

School Leadership and Indonesian Culture: Revealing the Local Knowledge Development in Post-New Order Indonesia

Bambang Sumintono, Hasan Hariri, and Erika Setyanti Kusumaputri

Abstract

The debacle of Soeharto's regime has opened up reformation and democratisation in Indonesia. Many structural changes like educational decentralisation, school-based management, and principal preparation training have been made in the education sector since 2001. Research on educational leadership and management (ELAM) has also flourished since academicians and researchers were required to meet journal publication requirements in the 2010s. This chapter consists of a systematic review of ELAM research in the Indonesian context that appears in the GARUDA database, a knowledge-based system of journal articles in the Indonesian language. This review aims to describe the Indonesian knowledge development in ELAM reflecting the Indonesian culture of school leadership. After the selection and sorting stages, 119 journal articles published from 2001 to 2021, and written in the Indonesian language were reviewed. The review found variations in terms of knowledge production, including different type of articles, methodological approaches, leadership theories, school levels, and research topics. The findings indicate that the development of the Indonesian ELAM knowledge base is promising and more productive compared to the previous era, but capacity development is still needed.

Keywords: Indonesia, Indonesian school, Indonesian school leadership, Indonesian education development

Introduction

There has been debate in leadership studies internationally, such as the differentiation between management and leadership, effects of leadership on student learning, and universality of leadership theories. For the former, many writers have suggested that leadership is about development whereas management is about maintenance (Hammad & Hallinger, 2017). As for the latter, more and more empirical studies have shown that different cultures, localities, and belief systems strongly influence leadership, making it unique and unable to be generalised to the different societies, cultures, and organisations (see, for example, Adams et al., 2021; Arar et al., 2023; Oplatka & Arar, 2017; Shah, 2006). In his classic study, Hofstede (2001) stated that culture and leadership are inseparable, where underlying perspectives dictate how people react and behave. This also applies to educational leadership as Shah (2017, p. 39) stated that, “It will be simplistic and even misleading to assume that there could be one classification or descriptive scheme for educational leadership that could serve for all contexts”, to which she has indicated, since a long time ago, that the international literature on this has been dominated by Western perspectives (see Hallinger & Kovačević, 2019).

As a response to this, studies on educational leadership in non-Western cultures have become the trend since the 2000s, and these manuscripts have competed to appear in the top educational leadership and management journals (see Hallinger, 2017; Hammad & Hallinger, 2017). In many parts of the world, particularly developing countries, educational leadership knowledge keeps growing, for example, in countries in Southeast Asia (Adams et al., 2021; Gaol, 2021), the Middle East (Hammad et al., 2022; Oplatka & Arar, 2017; Gu'mu's et al., 2020), Africa (Hallinger, 2017), Latin America (Castillo & Hallinger, 2018), and even those with a Muslim majority (Arar et al., 2023; Ahmed, 2023). However, as Hallinger and Bryant (2013) put it, many reviews conducted through database searching and identification have been mainly based on manuscripts written in English. This means that the knowledge written in the local languages of many other cultures, that reflects the culture, and philosophical and theoretical understanding of educational leadership in the respective countries (Bajunid, 1996) is still latent to the international audience, and needs to be revealed.

Studies by Lee and Hallinger (2012), and Jawas (2017) found that the school principals in Indonesia emphasise school management rather than school leadership. This situation has been so since earlier reports

(see Beeby, 1979; Sumintono et. al., 2019). However, several studies have also discovered something unique—the national culture embedded into educational leadership. Raihani (2008) found that Indonesian principals practised local cultural beliefs and values, such as *kekeluargaan* (kinship) and *amanah* (trust) when leading their schools. Another distinctive home culture that is usually mentioned in the Indonesian context is leaders in organisations, including schools, normally prioritising consultation (*sbura*) to reach a shared decision, known as *musyawarah* (Brooks & Mutohar, 2018). The term *musyawarah* comes from the Arabic word *syawara*, which means to negotiate, consult, or say and propose something, showing the strong influence of religious belief in Indonesia. Thus, *musyawarah* is combined with humility in order to make joint decisions in settling or solving problems (finding a way out) involving educational affairs.

This chapter attempts to review manuscripts in the Indonesian language that are related to educational leadership, which link closely to the country's culture and education system, and thus, capture unique information (see, for instance, Adams et al., 2021). All reviewed manuscripts selected from the GARUDA (*Garba Rujukan Digital*, or Digital Reference Collection) database are owned by the Directorate General of Higher Education, Ministry of Education, Culture, Research and Technology, Indonesia. This is the platform created for the publication of all scientific journals in Indonesia, reflecting the country's shared grounded and empirical knowledge. This review then tries to reveal the understanding of educational leadership in these selected papers, and its connection to Indonesian culture.

Indonesian Educational Leadership and its Political and Socio-Cultural Forces

The Republic of Indonesia is the biggest country in the Southeast Asia region, located strategically between the Indian and Pacific Oceans, and it became an independent country in 1945. Indonesia is an archipelago country that consists of 17 thousand islands stretching 5 thousand kilometres from West to East, and comprising 38 provinces with a very diverse population of more than 300 ethnic groups (CNN Indonesia, 2022). As of 2021, Indonesia is the fourth most populous country, and the third largest democracy in the world. It has more than 270 million people, 87% of whom are Muslims. The Indonesian education system is

based on the 6-3-3-4 schooling-year system from primary to university level (bachelor's degree), educating more than 55 million students, where 3 million educators teach in more than 216 thousand schools (BPS, 2022; MoECRT, 2021).

Unlike other Southeast Asian countries such as Malaysia, Brunei, Singapore, and the Philippines, the Indonesian education system is not directly inherited from the colonial government (Poerbakawatja, 1970). Rather, in many parts, it is self-developed, with many constraints and challenges in the first 20 years after independence (see Sumintono et al., 2019). The school system expanded very quickly during these two decades because, due to the sizeable revenue gained from the oil bonanza, the policy of having a school in every village in the country was able to be implemented (Raihani & Sumintono, 2010; Sumintono & Subekti, 2015). However, in terms of educational leadership, there was little advancement in knowledge on principalship as well as the preparation and professional development of school principals (Beeby, 1979), mostly because the state system in the New Order (1965-1998) under Suharto emphasised stability more (Nielsen, 2003). Sumintono et al. (2019) illustrates this with the only textbook available in this era about principalship.

The fall of Suharto's New Order regime in 1998 brought about many significant changes in the education sector. In particular, the state system changed from centralised to decentralised/regional autonomy, where the district level had more power and authority. This change was reflected in Law No. 20/2003 on National Education System, and Law No.14/2005 on Teachers and Lecturers (Kristiansen & Pratikno, 2006; Sumintono, 2006). The Ministry of Education aimed to have a fresh start by restructuring the education system, including establishing an accreditation system for schools (Zamjani, 2022), and creating a body for society involvement at the school and district levels through school-based management (SBM) (Sumintono, 2009), implementing indiscriminate school operational cost policies (Fitriah et al., 2013), and more importantly, introducing competency requirements for principals, and systematic training for school leadership (Sumintono et al., 2019).

After the year 2000, Indonesia entered what is called the Reform era, which has undoubtedly seen many changes in the education sector, showing the country's dynamic development (see, for instance, Amirrachman, 2021). However, despite such changes, in terms of international student assessment scores, such as PISA (OECD, 2019) and TIMSS (Mullis et al., 2020), the performance of Indonesian students did not show significant improvement. In addition, the national public examination, where policy since 2003 has determined that student graduation be rolled back to the central government, faced many complicated situations (OECD & ADB, 2015; Zamjani, 2022), and it was consequently completely dissolved in 2020. Regarding school leadership, Gaol (2021, p. 1) informs that Indonesian students' achievement could possibly be related to challenges faced by the principals, and their understanding of educational leadership, resulting in such problems as the "lack of capacity [of the principals] to lead and manage schools, insufficiency of published studies, and the inappropriateness of principal selection processes." Then, it is interesting that the development of knowledge about educational leadership by Indonesian academicians and researchers, empirically grounded during the Reform era, is still not yet integrated into the international literature due to it being written in the national language.

Methodology

Systematic review studies conducted by previous scholars on educational leadership in Indonesia have had limitations in terms of the number of articles, and database sources. For example, although the number of the articles on educational leadership in Indonesia have increased, with Hallinger and Bryant identifying only one article in 2013, and Gaol 16 articles in 2021, such numbers are considered relatively few in the international literature. Therefore, it is necessary to reveal the 'hidden literature' about this discipline written in the Indonesian language, not just in English. This chapter used a systematic literature review method to find out the pattern of knowledge production on educational leadership related to the Indonesian culture. Specifically, this study used the PRISMA (Preferred Reporting Items for Systematic Reviews and Meta-Analyses) method that guided the process thoroughly (Peixoto et al., 2021; Rethlefsen et al., 2021).

The time frame used for the search was 20 years, starting from 2001 to 2021, in order to provide a big picture of the knowledge development in the Reform era. The search was conducted in the GARUDA (short for *Garba Rujukan Digital*, or Digital Reference Collection) (<https://garuda.kemdikbud.go.id/>) database as it is the platform for all scientific journal and conference articles in Indonesia, mainly written in the Indonesian language as well as English. The database, owned and managed by the Indonesia's Ministry of Education, Culture, Research, and Technology, has been operating since 2009 (LIPI, 2009), indexing thousands of open-access journals, and covering 40 scientific disciplines, mostly published by universities in Indonesia. Articles in the GARUDA are also indexed in Google Scholar, which makes them accessible from the original journal websites, and good verified sources.

This study focuses only on Indonesian educational leadership and management (ELAM) journal articles stored in GARUDA. The keywords used were in the Indonesian language, such as: '*kepala*' (head/leader), '*kepemimpinan*' (leadership), and '*manajemen*' (management), with '*sekolah*' (school) and '*pendidikan*' (education). These searched keywords in the GARUDA database appeared in the 'title' and 'abstract' of the articles, and only full-text articles were downloaded (mostly in PDF format).

The first stage in the selection of articles was identifying and removing duplicates. 30% of the articles were identified as duplicates. The second stage was screening whether or not the articles were in the scope of ELAM. Most of the articles, which were on the topics of business, management, and even health sciences, were excluded. The third stage was through close inspection of the ELAM content itself, meaning that articles that focused on different areas of education such as teaching-learning, higher education, informal and non-formal education, and educational technology were also not included. The number of articles that passed all the stages above was only 119 (complete list provided in Appendix 1 of this chapter).

To analyse the extracted data, the information for each article was keyed into a spreadsheet to make it manageable for sorting and identification. The information entered into the spreadsheet consisted of article type, author name, article title, journal title, topic, year of publication, research method used, school level, and research location (see Hallinger et al., 2018). The first stage of analysis was based on descriptive analysis using

information from the spreadsheet to provide the big picture of the knowledge production of ELAM in the Indonesian language. The next stage of analysis is based on the type of article, whether a concept or empirical paper, where relevant interpretive review was conducted to see the patterns regarding educational leadership and the Indonesian culture. Since the size of the data was manageable, the analysis was conducted manually.

Findings

Descriptive Statistics Information

As shown in Appendix 1 of this chapter, compared to the total articles deposited in the GARUDA database, the number of ELAM articles in Indonesia is surprisingly relatively small. Out of 119 total articles, 48% (57 articles) were categorised as concept papers, and the rest (62 articles) were empirical studies. In the empirical study category, interestingly, 38 papers (or 61%) used a qualitative approach, and 24 (39%) used quantitative. Something noteworthy is that, of these ELAM publications, 87% (103 out of the 119 articles) were published after 2013; this was the year when the Directorate of Higher Education, Ministry of Education, Republic of Indonesia, released a circular letter about the policy requiring lecturers and postgraduate students to publish their work in scientific publications, with those published at the international level being highly encouraged. The effect of the policy is very clear: publications rose significantly, showing that the potential of Indonesian academicians and researchers to disseminate their research work is huge. This development also indicates that Indonesian publications in ELAM are really contemporary, where more than 70% were published in the last five years before 2021.

Based on the writers' affiliation and location, Java Island, the most developed area in Indonesia, dominated the ELAM publications (46 articles), followed by Sumatera Island (19 articles), and Sulawesi Island (9 articles) (all those islands contain many provinces) while the other areas had minimal contribution, and the rest of the articles (39) were without domicile. The trend of publication also indicated that authors from the other islands published mostly after 2016, whereas pre-2014 was exclusively dominated by those from Java (see Appendix 1). This indicates a good trend that other developing regions in Indonesia are trying to catch up on knowledge production on this topic. In terms of the data collection locations in the empirical studies,

Java also dominated (60%) compared to the other islands. Therefore, this shows that researchers from Java tend to conduct ELAM studies close to their domicile, also suggesting that performing data collection outside of their region may be costly. This result is consistent with other researchers from different regions too.

Findings of the ELAM research based on education level were also interesting, whereby general education contributed the largest number of articles (67 out of 119, or 56%), followed by primary education (year 1-9) (33 articles, or 28%), and secondary education (year 10-12) levels (19 articles, or 16%). The reason that general education had the highest contribution is because most of the articles reviewed were concept papers and did not specifically mention the school category. This result shows that Indonesian ELAM researchers focused more on leadership issues in general (discussing educational leadership theories, models, and styles), which is then followed by empirical application at the school level.

One thing that all the papers reviewed had in common was that they heavily cited Indonesian language sources, mainly from textbooks, followed by monographs, and journal articles. This dependency on same-language sources shows that the researchers' limitations in their reading and writing skills in other languages resulted in them also publishing their work in the local language. However, some articles also referenced international literature written in English from North America, United Kingdom, and Australia. For example, in the reviewed papers, textbooks were used as sources by the authors, and they contained adaptations and adoptions of Western educational leadership theories.

Concept Paper Analysis

There were 57 concept paper-type articles collected, which contained various educational leadership issues and topics presented in the Indonesian language. For a more focused discussion, these articles could be divided into two topics, which are general, and Islamic educational leadership. Around 75% (43 articles) of the reviewed concept papers were on general educational leadership. Something salient from the content of the pre-2013 article publications is that they tended to discuss and emphasise normative information about becoming leaders in schools. This shows the strong influence of the previous state system (i.e., the New Order) which emphasised stability and uniformity in the education sector. Post-2013 articles were too few to discuss; nevertheless, the articles showed the era of democratisation, and openness of new ideas during the

Reform era of Indonesia. For instance, several articles discussed strategic leadership, entrepreneurial competency, curriculum leadership, leadership for learning, social leadership, industrial revolution 4.0, and even profiling of a certain educational leader. In other words, this was actually an exciting period to review articles in Indonesian ELAM.

Seasonal topics also appeared in the beginning of the Reform era especially on how to manage schools with the regional/decentralised autonomy. This topic became popular, but it did not appear anymore post-2013. Something that kept emerging as a concept-paper topic was leadership for school-based management (SBM). However, the discussion diverged from its original idea on the devolved power on budget, curriculum, and people to the school level (Sumintono, 2006), and rather, was mostly on school management issues.

The more salient topic in the concept papers was school management, which was something crucial, and considered the main job of the principal by many Indonesian ELAM authors. This kind of paradigm reflects the reality in the Indonesian schools, where more than half of the concept-paper articles emphasised this. This phenomenon shows the schools' slow process of adapting to the change from educational management to educational leadership.

From these concept papers, it was identified that there are various leadership styles that can be applied by principals in Indonesian schools. For instance, these leadership styles include autocratic (Husnayain, 2017), Islamic (Husna, 2017), and religious (Rozi & Wahyuni, 2017). Other articles also discussed empowering subordinates (Ajefri, 2017); one article discussed that, while principals are responsible for school development, the supervisors, who serve the schools together with the principals, also need professional development (Nurmadiyah, 2017).

Something unique which also reflects the spirit of the Reform era is research that can be considered out of the box, when educational leadership is connected to local wisdom, multicultural situations, Hinduism perspectives, masculinity and femininity (Rozi & Wahyuni, 2017), and even the authoritarian style. These topics could be considered an affirmation of the self-identity of the researchers as well as their subjects as in

the previous era, these topics could not even be discussed openly in public. This indicates that the progress of democracy in Indonesia has opened many opportunities, including research topics on ELAM.

On the other hand, there were 14 papers (25%) that discussed Islamic educational leadership, which covered various topics from improving educational quality, institutional development, Islamic transformative leadership, Islamic educational management to total quality management. The range of issues discussed shows an exploration of leadership ideas based on religious views that could be contextual and necessary for the articles' authors. For instance, one paper suggested that the quality of Islamic educational institutions would be greatly influenced by the leadership of individuals in leading institutions (Husna, 2017). With 87% of the Indonesian population being Muslims, this kind of situation is common. However, something missing from the articles is a connection to the growing discussion on Islamic educational leadership at the international level, to which Indonesian ELAM researchers can significantly contribute since their Islamic views tend to be both moderate (*wasathiyah* Islam) and progressive.

Empirical Study Analysis

There were 62 empirical papers selected, which consisted of 38 articles (62%) using the qualitative approach, and 24 articles (38%) using quantitative. The larger number of qualitative articles was surprising and promising since this method would be a good source to reveal the leadership in the Indonesian context. However, further detailed analysis on the qualitative articles concluded that this was far from what was expected.

Firstly, this topic in the empirical approach was surprisingly similar to that in the concept-paper articles. The favoured topic was still educational management, with some variations, like the application of school-based management, improving educational organisation processes, school leader communication patterns, leadership in innovation management, and even the leadership management of certain figures. Nevertheless, despite the difference in approach, the prevailing issue addressed was the school management paradigm.

Secondly, although there were hopes of generating new theories through the qualitative method, in fact, most of it merely confirmed the existing leadership models, theories, and styles presented in the

literature review section of the articles. This indicates that the researchers tended to treat the qualitative method as similar to the quantitative, not trying to oppose or come up with different or alternative explanations to the findings. A philosophical understanding of the nature of the qualitative method is something that was not really highlighted in the Indonesian ELAM articles in this context.

Lastly, the typical qualitative data analysis in nearly all the reviewed articles was authors' analysis, with it seldom appearing in the respondents' voice, quotations, or direct statements. This shows that the capacity of the Indonesian ELAM researchers in terms of the qualitative paradigm needs to be improved.

Regarding the leadership style topic in the empirical qualitative method, the papers explored a variety of leadership styles, including transformational (Rahayu, 2018), participatory/participative (Erwan, 2018; Faisal, 2017; Fitriani, 2018; Muhani et al., 2016), situational (Darmawan & Ariyanto, 2018; Marzuwan & Ibrahim, 2016), spiritual (Daud & Djafri, 2018), consultative, directive, telling (Daud & Djafri, 2018), delegating (Muhani et al., 2016), autocratic (Ishaq et al., 2016; Ritmanto & Safitri, 2018), charismatic (Nuraeni & Ishak, 2017), and democratic (Kurnia, 2018; Nuraeni & Ishak, 2017; Pamungkas, 2017; Ritmanto & Safitri, 2018). The flexibility of the qualitative method allows for the exploration of all these various leadership approaches.

Musyawarah is also one of the topics chosen by some researchers (Azmi, 2018; Setiawan, 2019). Some studies reported that *musyawarah* was done between the principal and other internal stakeholders of a Banda Aceh public special needs elementary school before setting school programme policies (Kasidah, 2017; Murniati & Bahrin, 2016). It was also found that *musyawarah* is prioritised by the madrasah principals in order to embrace followers (Faisal, 2017). It is the best way to solve problems related to the school (Muhamad & Wibowo, 2022). The researchers revealed that, in their leadership, madrasah and school principals prioritised *musyawarah* with stakeholders such as the vice principals, teachers, and school committee before they started school activities to successfully implement school programmes, and thus improve school quality.

On the other hand, papers that used quantitative methods show a dependency on using educational leadership as a variable, where they often explored transformational or instructional leadership. This variable was combined with others, such as teacher motivation, performance and professionalism, school culture, and

even student achievement. For example, Ginanjar et al. (2018) found that the principalship of a public junior high school in Karawang, West Java had a positive effect on the pedagogical competence of the Islamic Religious Education subject, or Idris (2017), in a public elementary school in Tanjung, found that the principal's leadership orientation, and teacher performance have a significant effect on the quality of the school.

All the instruments used in the papers had already been translated into the Indonesian language, using Likert rating scales to measure the respondents' perception, opinion and attitude. The kinds of statistical analyses used in the articles were mostly correlation tests (14 out of 24, or 58%), followed by regression analyses (6 articles), *t*-tests and path analyses (2 articles each), and descriptive analysis (1 article). Something prominent here is the use of previously established leadership styles taken from Western educational leadership theories, demonstrating their influence in Indonesian ELAM. Another pattern that was identified was that all articles used the classical test theory approach with regards to the way scores were collected and managed, and little effort was made by the authors to comprehensively discuss the reliability and validity of the instruments used in their studies.

Nearly all the quantitative-method papers were not careful in terms of reporting their findings. Even though all used non-experiment designs relying on questionnaire-surveys, the researchers used the words "influence" or "impact" when presenting the inferential statistics results. Kosim (2017), for instance, conducted research in a private junior high school, and a private vocational high school in Garut, and found that the quality of learning can be improved by enhancing principal leadership and teacher performance. On the other hand, Firmawati and Usman (2017) also found that the school principal had a significant influence on teacher performance in a public senior high school in Banda Aceh. Another issue to note is the sample size used in the studies, where many used a very small number of respondents (less than 150 people), which usually makes data stability a rather difficult claim. This implies that the authors need to have better understanding of methods, types of data, and the limitations of statistical analyses in order to report the findings in a more scientifically appropriate manner.

Discussion and Conclusion

In this chapter, the Indonesian perspectives on educational leadership and management (ELAM) as appearing in journal articles written in the local language from the GARUDA database were explained. It is interesting to note that the knowledge production in ELAM has increased sharply since 2013. This is not surprising as, after then, the Ministry stipulated the policy for all lecturers to publish scientific articles as a requirement for their job, and for postgraduate students to graduate from their respective master's dan doctorate programmes. Consequently, this policy resulted in the fast growing number of manuscripts written in English especially those indexed by Scopus, where the quantity of papers from Indonesia had risen astronomically. However, this somehow also led to another effect on Indonesian researchers' reputations especially in terms of the publication of conference proceeding papers (Purnell, 2021), and the prevalence of potential predatory publications (Marina & Sterligov, 2021; Macháček & Srholec, 2021), both of which can be detected in the Scopus database. This shows that the 'frog leap' policy to international publications in fact need to be done in stages, whereby empowering local and national journal publications should be the first priority, including those in the ELAM research area. The findings of this study show that ELAM manuscripts in the Indonesian language are mostly contemporary, where more than two-thirds were published in the last five years, a good indication of productivity in knowledge production especially for authors from developing regions (outside Java).

The conceptual papers have shown an interesting trend along the years. In the beginning of the Reform era, ELAM articles discussed the normative function of educational leaders, and things to be done in the schools. Undoubtedly, remnants of the previous centralised system regime were still in place (Amirrachman, 2021; Bjork, 2005; Nielsen, 2003), also showing that the educational researchers tended to have little choice of action, doing something similar to bureaucracy (Sumintono, 2006). However, this is no longer the case; since 2013, the Indonesian ELAM researchers have come up with many variations of ideas in their studies, showing the spirit of the Reform era.

Consistently with the concept papers, a majority emphasised school management rather than educational leadership. The choices of topics could be varied; however, there was a common thread among them—utilising management tools, strategies, and operations to maximise the effectiveness and efficiency of the school organisation. This is in line with what was stated by Sumintono et al. (2019) that, in a large survey study involving principals, teachers, and supervisors in Indonesia, the respondents agreed that managing the school is the more crucial part, compared to becoming an educational leader that emphasises people development (Jawas, 2017; Lee & Hallinger, 2012). This indicates that, in Indonesian culture, stakeholders tend to emphasise educational management more than educational leadership, where educational management refers to the maintenance and synchronisation of rules and regulations, which is perceived as the intended achievement of all stakeholders, especially the school's superior officers. This is interesting because, although the main content of pre-principal training is instructional leadership (Sumintono et al., 2019), the reality, both in schools and from the perspective of the ELAM researchers, is different. The cultural value in educational leadership that emerged is *musyawarah*, which is considered a good strategy to come to a consensus that makes all stakeholders happy.

Some papers discussed Islamic educational leadership, which is inevitable in a Muslim-majority country. However, the content of the studies and discussion unfortunately show little connection to international literature (see for example, Brooks & Mutohar, 2018; Shah, 2006, 2017; Sumintono et al., 2023). The growing number of publications on this topic can help Indonesian ELAM authors to join the international conversation, and upgrade the discussion (see Ahmed, 2023; Arar et al., 2023). The content of the reviewed articles somehow prefers monologues, whereby the thesis-antithesis of scientific ideas did not happen, as shown with no citations recorded. However, some of these authors on Islamic educational leadership are Indonesians (e.g., Brooks et al., 2020; Raihani, 2007; 2017), who are supposed to be the experts in the field who can be accessible to the local ELAM network, thus showing that intensive communication and coaching is still needed for local ELAM researchers in this niche.

The challenge in conducting qualitative research in Indonesian ELAM is related to the researchers' capacity, as shown in the reviewed articles. For example, updating research skills, understanding their paradigms, and planning careful data analyses are needed to make sure that the data can be well explained and presented to provide better narration and important research findings (see, for instance, Saldana & Omasta, 2021; Saldana, 2021; Braun & Clarke, 2021). Regarding the research topics discussed, using the empirical approach was somehow no different from what were in the concept papers, that is, the emphasis on school management instead of educational leadership. This shows that managerialism in the education sector still dominates, with the choice of the empirical approach not making any difference. In other words, school management is regarded similar to school leadership in the articles. Utilising methods to reveal something deeper under the surface about Indonesian ELAM is still in the early stages and needs more efforts to expand the local views of educational leadership (see, for instance, Raihani, 2007; Bajunid, 1996). Many articles also experimented with various leadership styles, where the authors tried to connect the leadership theories to the culture in Indonesian schools.

The papers which used a quantitative approach had several common characteristics. First, they were not really careful in terms of using phrases or terms that should be differentiated between studies involving treatments (experimental design study) and surveys (non-experiment). The terms often used in the manuscripts, such as influence (*'pengaruh'*), impact (*'dampak'*), and effect (*'efek'*) do not fit the quantitative paradigm (see Barrowman, 2014) that utilises surveys for data collection to measure the perception, opinion, and attitude of the respondents in ELAM. Second, the influence of Western leadership models, and their instruments was also prominent in publications on Indonesia's ELAM, with some adapting and modifying such instruments. This shows little effort to develop an original and unique ELAM scale/inventory based on local culture and knowledge while also implying the need to upgrade skills in instrument development. Third, all the articles examined had research instruments using the classical test theory approach. The validation of the research instrument used was only confirmed at the variable level, and depended on reliability indices which did not provide full information. At the moment, there is no article that used individual-centred statistics paradigms which showed information at the item and person level, or comprehensive validation

evidences using other approaches like item response theory, as in another ELAM study (see, for example, Hallinger & Wang, 2015).

Regarding Indonesian perspectives on ELAM in the local language, what can be seen is that the knowledge corpus of this area is growing fast, and provides some unique contribution compared to articles written in English (Gaol, 2021; Hallinger & Bryant, 2013). However, there is a limitation to this study, which makes this chapter unable to be clearly claimed as Indonesian ELAM literature - so many sources that are usually referred to as 'grey literature', such as monographs, master's theses, and doctoral dissertations which classify as unpublished manuscripts, are not included in the analysis. Nevertheless, the studies conducted in this context of ELAM in Indonesia have a close intersection in terms of ideas, arguments, and perspectives presented in the Indonesian language, which are important to be known, with the last five years showing fast increase. This also opens up the opportunities to improve and strengthen the collaboration with and exposure to international ELAM experts as indicated by Gaol (2021), which is similar to the situation in Malaysia as well (Adams et al., 2021). Nevertheless, in the case of Indonesia, despite the fact that the articles written in *Bahasa Indonesia* (Indonesian language) indicate a need for guidance and international collaborations, the progress made so far in ELAM is in the right direction.

References

- Adams, D., Thien, L. M., Chuin, E. C. Y., & Semaadderi, P. (2021). The elusive Malayan tiger 'captured': A systematic review of research on educational leadership and management in Malaysia. *Educational Management Administration & Leadership*, <https://doi.org/10.1177/1741143221998697>
- Ahmed, E. I. (2023). Systematic review of research on educational leadership and management in Muslim societies. *Educational Management Administration & Leadership*, *51*(1), 52–74. <https://doi.org/10.1177/1741143220973658>

- Ajefri, F. (2017). Efektifitas kepemimpinan dalam manajemen berbasis madrasah [Leadership effectiveness in madrasah-based management]. *Al-Idarah: Jurnal Kependidikan Islam*, 7(2), 99-119.
- Amirrachman, A. (2021). *Education decentralisation in Indonesia: Community participation, market, politics and local identity*. Suara Muhammadiyah in cooperation with Southeast Asian Ministers of Education Organization Regional Open Learning Centre.
- Arar, K., Sawalhi, R., Decuir A., & Amatullah, T. (2023). *Islamic-Based Educational Leadership, Administration and Management, Challenging Expectations through Global Critical Insights*. Routledge.
- Azmi, A. (2018). *Implementasi konsep musyawarah (syura) dalam demokrasi Pancasila yang diterapkan MPR-RI perspektif fiqh siyasah [Implementation of the concept of deliberation (syura) in the Pancasila democracy applied by the the People's Consultative Assembly of the Republic of Indonesia from the siyasah fiqh perspective]* UIN Sunan Ampel Surabaya.
- Badan Pusat Statistik or BPS. (2022). *Statistik Pendidikan Indonesia (Indonesian Education Statistics Outlook)*. Jakarta. <https://www.bps.go.id/publication/2022/11/25/a80bdf8c85bc28a4e6566661/statistik-pondidikan-2022.html>
- Bajunid, I. A. (1996). Preliminary explorations of indigenous perspectives of educational management: The evolving Malaysian experience. *Journal of educational administration*, 34(5), 50-73. <https://doi.org/10.1108/09578239610148278>
- Barrowman, N. (2014). *Correlation, Causation and Confusion*. The New Atlantis. <https://www.thenewatlantis.com/publications/correlation-causation-and-confusion>

- Bebby, C. E. (1979). *Assessment of Indonesian Education*. New Zealand Council for Educational Research and Oxford University Press.
- Bjork, C. (2005). *Indonesian Education: Teachers, Schools, and Central Bureaucracy* (1st ed.). Routledge.
- Braun, V. & Clarke, V. (2021). *Thematic Analysis, a practical guide*. Sage.
- Brooks, M. C., & Mutohar, A. (2018). Islamic school leadership: A conceptual framework. *Journal of Educational Administration and History*, 50(2), 54-68. <https://doi.org/10.1080/00220620.2018.1426558>
- Brooks, M.C., Brooks, J. S., Mutohar, A., & Taufiq, I. (2020). Principals as socio-religious curators: Progressive and conservative approaches in Islamic schools. *Journal of Educational Administration*, 50(2), 54-68. <https://doi.org/10.1108/JEA-01-2020-0004>.
- Castillo, F. A., & Hallinger, P. (2018). Systematic review of research on educational leadership and management in Latin America, 1991–2017. *Educational Management Administration & Leadership*, 46(2), 207–225. <https://doi.org/10.1177/1741143217745882>
- CNN Indonesia. (2022). *DPR Sahkan UU Pembentukan Papua Barat Daya Jumlah Provinsi Jadi-38 (the house of representative Passes Law on Formation of Southwest Papua, number of Provinces becomes 38)*. <https://www.cnnindonesia.com/nasional/20221117111710-32-874963/dpr-sahkan-uu-pembentukan-papua-barat-daya-jumlah-provinsi-jadi-38>
- Darmawan, D., & Ariyanto, K. (2018). Kepemimpinan: Analisis kualitas kepala SMA Negeri Plus Provinsi Riau [Leadership: Analysis of the quality of the principals of SMA Negeri Plus Riau Province]. *Indonesian Journal of Islamic Educational Management*, 1(2), 88-95.

- Daud, S., & Djafri, N. (2018). Kepemimpinan spiritual kepala sekolah dalam penguatan karakter siswa di Sekolah Menengah Atas Terpadu Wira Bhakti Gorontalo [The spiritual leadership of the school principal in strengthening the character of students at the Wira Bhakti Gorontalo Integrated Senior High School]. *JURNAL PENDIDIKAN GLASSER*, 2(2), 54-69.
- Erwan, Y. (2018). Gaya kepemimpinan kepala sekolah dalam meningkatkan kinerja guru di Gugus VII Kecamatan Sultan Daulat Kota Subulussalam [The principal's leadership style in improving teacher performance in Cluster VII, Sultan Daulat District, Subulussalam City]. *Jurnal Administrasi Pendidikan: Program Pascasarjana Unsyiah*, 6(1).
- Firmawati, Y., & Usman, N. (2017). Pengaruh kepemimpinan kepala sekolah dan motivasi kerja terhadap kinerja guru [The influence of the principal's leadership and work motivation on teacher performance]. *Jurnal Administrasi Pendidikan: Program Pascasarjana Unsyiah*, 5(3).
- Fitriani, F. (2018). Gaya kepemimpinan kepala madrasah wanita di MIS Al-Kautsar Desa Ranggo Kecamatan Pajo Kabupaten Dompu [The leadership style of the female madrasa head at MIS Al-Kautsar, Ranggo Village, Pajo District, Dompu Regency]. *AL-FURQAN*, 7(1), 43-68.
- Fitriah, A., Sumintono, B., Subekti, N.B., & Hassan, Z. (2013). A different result of community participation in education: an Indonesian case study of parental participation in public primary schools. *Asia Pacific Education Review*, 14(4), 483-493. <https://doi.org/10.1007/s12564-013-9275-8>
- Ginanjari, M. H., Assurur, M., Wahidin, U., & Priyatna, M. (2018). Kepemimpinan kepala sekolah dan pengaruhnya terhadap peningkatan pedagogik guru pendidikan Agama Islam di SMP Negeri 3 Karawang Jawa Barat [The leadership of the school principal and its influence on improving the

pedagogic of Islamic education teachers at SMP Negeri 3 Karawang, West Java.]. *Islamic Management: Jurnal Manajemen Pendidikan Islam*, 1(02), 207-232.

Gümüş, S., Bellibaş, M. Ş., Gümüş, E., & Hallinger, P. (2020). Science mapping research on educational leadership and management in Turkey: A bibliometric review of international publications. *School Leadership & Management*, 40(1), 23-44. <https://doi.org/10.1080/13632434.2019.1578737>

Hammad, W., & Hallinger, P. (2017). A systematic review of conceptual models and methods used in research on educational leadership and management in Arab societies. *School Leadership & Management*, 37(5), 434–456. <https://doi.org/10.1080/13632434.2017.1366441>

Hallinger, P. (2017). Surfacing a hidden literature: a systematic review of research on educational leadership and management in Africa. *Educational Management Administration & Leadership*, 46(3), 362–384. <https://doi.org/10.1177/1741143217694895>

Hallinger, P., & Bryant, D.A. (2013). Review of research publications on educational leadership and management in Asia: a comparative analysis of three regions. *Oxford Review of Education*, 39(3), 307–328. <https://doi.org/10.1080/03054985.2013.803961>

Hallinger, P., & Wang, W.C. (2015). *Assessing instructional leadership with the principal instructional management rating scale*. Springer. <https://doi.org/10.1007/978-3-319-15533-3>.

Hallinger, P., Adams, D., Harris, A., & Jones, M.S. (2018). Review of conceptual models and methodologies in research on principal instructional leadership in Malaysia: a case of knowledge construction in a developing society. *Journal of Educational Administration*, 56(1), 104–126. <https://doi.org/10.1108/JEA-03-2017-0025>

- Hallinger, P., & Kovačević, J. (2019). A Bibliometric Review of Research on Educational Administration: Science Mapping the Literature, 1960 to 2018. *Review of Educational Research*, 89(3), 335–369. <https://doi.org/10.3102/0034654319830380>
- Hammad, W., Samier, E. A., & Mohammed, A. (2022). Mapping the field of educational leadership and management in the Arabian Gulf region: A systematic review of Arabic research literature. *Educational Management Administration & Leadership*, 50(1), 6–25. <https://doi.org/10.1177/1741143220937308>
- Hofstede, G. (2001). *Culture's consequences*, 2nd edition. Thousand Oaks, CA; London: Sage Publications.
- Husna, F. (2017). Kepemimpinan Islami dalam meningkatkan mutu lembaga pendidikan Islam [Islamic leadership in improving the quality of Islamic educational institutions]. *Misykat*, 2(2), 131-154.
- Husnayain, M. F. (2017). Kepemimpinan pendidikan di pesantren [Educational leadership in pesantren]. *TADARUS*, 5(2).
- Idris, A. (2017). Pengaruh orientasi kepemimpinan kepala sekolah dan kinerja guru terhadap mutu pendidikan pada SD Negeri Tanjung 2 [The influence of the principal's leadership orientation and teacher performance on the quality of education at Public Primary School Tanjung 2]. *Jurnal Mitra Manajemen*, 1(2), 189-201.
- Ishaq, I., Yusrizal, Y., & Bahrin, B. (2016). Kepemimpinan kepala sekolah dalam meningkatkan kinerja guru pada SMA Negeri 4 Wira Bangsa Meulaboh dan SMA Negeri 3 Meulaboh [Principal leadership in improving teacher performance at Public Senior High School 4 Wira Bangsa Meulaboh and Public Senior High School 3 Meulaboh]. *Jurnal Administrasi Pendidikan Program Pascasarjana Unsyiah*, 4(1), 73506.

- Jawas, U. (2017). The influence of socio-cultural factors on leadership practices for instructional improvement in Indonesian schools. *School Leadership and Management*, 37(5), 500–519. <https://doi.org/10.1080/13632434.2017.1366440>
- Kasidah, M. A. (2017). Kepemimpinan kepala sekolah dalam meningkatkan kinerja guru pada sekolah dasar luar biasa negeri Banda Aceh [Principal leadership in improving teacher performance in Banda Aceh public special need elementary schools]. *Jurnal Administrasi Pendidikan: Program Pascasarjana Unsyiah*, 5(2).
- Kosim, M. (2017). Pengaruh kepemimpinan kepala sekolah terhadap kinerja guru untuk mewujudkan mutu pembelajaran [The influence of the principal's leadership on teacher performance to realize the quality of learning]. *Khazanah Akademia*, 1(01), 30-38.
- Kurnia, F. A. (2018). Gaya kepemimpinan demokratis oleh kepala sekolah dalam meningkatkan profesionalisme guru di MAN 3 Banyuwangi [Democratic leadership style by the principal in increasing teacher professionalism at MAN 3 Banyuwangi]. *JPPKn (Jurnal Ilmiah Pendidikan Pancasila Dan Kewarganegaraan)*, 3(1), 19-23.
- Kristiansen, S., & Pratikno. (2006). Decentralising education in Indonesia. *International Journal of Educational Development*, 26(5), 513-531. <https://doi.org/10.1016/j.ijedudev.2005.12.003>.
- Lee, M., & Hallinger, P. (2012). National contexts influencing principals' time use and allocation: economic development, societal culture, and educational system. *School Effectiveness and School Improvement*, 23(4), 461–482. <https://doi.org/10.1080/09243453.2012.678862>

- Lembaga Ilmu Pengetahuan Indonesia or LIPI. (2009). *Dikti luncurkan Portal GARUDA (directorate of higher education launching GARUDA portal)*. Jakarta. <http://lipi.go.id/berita/dikti-luncurkan-portal-garuda/3211>
- Lumban Gaol, N. T. (2021). School leadership in Indonesia: A systematic literature review. *Educational Management Administration & Leadership*, 0(0). <https://doi.org/10.1177/17411432211010811>
- Macháček, V., & Srholec, M. (2021). Predatory publishing in Scopus: evidence on cross-country differences. *Scientometrics*, 126, 1897–192. <https://doi.org/10.1007/s11192-020-03852-4>
- Marina, T., & Sterligov, I. (2021). Prevalence of potentially predatory publishing in Scopus on the country level. *Scientometrics*, 126, 5019–5077. <https://doi.org/10.1007/s11192-021-03899-x>
- Ministry of Education, Culture, Research and Technology or MoECRT. (2021). *Statistik Pendidikan (Educational Statistics)*. Jakarta. <https://statistik.data.kemdikbud.go.id/>
- Mullis, I. V. S., Martin, M. O., Foy, P., Kelly, D. L., & Fishbein, B. (2020). *TIMSS 2019 International Results in Mathematics and Science*. Retrieved from Boston College, TIMSS & PIRLS International Study Center website: <https://timssandpirls.bc.edu/timss2019/international-results/>
- Marzuwan, C. Z. H., & Ibrahim, S. (2016). Kepemimpinan kepala sekolah sebagai manajer dalam peningkatan mutu pendidikan di SMA Negeri 1 Meureudu [Principal leadership as a manager in improving the quality of education at SMA Negeri 1 Meureudu]. *Jurnal Administrasi Pendidikan: Program Pascasarjana Unsyiah*, 4(3).

- Muhamad, M., & Wibowo, A. (2022). Kepemimpinan kepala sekolah dalam meningkatkan kinerja guru di SD Negeri 01 Sangkaran Bhakti [Principal leadership in improving teacher performance at SD Negeri 01 Sangkaran Bhakti]. *Attractive: Innovative Education Journal*, 4(3), 486-494.
- Muhani, M., Imron, A., & Kusmintardjo, K. (2016). Kepemimpinan kepala sekolah dasar di daerah terpencil (studi multi kasus di SDN 2 Bakalan dan SDN 2 Kepyar Purwanto Kabupaten Wonogiri) [Leadership of elementary school principals in remote areas (multi case studies at SDN 2 Bakalan and SDN 2 Kepyar Purwanto, Wonogiri District)]. *Jurnal Pendidikan: Teori, Penelitian, Dan Pengembangan*, 1(8), 1464-1472.
- Murniati, A., & Bahrun, C. A. I. (2016). Kepemimpinan kepala sekolah dalam meningkatkan kompetensi profesional guru pada Sekolah Dasar Negeri 17 Banda Aceh [Principal leadership in improving the professional competence of teachers at Public Primary School 17 Banda Aceh]. *Jurnal Administrasi Pendidikan: Program Pascasarjana Unsyiah*, 4(2).
- Nielsen, H. D. (2003). *Reforms to teacher education in Indonesia: Does more mean better?* In E.R. Beauchamp (Ed.), *Comparative education reader* (pp. 391–410). New York: RoutledgeFalmer.
- Nuraeni, N., & Ishak, C. (2017). Analisis kepemimpinan kepala sekolah dalam meningkatkan mutu pendidikan (studi kasus SMA Negeri 5 Patampuan) [Analysis of the principal's leadership in improving the quality of education (case study of SMA Negeri 5 Pampuan)]. *Jurnal Sosialisasi: Jurnal Hasil Pemikiran, Penelitian dan Pengembangan Keilmuan Sosiologi Pendidikan*, 128-132.
- Nurmadiyah, N. (2017). Profesionalisme kepemimpinan kepala sekolah (kajian konsep dan teoritis) [Principal leadership professionalism (concept and theoretical studies)] *Al-Afkar: Jurnal Keislaman & Peradaban*, 5(1).

- Pamungkas, T. K. (2017). Model kepemimpinan kepala sekolah dan partisipasi masyarakat dalam pendidikan (Study Kasus di SMA AL-Falah Desa Karang Harjo Kecamatan Silo Kabupaten Jember) [Principal leadership models and community participation in education (Case Study at AL-Falah High School, Karang Harjo Village, Silo District, Jember Regency)]. *JURNAL PARADIGMA MADANI*, 4(2), 1-16.
- Peixoto, B., Pinto, R., Melo, M. Cabral. L., & Bessa, M. (2021). Immersive Virtual Reality for Foreign Language Education: A PRISMA Systematic Review. in *IEEE Access*, 9, 48952-48962. <https://doi.org/10.1109/ACCESS.2021.3068858>.
- Rahayu, R. S. (2018). Implementasi kepemimpinan transformasional kepala sekolah dasar negeri [Implementation of transformational leadership of public elementary school principals]. *JMSP (Jurnal Manajemen dan Supervisi Pendidikan)*, 2(3), 192-201.
- Ritmanto, R., & Safitri, A. (2018). Analisis kepemimpinan kepala sekolah dasar [Elementary school principal leadership analysis]. *Didaktis: Jurnal Pendidikan dan Ilmu Pengetahuan*, 18(3).
- Rozi, S., & Wahyuni, D. (2017). Kebijakan kepemimpinan perempuan dalam pendidikan islam: refleksi atas kepemimpinan Rky Rahmah El Yunisiyah [Women's leadership policies in Islamic education: reflections on the leadership of Rky Rahmah El Yunisiyah]. *Islam Realitas: Journal of Islamic and Social Studies*, 3(1), 39-49.
- Organisation for Economic Co-operation and Development (OECD) & Asian Development Bank (ADB). (2015). *Education in Indonesia, Rising to the Challenge*. Paris.

- Organisation for Economic Co-operation and Development (OECD). (2019). *PISA 2018 result*. Paris.
<https://www.oecd.org/pisa/publications/pisa-2018-results.htm>
- Oplatka, I., & Arar, K. (2017). The research on educational leadership and management in the Arab world since the 1990s: a systematic review. *Review of Education*, 5(3), 267–307.
<https://doi.org/10.1002/rev3.3095>
- Poerbakawatja, S. (1970). Pendidikan Dalam Alam Kemerdekaan Indonesia (Education in Independence Indonesia). *Jakarta: Gunung Agung*.
- Purnell, P.J. (2021). Conference proceedings publications in bibliographic databases: a case study of countries in Southeast Asia. *Scient metrics*, 126, 355–387. <https://doi.org/10.1007/s11192-020-03773-2>
- Raihani. (2007). An Indonesian model of Successful school leadership. *Journal of Educational Administration*, 46(4), 481-496. <https://doi.org/10.1108/09578230810882018>.
- Raihani. (2017). Exploring Islamic school leadership in a challenging Southern Thailand context. *Studia Islamika*, 24(2), 271-293. <https://doi.org/10.15408/sdi.v24i2.4608>.
- Raihani, R., & Sumintono, B. (2010). Teacher education in Indonesia: Development and challenges. In *International handbook on teacher education worldwide* (pp. 181-197). Atrapos editions.
- Rethlefsen, M. L., Kirtley, S., Waffenschmidt, S., Ayala, A. P., Moher, D., Page, M. J., & Koffel, J. B. (2021). PRISMA-S: an extension to the PRISMA statement for reporting literature searches in systematic reviews. *Systematic reviews*, 10(1), 1-19. <https://doi.org/10.1186/s13643-020-01542-z>

- Saldana, J. (2021). *The Coding Manual for Qualitative Researchers*. Sage.
- Saldana, J. & Omasta, M. (2021). *Qualitative Research, Analyzing Life*. Sage.
- Shah, S. (2006). Educational leadership: an Islamic perspective. *British Educational Research Journal*, 32(3), 363-385. <https://doi.org/10.1080/01411920600635403>.
- Shah, S. (2017). *Education, Leadership and Islam: Theories, Discourses and Practices from Islamic Perspectives*. Routledge.
- Setiawan, W. (2019). *Partisipasi masyarakat dalam musyawarah perencanaan pembangunan desa di Kampung Sungai Gondang Kecamatan Kandis Kabupaten Siak (Community participation in village development planning meetings in Sungai Gondang Village, Kandis District, Siak Regency)* [Universitas Islam Negeri Sultan Syarif Kasim Riau].
- Sumintono, B. (2006). *Decentralized Centralism: School-based management policies and practices at State Secondary Schools in Mataram, Lombok, Indonesia*. Unpublished PhD thesis at Victoria University of Wellington, New Zealand.
- Sumintono, B. (2009). School-Based Management Policy and Its Practices at District Level in the Post New Order Indonesia. *Journal of Indonesian Social Sciences and Humanities*, 2, 41-67.
- Sumintono, B., & Subekti, N. B. (2015). *Teacher In-Service Training and Re-training in Indonesia*. In Karras, K. G. and Wolhuter, C.C. (series editor). *International Handbook of Teacher Education, Training and Re-training Systems in the modern World*. Nicosia, Cyprus: Studies and Publishing.
- Sumintono, B., Hidayat, R., Patras, Y.E., Sriyanto, J., & Izzati, U.A. (2019). Leading and Managing Schools in Indonesia: Historical, Political and Socio-cultural Forces. In Salleh, H. and Goh, J.W.P. (eds). *Perspectives*

on School Leadership in Asia-Pacific Contexts. (pp. 31-45). Singapore: Springer.
https://link.springer.com/chapter/10.1007/978-981-32-9160-7_3

Sumintono, B., Kusumaputri, E.S., Hariri, H., & Juniardi, Y. (2023). Islamic Educational Leadership: Southeast Asia perspectives. In Arar, K., Sawalhi, R., Decuir A., & Amatullah, T. (Eds.). *Islamic-Based Educational Leadership, Administration and Management, Challenging Expectations through Global Critical Insights*. Routledge.

Zamjani, I. (2022). *The Politics of Educational Decentralisation in Indonesia*. Palgrave.
<https://link.springer.com/book/10.1007/978-981-16-6901-9>

=insert Appendix 1 here=