate having to take on additional managerial roles and responsibilities, even when these changes are marginal. The key is to identify exactly what the government's role in decision-making should be.

2.5. Models of School-Based Management

SBM has been introduced in countries as diverse. However, these SBM reforms have been far from uniform and have encompassed a wide variety of different approaches. The Southwest Educational Development Laboratory in the United States has an inventory of more than 800 SBM models [46], and about 29 of them have been evaluated at least once [47]. The SBM as a construct of variable model, in other words, a model that cannot have a unique form in all of the places in which it is implemented, which means that SBM reforms around the world are inevitably different from each other [45]. As the definition of SBM reflects, it is a form of decentralization that makes the school the centrepiece of educational improvement and relies on the redistribution of responsibilities as the primary way to bring about these improvements. The expectations for School-based Management are derived from the social, political, and economic needs that are leading to the adoption of School-

based Management. In implementation of SBM reform, the demands for participation and collaboration indicated a need to change the power relationships among those involved in schools [48]. Further, there was a need to mediate the often-conflicting demands placed on schools, by various stakeholders. They also suggest that changing the locus of power to the local school increases the legitimacy of schools as public institutions. Moving to the school as the locus of decision making allows the decision-makers to deal with a narrow set of the complex demands facing schools in general [23]. This perspective is seen by Raywid as the ineffectiveness of bureaucracies [49]. In this regard, Herman & Herman discusses the need for a globally competitive workforce and the high cost of dropouts [21]. Following this, it is possible to identify the changing relationships between the school and the larger community. Also, he suggests the desire for a competitive work force is leading to an alignment of corporate and school cultures [18]. SBM reforms are shaped by the reformers' objectives and by broader national policy and social contexts.

2.5.1. Autonomy Continuum

World Bank report notes that the SBM programs lie along a continuum of the degree to which decision-making is devolved to the local level from limited autonomy, to more ambitious programs that allow schools to hire and fire teachers, to programs that give schools control over substantial resources, to those that promote private and community management of schools and those that may eventually allow parents to create their own schools [50].

This continuum represents the evaluation of SBM reform implemented in some of the countries. This continuum is effectiveness tool of evaluation of type and implementation level of SBM reform around the world. Two possibilities are indexed as continuum extreme: from “*weak*” to “*strong*” implemented reforms:

- a) “*Weak*” implementation of SBM reforms is considered the SBM reforms which have only limited autonomy, usually oversee the school activities related to instructional methods or planning for school improvement.
- b) SBM reforms can be classified as a “*moderate*”, when school councils have serving an advisory role only.
- c) SBM reforms are “*stronger*”, when the schools councils become more autonomous—receiving funds directly from the central or other relevant level of government (for example, lump-sum funding or grants) or stakeholders and hiring and firing teachers and principals and setting curricula.

It is also important to note that at the end of the continuum is local public education systems in which parents have

complete choice and control over all educational decisions, where schools are stand-alone units, and where all decisions concerning schools' operational, financial, and educational management are made by the school councils or school administrators. In these cases, parents or any other community members can even establish fully autonomous publicly funded private schools. It is interesting to note that, to some extent, parents have a similar degree of autonomy and choice in both private schools and in publicly funded, fully autonomous schools.

2.5.2. Autonomy-Participation Nexus

The other dimension is who gets the decision-making power when it is devolved to the school level. In a simple world, four models would be sufficient to define who is invested with decision-making power in any SBM reform [51]:

- a) *Administrative Control* (devolves authority to the school principal).
- b) *Professional Control* (devolves the main decision-making or authority power to teachers).
- c) *Community Control* (devolves the main decision-making or authority power to parents or the community members).
- d) *Balanced Control* (balances decision-making or authority power between parents and teachers. The both groups are considered as the two main stakeholders in any school).

The administrative control model can never exist in its pure form since principals can never operate on their own in practice. School Principals need other people to work for them and to help them to make decisions for the school. Existing models of SBM around the world are generally a blend of the four models described above. In most cases, power is devolved to a formal legal entity in the form of a school council or school management committee, which consists of teachers as well as the principal. Parents and community members have roles to play in SBM, but these roles are not universally clear and not always central. However, in some cases, the legal entity that has the main authority to implement SBM is a parents' council, though they cannot operate successfully without the support of teachers and the school principals.

2.5.3. Autonomy-Participation-Accountability Nexus

There is another link to the autonomy-participation accountability chain. In a number of countries, one of the main objectives of introducing SBM is to make schools more accountable and their management more transparent. Anderson has suggested that there are three types of accountability in SBM. Those who run schools must be: (i)

accountable for adhering to rules and accountable to the education authorities; (ii) accountable for adhering to standards and accountable to their peers; and (iii) accountable for student learning and accountable to the general public [52].

By increasing transparency, SBM can also reduce corruption. For instance, the limited autonomy form of SBM in the PEC program in Mexico is credited with increasing accountability and transparency as well as with preventing and limiting corrupt practices in the management of educational funds [53]. This is so because the school councils are accountable both to their central education authorities (vertical accountability) and to the school community and donors (horizontal accountability). The accountability aspect of SBM reforms has also been highlighted in the WDR 2004 [54] as a way to strengthen accountability relationships between the clients (parents and students) and the service providers (teachers, principals, and the government). The service provision and accountability relationships between these actors is complex, as even within each group of actors there are usually heterogeneous sub-groups, and the incentives and accountability relationships that work for one group may be different from those that work for other groups. When accountability fails, the failure can be tracked either to the long route or to the short route. Sometimes improving the long route is a long-term process and, in some situations, may not be doable. In these cases, the WDR 2004 suggests strengthening the short route in which the service providers are held directly accountable to the citizens or clients. The clients can improve service delivery by: (i) using their voice to ensure that services are tailored to meet their needs and (ii) by monitoring the providers.

2.6. School-Based Management, Participation Growth and School Outcomes Improve

The school-based management (SBM) is a key education policy or reform in many countries as well as high, medium and low incomes (The World Bank, 2011). There are a number of solid arguments to defend the introduction of SBM. Thus, five most statements are retained [54]:

- a) *Increase the Implementation of democratic at school:* allowing teachers and parents to participate in decision-making processes in the school operation. It avoids giving more governance power to the hands of a select group of central-level officials or school staff only.
- b) *Direct connection and control of stakeholders on school operation:* locating the decision-making power and using it to solve the reel problems of school. Using the SBM members' experiences to lead more relevant the school policies in order to achieve the objective of SMB reform.

- c) *Less bureaucratic:* decisions will be taken much quicker if they do not need to go through a long bureaucratic process. The SBM used the administrative gangplank (from school through several intermediary offices to the central level). It can be made at a level close to the school, between district levels to school.
- d) *Stronger accountability:* allowing school staff, teachers and parents to be more responsible about school results, pupils' academic performance and school resources issues. It links the schools to the close community directly. Such accountability is expected to act as a tool for greater effectiveness.
- e) *Greater resource mobilization:* stakeholders especially parents and states will be more mobilize to contribute to the funding of their school by providing the school resources adequately.
- f) *Control the impact of school corporate social responsibility:* controlling and sharing the control power of economic, philanthropic, legal and ethical responsibilities and accountabilities.

There is also some general research evidence to support the introduction of SBM. Indeed, it has been demonstrated that the quality of education depends primarily on the way schools are managed, more than on the availability of resources. It has also been shown that the capacity of schools to improve teaching and learning is strongly mediated by the quality of the leadership provided by the head teacher. Both factors could be used to argue for stronger control over management within the school. There are however a long series of preoccupations around the introduction and implementation of the SBM policy. The following highlight what appear to be the crucial ones, particularly with regard to developing countries. The meta-analysis of 29 SBM programs in the US that schools that implemented the models for 5 years showed strong effects on achievement [47]. The World Bank report on meta-analysis of more than 232 studies, 1000 observations and 29 programs found that SBM takes up to five years to produce fundamental changes at the school level and about eight years to improve pupils' outcomes [4]. The study of Di Gropello and Marshall concluded that the school board reform intervention is correlated with higher test scores in science but no evidence of significant effects on math or language test scores [3]. The effects of school-based councils on the participation of parents and members of local community were significant in school leadership in Texas, Chicago, Hawaii and Kentucky. In Chicago, the significant authority provided to parents and community members through school councils that were elected by the community and included six parents, two community members, two teachers, one student (in the case

of high schools) and the principal. In the first school council elections in Chicago in 1989, 313,000 people voted for 17,000 52 candidates for 5,420 council positions in 542 schools [5]. However, the most results of SBM reforms emphasize between the moderate and large effect on student's outcomes or school improvement [55].

3. Towards the Geographical Approach of Analysis of the School Based Management reforms, Challenges and Perspectives

The implementation of reform SBM is often related to objectives, inputs (human, material, financial resources and information) available. It is also related to the policy and the school legislative framework of each country, and the context socio cultural and environmental. The problems, the challenges and the perspectives must be also analyzed by taking account of the above-mentioned parameters. We can note that the implementation of reform SBM and the challenges met depending all the same on the several parameters and it is more advisable to keep any generalization of the conceptual and theoretical models of analysis. The forces, opportunities, threats, weaknesses and challenges of the SBM have the elements convergent and divergent according to the zones where are established the schools and the prospects or solutions must take account of it, more especially as there do not exist solutions standards and magic. From where need for a geographical approach analyzing the challenges and perspective SBM.

3.1. School-Based Management Reforms around the World and Results

There is a wide range of countries have experimented with or introduced SBM reforms. The impetus behind most of these reforms has been political, financial, or a reaction to a natural disaster or civil conflict rather than educational. However, in all cases, the aim has also been to address difficult management issues. It is not an exhaustive one since a large number of countries are experimenting with SBM at a project level, often with the World Bank's Support.

To establish the effective SBM is difficult in Western countries, even where there is often more of a tradition of local authority, and where more resources are available. In many developing countries where there is a legacy of hierarchical or top-down models of education management from colonial days, it represents a radical change [56]. Not only do those in power at central and middle levels of management have to give up control, but also those at the

school and community level have to be willing and capable of operating in new ways. Further, new forms and responsibilities with respect to accountability must shift to school levels, whereby accountability becomes outward to parents and local communities as well as upward to regional or central authorities. Clearly, the professional development or learning needed to make such shifts is enormous. The decentralization is not created by passing a law. Rather it must be built by overcoming a series of challenges at the center and the periphery by, for example, changing long established behaviors and attitudes, developing new skills, convincing people in the center who enjoy exercising power to give it up, permitting and sometimes encouraging people to take creative risks, promoting and rewarding local initiatives, and maintaining continuity with the decentralization reform even as governments change [57].

It is not surprising that there is not yet any overall evidence that SBM in developing countries is directly linked to improvements in the quality of learning. What is instructive, however, is to identify those cases that begin to specify the conditions under which decentralized reform strategies do make a difference.

Thus, it is necessary to review in more detail a few well-researched case studies that will inform us about the circumstances under which SBM can be more fully assessed. These studies come from Africa, Asia, and Latin America. Anderson and Nderitu provide a thorough evaluation of the Mombasa School Improvement Program (MSIP) in Kenya. The Mombasa SIP began in 1994 with a five-year mandate. It involves a three-way partnership among the Aga Khan group, the Municipality of Mombasa, and the Mombasa School District [58]. There are 112 schools in the district ranging from urban to rural. The authors [58] state that the district had a history of poor education performance and a reputation of low community involvement and support for primary education. The authors summarize the overall aim of the project as improving the quality of teaching and learning in primary schools. The major strategic components of the project addressed in this evaluation include the provision of classroom-based in-service teacher training to promote the use of child centred teaching methods; efforts to strengthen the capacity of local Teacher Advisory Centers (TACs) to provide professional support for teachers; management training for headteachers and municipal education officials (e.g., inspectors, school advisors, TAC tutors); and the mobilization of parent involvement and financial support for education at the school level through the facilitation of a Community Development Officer. They conclude that the SBM reform brings the school improvement [58]. Anderson and Nderitu found that implementation of SIP has become widespread (since mid-1996), that there is evidence of impact

on the work of teachers and their relationships to students and community members, and that while it is too early to assess the impact on student learning outcomes, most of the evidence is positive.

For reasons related to the questions of financial resources, material, human and of information, certain countries of Africa, mainly of subaerial Africa difficulties in have introducing reform SBM. Some initiatives of reform SBM already implemented are often centered on the school participation of community, the parents in the school boards or school councils and are financed by the World Bank for Education. However, the shutter authority of decision making is very limited. The participation and the responsibility are obstinate with various problems. The studies of some authors came to the similar conclusions [9, 59 - 64].

3.2. Geographical Approach of Analysis of School-Based Management Challenges

Most of the literature review on school-based management is concerned the problems of the districts and schools level. The most of these problems are implementation problems, some arise in connection with operating SBM structures, and still others have to do with the failure of many SBM arrangements to bring about the results desired by school and district personnel and other stakeholders. Considerable analytical effort has gone into identifying and describing the obstacles to success with school-based management and findings appear in the work of many authors [9, 17, 39, 59-61, 63, 65-72].

3.2.1. Time: "The Greatest Source of Trouble Is Time"

The activities associated with school-based management require school staff to devote additional hours each day on top of an already hectic schedule. The stress produced by these extra time demands has led to pessimism and burnout in some settings, particularly on the part of teachers [69].

3.2.2. Unrealistic Expectations

Many schools piloting school-based management undertake too many projects and procedural changes during their first year or two of operation. The research on school-based management makes abundantly clear that full institutionalization of a school-based management process takes a long time as long as five years or more.

3.2.3. Insufficient Human Support of Site Councils

Site councils, which are the bodies concerned with planning and decision making in most SBM structures, are often given extensive responsibilities, but lack the qualifications to carry out those responsibilities. Typical problems include:

- a) *Lack of Knowledge of School Operations*: in the most of cases, generally some members of SBM, some teachers, unqualified management staff, and perhaps parents and students have little knowledge of management of school budgets, facilities, personnel, policy issues and other governance matters about which they are expected to lead, manage and control by their autonomy power of decisions-making.
- b) *Lack of Group Process Skills*. SBM members are likewise often deficient in the skills of group decision making, team leadership, participative management, conflict resolution, problem solving, and others required for effective group work.
- c) *Lack of Clarity about the role and mission*. According to school policy or school law of county, the SBM reform can take several directions such as: (i) "Forum or an enclosure of Deliberation", (ii) "Sounding Board for Consultation or resonance chamber of consultation", (iii) "Executive Committee" or (iv) "a Management body" [73]. The SBM members should have some knowledge about the type of their SBM, their limits of authority power of decision-making (can we make decisions about all aspects of the school...or only about some of them?) and their duties and obligation from school staff and national, provincial and district school authorities. Majority of SBM members don't have the knowledge of their role.

3.2.4. Incongruence between Decisions Desired and Decisions Allowed

Not infrequently, teachers find themselves becoming disenchanted with school-based management. One commonly occurring reason is that the kinds of decisions they are allowed to make or influence are not the ones about which they care and feel knowledgeable. Research has clearly established that teachers' desire to participate in decision making centers on the school's technical core--its curriculum and instructional program. Unfortunately, districts are often unwilling to delegate real decision-making authority to schools in these areas. This may or may not sit well with principals, but it is almost universally frustrating to teachers. For one thing, they resent being excluded from decision areas about which they know a great deal. Just as distressing, they often find that they are expected to use time and energy they would ordinarily spend on activities related to their teaching responsibilities for decision-making in areas they would just as soon leave to administrators. Thus, when researchers and others ask, "*do teachers want increased decision-making authority regarding school policy and operations?*" this turns out to be the wrong question, since the answer is totally dependent on the particular decision area under consideration.

3.2.5. Other Constraints on Decision-Making

Schools are sometimes asked to implement programs of school-based management while continuing to function within the constraints imposed by existing federal, state, school board, district, and teacher union regulations. In these situations, school personnel sometimes find that there is very little left for them to manage. Research has shown that increased flexibility and selective waiving of these constraints is associated with more successful school-based management efforts. Along with insufficient time, training, and/or latitude, another obstacle frequently encountered in school-based management efforts is lack of adequate financial resources. This may take the form of insufficient release time for planning and/or insufficient resources to implement plans once they are made. At worst, these constraints can lead school personnel to view school-based management as unreal - the “*same old thing*” in the guise of an innovation. And research indicates that they are right. If districts and boards do not extend considerable decision-making latitude to schools, or they fail to provide the resources to enable staff to carry out decision responsibilities, school based management becomes: “*just another moderately helpful public relations and communications vehicle tinkering with the peripheral issues of school governance and management*” [39] or, as Taylor and Levine remark even more succinctly, “*only a cosmetic attempt to improve the school*” [74].

In evaluation reports of SBM activities in world, there are some difficulties in implementation process of SBM reforms. These problems are frequent and sometimes affect effectiveness and efficiency of SBM reforms such as:

- a) *Insufficient Resource management at school level.* It is about the lack of flexibility in use of SBM resources (funds, staffing and facilities); balancing spending; saving school resources and managing bank balances, transparency and understanding of budget allocations and formulae. The role of the school board in financial management, reporting and analysis of reporting is playing without training of school principal as educational leader. Training sessions on the management of school resources were recommended by the most reports of Wold bank before the implementation of SBM reforms.
- b) *Insufficient Decision-making and community control at school level.* These challenges affected the effectiveness of school board. The involvement in SBM by the members required the preparation about community involvement in school decision-making and training for school boards challenges and community control.
- c) *Insufficient delivery of education services to the local*

community. The quality of contracted services, managing procurement and contracts are sometimes ignored by some SBM. Some SBM are not able to provide the quality of educational services as their local communities expected from these schools. There are SBM risks to provide less quality of school performance expected by reform policy.

- d) *Insufficient Central support provided to SBM bodies.* This support arrangement for SBM supposed to be strong if the state or government want the large effect of its reform policy. Most of studies mention the need for expert advice and training as recommendations. Thus, the recommendations to address these issues and to assist in the next stage of development of SBM are set out about the problem and difficult of specialist expertise and central support and consultation processes. The systems of SBM monitoring should be created as services tools to assist the schools in training and development; management of contracted services and local planning and decision-making [75].

The study estimates that a geographical approach would be effective, efficient and balanced in the conceptualization and theoretical framework of studies on SBM reforms and its evaluations. This theoretical tool is the possible solutions to deal with the challenges of the effective SBM. This new approach of SBM analysis is suitable to the characteristics of SBM reforms. These characteristics include the variability of the environment, adaptability of the school situation-problems to solve, objectives of reform, national educational policies, availability of the means and socio-economic and cultural context. Research likely to work out or test modelled reform effective and efficient, must consider the following questions:

- a) Who are actors and profitters of reform? Allows to enumerating the individuals (stakeholders) and the schools which are targeted by the reform, the characteristic of their space, their values and their current ways of managing of their schools and their results;
- b) Why the reforms need to be initiated and implemented? Allows enumerating the finality, the goals and objective general and operational of reforms clearly and precisely.
- c) What the contents, needed resources and effects of reforms are doing to be implemented? Allows analysing the effect of contents of reform and the added value of the actors involved. This consider the economic, social, or environmental, product aspects of their institutions, research conditions, the technical issues, the exchanges or of the exploitation of resources available;
- d) Where the reform should be take place? The place whose

activities of the SBM reform supposed are unrolled and the special delimitations of reform; more generally reason of the localizations. This dimension considers the cultural, political and legal environment in which the reform is taking place.

- e) When the reform should be take place? The period during which reform will be implemented and evaluated but also the considerations according to which the school produce spaces which are added or compete with the precedents.

In the construction of the models or typologies of SBM and many other theories, four geographical dimensions should be taken as preconditions. Thus, the general analysis will be a space to elucidate the strong and weak points, the general receipts of the SBM and the theories and model generals starting from empirical research of the SBM. It is the culture of the SBM which creates the globalization and the productivity of the knowledge. The elements of the SBM containing with its definition are the objects which could be the most studied by this dimension in the schools of training of the actors of the SBM.

- a) Analysis of human dimension: Why and how the actors of the SBM bodies can contribute or affect the reform objectives or gaols such as the academic performance, the school improvement or effectiveness, the parental or local community participation, the educational results. It definite the principal and secondary actors of the SBM reform. Characteristics, practices and effective and ideal strategies of a good actor of the SBM.
- b) Analysis of special or environment dimension (school, district, provincial, national, regional and world environments). Here, the reform will be led on the possibility of dividing space into schools, district, areas, and country, regrouping of the same countries socio-economic and intermitting level. Thus, the first stage of this evaluation approach of SBM reform consists in gathering under environment consideration of homogeneity, heterogeneity and contextualization of schools. It is going to say that this unit of geographical analysis of evaluative approach of SBM reform is related to context of school localization, legal or policy, cultural and economic conditions, in what it is distinguished from one school, provincial, country, zone to other divisions.

The analysis of mathematical dimension, concentrates on the surface of or the application implementation of SBM, the study of its mathematical representation and its relations in a system of interaction and variability. This mathematical analysis including:

- a) *Cartography of the countries, areas or group of the country working in the SBM.* Here, it is the application of

the geographical principle of the representation of data of the comprehensive assessments of the SBM reform. This representation of empirical data should help to reduce the representation of implementation level of SBM reforms in the worldview.

- b) *Longitudinal, transversal, quantitative and qualitative Studies can also use the geometrics of initiation, implementation and evaluation of the SBM reform by resorting to the tool data processing on world-map,* to analyse the world territory in which the SBM reforms are effective. It supplements the information systems developed in addition in other disciplines by a space reference: geographical location that the researchers can use for a comparison or a visualization of the results of their analysis while releasing from the photographs, graphs, and different kind of representing diagrams or others figures of empirical studies of SBM reforms.

3.3. Geographical Approach of Analysis of School-Based Management Perspectives

The *school-based management* is a research based, committed, structured, and decentralized method of operating the school district within understood parameters and staff role to maximize resource effectiveness by transferring the preponderant share of the entire school system's budget, along with the corresponding decision-making power, to the local schools on an equitable lump sum basis, based upon a differentiated per pupil allocation to be spent irrespective of source in the best interests of the students in those schools [20]. These strategies should be in accordance with a creative local school plan and local school budget developed by the school principal collaboratively with trained staff, parents and students as stakeholders, and approved by the superintendent. Thus, such planning designed to achieve approved goals of improving education by placing accountability at the individual school, and evaluated more by results than by methodology.

Neal's definition reflects the roots of the current push to school-based management from the effective school's research and the expectation that regular assessment of goals and success in achieving goals will occur. The definition also puts forward per capita funding as an equitable approach to allocating resources to schools. Neal's definition also describes the practice found in the Edmonton Public School District, as indicated by the following quotation. A few school systems which have successfully decentralized stand as models for others interested in the move. The best example is the Edmonton, Alberta (Canada) public school system. It has the longest record of success (over ten years).

The study emphasize that for effectiveness implementation of

SBM, Schools should be given some autonomy in using their inputs and be held accountable to the users for using these inputs efficiently. The literature that promotes the use of SBM recommends four tenets for improving service delivery to the poor: (i) increasing their choice and participation, (ii) giving citizens a stronger voice, (iii) making information widely available, and (iv) strengthening the rewards for delivering effective services to the poor and penalizing those who fail to deliver [2][38]. The WDR 2004 framework for analysing the supply of education services defines four aspects of accountability:

- a) *Voice* is related to how well citizens and stakeholders as education tax payers or contributors are pressing the politicians and policymakers to be accountable in their working performance in discharging. The citizens requires their government their responsibility for providing quality education.
- b) *Compact* supposed to clarify how good citizens or stakeholders ask the definition of school contract clearly and hold their responsibilities facing the objectives of public education policy are communicated.
- c) *Management* is consisted of the actions that create effective frontline providers within school organizations and its effectiveness, efficiency and improvement.
- d) *Client power* is considered how good citizens or stakeholders as school clients can increase the accountability of schools, the relation between school-public and school government systems.

In the words of the WDR 2004 [37, 76], the effective solutions are likely to involve a mixture of voice, choice, direct participation, and organizational command and control. The WDR 2004 framework is presented as a three-cornered relationship between citizens, politicians, and service providers. While SBM is conceptually clear, there are many ways in which its components can be combined and implemented.

Pragmatically, this makes SBM a concept of only polysemy, in other words, a concept that cannot have a unique form in all the places where it is implemented. There are numerous ways to combine different degrees of autonomy, participation, and accountability to create a particular reform. Each variation has to be appropriate for the particular culture and politics of the country in question.

Most countries have adopted SBM to increase the participation of parents and communities in schools, or to empower principals and teachers, or to raise student achievement levels, or, by devolution of authority, to create accountability mechanisms to make the decision-making process more transparent. In any case, the hope is that giving power to the people who are close to the core of the service

will increase the efficiency and improve the quality of the service.

The costs of reform are likely to be smaller than the benefits, thus increasing the appeal of the reform. Many SBM reforms have multiple goals, which include participation as an outcome rather than a way to achieve a goal such as improving learning outcomes. Other SBM reforms have aimed to encourage parental interest in the school as a way to supplement its recurrent cost financing. It is important to keep the goals of the program clear, to ensure that adequate resources go into the program to achieve its specific goals, and to build the necessary capacity at all levels. Complex reforms with multiple goals and limited resources in a constrained environment can be very difficult to implement.

Then that the implementation of SBM and its evaluation are function of context, reform, of the beforehand fixed objectives and goals, the policy and legislative measure from one education system to another, certain particular circumstances.

The study suggested a geographical approach as perspective of analysis and evaluation effects of SBM reforms. The recommendations in terms of perspectives should take accounts of the aspects of SBM variables:

- a) the environment or geopolitical zones of the SBM reforms and its results;
- b) the legislative and legal foundations of the reform during initiation, implementation and evaluation of SBM reforms from each provinces of a country, each country, each continent and worldview perspectives to the other;
- c) the geo-economics dimensions of the school resources in the districts, areas, country, continent...
- d) the elements of the investment in human capital (school budgeting) or essential resources allocated to the education from each provinces of a country or whole country of a continent or of one continent of world and worldview perspectives to the other...

Being given that the solution the best that is adapted to the situation problem and the means available. As regards a business of management, the effectiveness, efficiency and balance must be the keystone in the manner of finding solutions in terms of prospects.

4. Conclusion

The study shows that schools have many possibilities to use the model of School-based Management adapted and can work toward the outcomes expected for School-based Management and the schools can be effective doing so. However, after to revisit the conceptual and theoretical framework existing; the study makes a theoretical

contribution based on the geographical approach of analysis of the challenges and perspective of SBM.

In needed, while SBM is conceptually clear, there are many ways in which its components can be combined and implemented. Pragmatically, this makes SBM a concept of only modest polysemy. In other words, it means that SBM concept as reform cannot have a unique form in all the places where it is implemented. There are numerous ways to combine different degrees of autonomy, participation, and accountability to create a particular reform. Each variation has to be appropriate for the particular culture and politics of the country in question. Most countries have adopted SBM to increase the participation of parents and communities in schools, or to empower principals and teachers, or to raise student achievement levels, or, by devolution of authority, to create accountability mechanisms to make the decision-making process more transparent. In any case, the hope is that giving power to the people who are close to the core of the service will increase the efficiency and improve the quality of the service. The costs of reform are likely to be smaller than the benefits, thus increasing the appeal of the reform. Many SBM reforms have multiple goals, which include participation as an outcome rather than a way to achieve a goal such as improving learning outcomes. Other SBM reforms have aimed to encourage parental interest in the school as a way to supplement its recurrent cost financing. More cost-benefit analysis is needed. As introduced in developing countries, SBM appears to be a relatively inexpensive initiative since it constitutes a change in the locus of decision-making and not necessarily in the amount of resources in the system. Another element that will need more analysis as the study of SBM reforms evolves over time are political economy issues, such as the roles played by teachers' unions and political elites, and issues of governance.

Thus, the implementation of SBM and its evaluation are function of context, reform, of the beforehand fixed objectives and goal, the policies from one education system to another, certain particular circumstances. The study recommends a geographical approach of analysis of SBM reforms, its initiation, implementation, challenges, evaluations and the phases of the cycle of SBM reforms as perspectives. The combination of the elements resulting from this approach could help with the micro-analysis of school governance reforms and its empirical research issues at the local, district, provincial and national levels and the macro analysis of school governance reforms and its empirical research issues at the regional, under regional, continental or world levels. These two dimensions of this approach may allow the construction of the theoretical and empirical models likely to address some research issues, practical

challenges and perspective of school governance reforms.

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