

Evaluating the Implementation of Teacher Assignment Policy as School Principals

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This study aims to evaluate the implementation policy of teacher assignment as school principals and describe what kind of strategies used to assign teacher as school principals using study case in Bontang City, East Kalimantan as well as to know if the implemented public policy fails or not to meet the purpose that has been planned. The School principal preparation is designed to increase their competency levels but the results have not been fully utilized by stakeholders. The design of the study was the qualitative research approach using DEM (Discrepancy Evaluation Model) model or called gap model. During the program implementation, it was necessary to see the gap and the expected field result as the indicator of successful recruitment. The policy evaluation of the teacher assignments as school principals can provide input to the Ministry of Education and Culture of the Republic of Indonesia through policy-making reinforcement for the successful teacher assignment as principals. The principals as the leader at school are expected to produce good management, accountability and public image of Indonesian education. A good selection system is expected to be able to produce school principals who have high credibility as it is important in the current era of education.

I. Introduction

Education is designed to improve people's quality of Human Resources (HR) to build socio-economic development, preservation of national identity, community welfare, national unity, ignorance freedom, poverty, and national unity binding, national security, health quality and life improvement. This design is achieved based on priority needs in accordance with challenges, obstacles, threats, and demands of the times. In the body of the 1945 Constitution article 31 paragraph 2 states, "The government undertakes and organizes a national teaching system regulated by law". Furthermore, it is also emphasized in the regulation of National Education System Number 20 of 2003 article 3 states, "National education is functioned to develop capabilities and form dignified national character and civilization in order to educate the nation's life to develop potential students to become believers and fear to God Almighty, noble, healthy, knowledgeable, capable, creative, independent, and a democratic and responsible citizen". The efforts that must be made by the government to improve the quality of education are through increasing the competency of principals, teachers, students and the curriculum renewal based on the development of Science and Technology.

Based on Government Regulation Number 74 of 2008 about teachers as professional educators whose task is to educate, teach, guide, direct, train, evaluate, and gather students in childhood education, formal education, basic education, and high education. Thus, teachers have a

strategic role in improving the quality of education. Furthermore, the Regulation of National Education Minister number 28 of 2010 about teacher assignment as principal is to educate, teach, guide, direct, train, assess, and compare students. The principal is the most strategic position to mobilize the school component in improving the quality, relevance and competitive education. The principal is the leader who is expected to create successful governance, accountability, and good image of the Indonesian education community. The principal's ability to run duties, roles, and function is the achievement indicator in improving the quality of education. To increase their professionalism, it is very important to prepare a structured preparation for the principal candidates. The implementation of the selection system expected to produce school principal candidates who have high credibility to build a good school culture by prioritizing excellent service for students and school staffs in this current era.

The regulation of National Education Minister number 28 of 2010 about teachers' additional assignments as principals, preparation of school principal candidates, promotion process of principals, work duration, continual professional development, performance assessment, and transfer and termination as principals. Here, the writers focus on the policy evaluation of the teacher assignment as principal in the preparation section. The writers think that principal preparation is so important because principals who have been selected in various regions are suspected that their competence is not standardized. This happens because the selection uses the unstandardized instruments so that there is a need to standardize the principal selection process nationally. Therefore, the collaboration of all relevant institutions is needed to realize an increase in quality education.

Regulation of national education minister number 28 of 2010 about teacher assignment as Principal includes the conditions and stages for being school principals. The teacher must join the program which includes recruitment, selection, education, and training for being school principal candidates. At the recruitment stage, Head of District Education Office informs the needs of the school principal in the next two years and announces to all principals to deliver and encourage potential teachers to participate in the preparation program. Then, the principal candidates are selected administratively and academically. Administrative selection is done through an assessment of documents issued by the competent authorities as proof that the school principal candidates have fulfilled the general requirements.

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The academic selection is done by making assessment of potential principals (assessed through the results of the assessment of leadership potential and the ability to develop educational leadership papers) and initial mastery of the competencies of school principals in accordance with the laws and regulations.

The evaluation implemented to assess the achievement level of policy program for preparing school principals as mandated by regulation of national education minister number 28 of 2010. Evaluating the implementation of teacher assignments as principals refers to the standardized system such as definition stage, installation stage, process stage, product stage, and comparison stage program. The study of the policy evaluation implementation of the teacher assignment as principal is very important to determine whether the implementation of National Education Minister Regulation No. 28 of 2010 succeeds or not. Thus, the selected school principals are expected to work optimally not only as educators but also innovative principals, initiators, motivators, and administrator.

II. Policy Evaluation

Evaluation means measurement to see whether something achieves or fails. In Indonesian dictionary, evaluation is interpreted as an assessment. Nawawi states that evaluation is an activity to assess or see the success or failure of an organization or work unit to do some tasks and functions. In the evaluation result is associated with resources (inputs) under their authority such as human resources, funds/finance, facilities, work methods, and other related matters.

In the evaluation activity, sometimes the objective is good but the strategy is less directed or meant that objective is not real or too high so it is not possible to reach under organizational capability. Evaluation can be done if the performance is far from expectations. The activities can be evaluated more deeply starting from objectives, strategies, policies, programs, budgets and procedures that is potential for improvement. Evaluation can also be meant, follows: 1) Focus on evaluating the needs or values of a policy and program; 2) Efforts to determine the social benefits or uses of a policy and program; 3) do not only information collection on results of anticipated and unanticipated policy actions; 4) Include procedures to assess various policy objectives and targets; 5) Retrospective and ex-post actions.

Evaluation is monitoring activity of policy analysis procedure used to provide information about causes and consequences of public policy. Monitoring is a way to make explanatory statements (designative claims) about policies in the past and present. Monitoring produces clear conclusions during and after policy adopted and implemented (ex post facto). While, evaluating process is analysis on collected data in the monitoring process. Public policy is one of the instruments to improve people's welfare, where the duty of the government as a policymaker is always faced between individual interests and group interests. Both of these interests are a problem that must be bridged for public policy makers for the best alternatives.

Furthermore, policy evaluation is one step in the management process cycle. The results of the evaluation can be used as input in decision making to improve a better program than the previous one. Policy evaluation is actually part of a process or cycle of a policy as Dunn's statements that include: 1) agenda setting, 2) preparation of policymaking, 3) policy adoption, 4) policy implementation, 5) policy evaluation, 6) policy adjustments, 7) policy replacement or succession and 8) policy finalization.

Dunn's opinion can be understood that policy evaluation relating to information products regarding the value or benefits of policy result. When the results have value because the results contribute to the goals or objectives meaning that policy or program has reached a significant level of performance.

Furthermore, Parsons defines policy evaluation is an objective, systematic and empirical examination of the effects of public policies and programs on their targets in terms of the objectives to be achieved.

According to Lester and Stewart in Winarno, evaluation is implemented to look at the causes of policy failure or to find out whether the public policy achieves the desired impact. In short, policy evaluation is an activity that aims to assess the benefits of a policy.

Policy evaluation is based on 3 (three) aspects as follows:

1. Policy formulation, that is used to find answers to how the policy is formulated, who plays the most role and for whom the policy is.
2. Policy implementation, that is used to find answers to how the policy is implemented, what factors influence it and how the performance of the policy. This is a continual process from the policy formulation stage. At the formulation stage, the strategies and policy objectives are set while at policy implementation; actions are carried out in achieving the objectives. According to Bressman and Wildavsky (in Jones) implementation is the interaction between a set of goals and actions to achieve the goal. In reviewing policy implementation, many public policy experts use implementation models like Merilee S Grindle model. The Grindle model mentions 3 feasibility components, namely: 1) policy objectives, 2) implementation activities influenced by content consisting of: affected interests, types of benefits, degree of change, decision making position, program implementation, resources, and 3) context such as: power, interests and carried strategies; characteristics of regimes and institutions; compliance and responsiveness. This model describes all variables that influence the achievement of policy objectives and results.
3. Evaluation is an aspect done to find out what the impact is, both the expected and unexpected impacts.

Therefore, it can be understood that policy evaluation aims to measure the impact of program that leads to the achievement of objectives and as a means to contribute to decision making and program improvement in the future.



III. Research Model Approaches, Methods and Designs

This study is qualitative descriptive approach used to find and review the program, the extent to which the program is implemented, the achievement of objectives, as well as to find out the obstacles. The method is a qualitative using DEM Model (Discrepancy Evaluation Model), a model according to Provus, also called the Gap Model. This is based on the fact that in the implementation of the assignment of teachers as principals it is necessary to look at the gaps that occur between the results expected and those that occur in the field as a measure of the success of recruitment.

The steps of the evaluation approach according to Provus, include:

a. Definition Stage

In the definition stage, the focus of the activity is to formulate objectives, processes or activities, and allocate resources and participants to carry out activities and achieve goals. According to Provus, educational programs are dynamic systems that include inputs (antecedents), processes, and outputs as well as outcomes. The standards or expectations are determined for each of these components. This standard is a program objective which then becomes a criterion in the research activities carried out.

b. Installation stage

In the installation phase, the program design is used as a standard to consider the operational steps of the program.

c. Process Stage

In the process stage, the evaluation is focused on how to obtain data about the progress of the program participants to determine whether their behavior changes as expected or not. If it is not as expected, it is necessary to make changes to the activities directed to achieve the goal of the behavior change.

d. Product stage

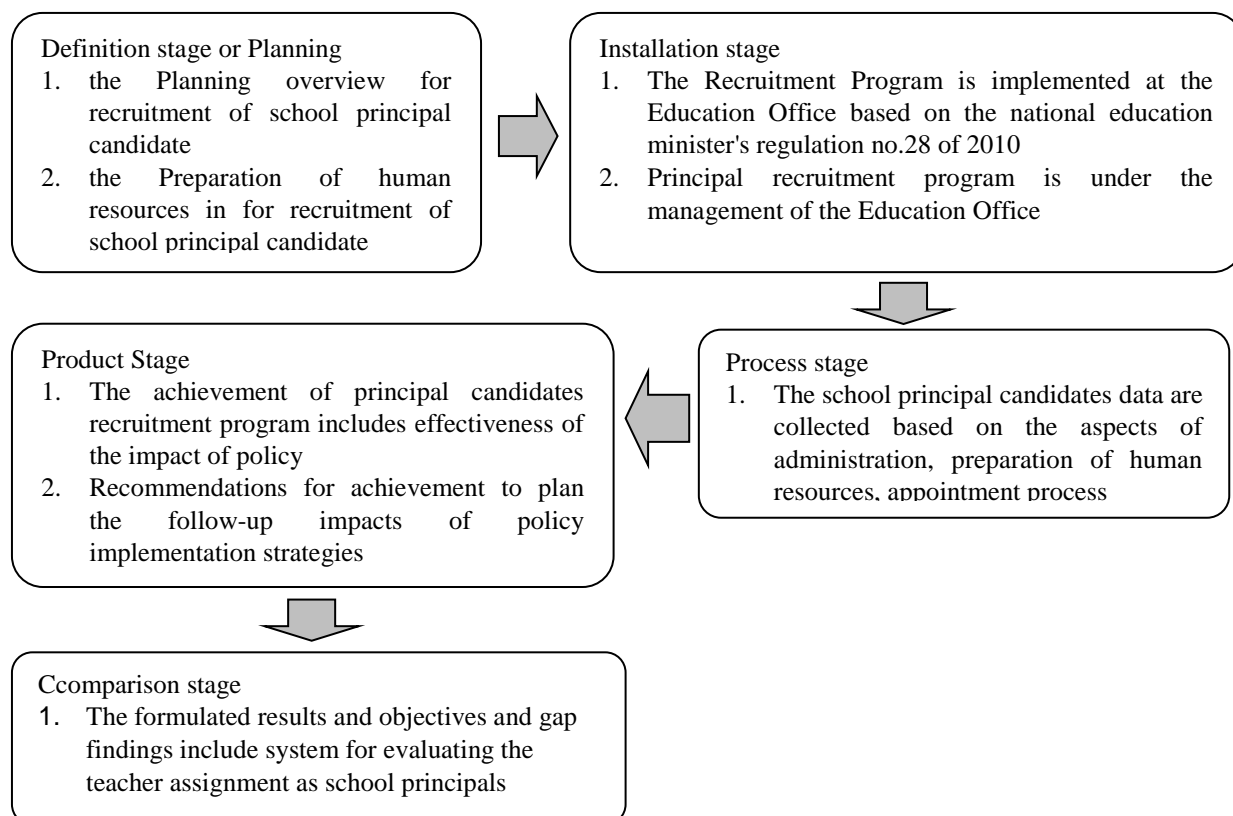
In the product stage, an assessment is done to determine whether goal is achieved or not. Provus distinguishes between immediate outcomes and long term-outcomes.

e. Comparison stage

This compares the results and objectives set. In this stage the evaluator writes findings of the gap presented to decision makers, so that they could decide on the continual of candidate principals recruitment program.

The finding of gap is evaluated together with evaluators and policy managers so that the recruitment of prospective school principals will run better. like the following: 1) why there are gaps, 2) possible efforts to be taken, 3) which efforts are best to solve the problem

Based on the description above, a research design model to gather information is made as follows:



IV. Result

The result of the study is the description of the evaluated components to answer the research problems such as: a) definition stage, b) installation stage, c) process stage, d) product stage, and e) comparison stage. The findings of five components were obtained using observations, interviews, questionnaires, and documentation. Furthermore, the findings will be interpreted descriptively and supported by theoretical studies (literature) and experts' opinions.

Before presenting the evaluation result, the qualitative data are displayed in tables and graphs. Furthermore, the result from the quantitative data provides a basis for the discrepancy between standards and performance. Then, the qualitative method is used deeply by observation and interviews. The data is analyzed by presenting facts in the descriptive narrative. Furthermore, the evaluation process is done using secondary data, namely the documentation method. The explanation to the study results presents a discrepancy from aspects that are not fulfilled based on the evaluation results. The unfulfilled aspects show that there is discrepancy between performance and specified standard. Therefore, the unfulfilled aspects become the focus of analysis.

The results of the study on policy implementation evaluation of teacher assignment as principals in Bontang City showed that the subjects were administrators of government policies. The implementation of the national education minister's regulation in Bontang City has been implemented since 2011.

The preparation of principal candidates in the Bontang City Education Office uses Discrepancy Evaluation Model (DEM) or the gap model. The results are explained as follows;

Definition Stage Evaluation

The results of program evaluation on preparing school principal candidates are categorized as "good enough". it can be explained as follows:

- a. The program was based on Minister of National Education Regulation No. 28 of 2010 about teacher assignment as principals needs to be continued even though regional autonomy gives great authority to the Regional Government in education sector. The given authority is still a discourse because it shows two different things: (1) the different recruitment process between one region and another, (2) There is deviation from professionalism principle in the recruitment process.
- b. Local governments have the authority to make regulations so that non-procedural appointments can be reduced even the appointment can be eliminated by the appointment system by regulation of National Education minister No. 28 of 2010 and 13 of 2007 about school principal competences.

Installation Stage Evaluation

The evaluation results in this stage are categorized as "good enough" this can be explained as follows:

- a. The teacher appointment as principal refers to regulation of National Education minister no. 28 of 2010 about Teacher assignment as Principal. the

process starts from the qualification requirements and preparation stage and appointment process.

- b. The teacher assignment as principals refers to service period, continuous professional development, performance assessment of the Principal, including transfers and the assignment period of the teacher as Principal.

Process Stage Evaluation

The evaluation result in this stage on administration aspect was categorized as "very good", human resources aspect was categorized as "very good", and appointment process aspect was categorized as "not good". This can be explained as follows:

- a. The recruitment of school principal candidates in Bontang City Education Office based on administrative aspects has met the following criteria: a) recruitment policy is based on Chapter II article 2 of Regulation of National Education Minister No. 28 of 2010, b) Regulation of National Education Minister no. 13 of 2007, A Qualification enclosure, c) There is clear support on school principal recruitment, and d) The recruitment is effectively coordinated between Bontang City Education Office, Educational Quality Assurance Agency and The Institute for the Development and Empowerment of School Principals to support the implementation of school recruitment.
- b. The recruitment of school principal candidates in Bontang City Education Office on the HR preparation aspects has fulfilled all the required criteria, namely: a) Implementation of recruitment policies based on Article III article 3-8 No. 28 of 2010, b) The potential of human resources has not been managed optimally to improve the quality of school principals, while criteria c) Education and training for school principals has been managed with the principle of sustainability.
- c. The recruitment of school principal candidates in Bontang City Education Office is not good because some criteria have been met with Chapter IV article 9 of regulation of National Education Minister No. 28 of 2010, a) the appointment has been conducted procedurally and established by the City acceptability assessment team, b) The appointment has not run optimally, because the recruitment was implemented before regulation is applied without involving the acceptability assessment team, c) The number of principals who do not meet the competency criteria are still found in the appointment process, but most of them have met the qualifications.

Product Stage Evaluation

The aspects evaluated on product stage include effectiveness and strategy implementation is categorized as "not good". This can be explained as follows:

- a. The recruitment policy of school principal candidates in Bontang City Education Office on the aspect of effectiveness aspects is the most unfulfilled criteria, namely: a) the mastery of principals' competencies, b)



low competitiveness, especially in leadership aspects for principals appointed before the Regulation of National Education Minister No. 28 of 2010, c) The performance of school principals increases but not optimal, because only 40% of school principals have been appointed using Regulation. However, 40% of teachers appointed have mastered the competence as regulated in the regulation of National Education minister no. 13 of 2007.

- b. The strategy in implementing the recruitment policy of school principals candidates in Bontang City Education Office is categorized as quite good because the principal appointment is designed based on instructions and the needs of school principal candidates. The efforts that were taken are: a) provide opportunities and encourage teachers who fulfill the requirements to be school principal candidates, and b) pass performance assuagement correctly and implemented every year for 4 years so that the qualified and competent principals are selected.

Program Comparison Evaluation

The implementation system aspect of the comparison stage evaluation was categorized as "good enough" as follows:

The recruitment system of school principal candidates in the Bontang City Education Office, shows that teachers who are given additional assignments as principle are ready to return to become teachers after the term ends, but there is a part of the recruitment system that has not yet been implemented, a) being principal is not everlasting position, so that the principal is encouraged to understand article 10 paragraph 5 of the principal's assignment, b) committed to be a teacher after principal position has ended. Here, the principle developed is a life circle in the additional teacher assignment as principal.

REFERENCES

1. Regulation of National Education Minister no. 28 of 2010 needs to be made perfect because the impact is not comprehensive and to improve the quality of school principals, schools and community schools immediately.
2. Regulation of National Education Minister no. 28 of 2010 needs to develop a systemic appointment of principal candidates.
3. Improve the principals' competency appointed before using the Regulation of National Education Minister no. 28 of 2010 and No. 6 of 2018. and for principals who have not mastered Regulation of National Education Minister no. 13 of 2007 should be trained and educated to improve quality of education.
4. The school principal recruitment without using Regulation of National Education Minister no. 28 of 2010 and No. 6 of 2018 should be limited and give great opportunities for teachers who have very good achievements to be the school principals.
5. To encourage teachers and involve stakeholders to improve and develop a more open and transparent

recruitment system for school principal candidates to become wise leaders.

6. To increase the appointed principals' commitment to become a teacher when their position has ended and to conduct principals' performance assessment every year for 4 years to get the qualified principals.

