

Principal Procurement Policy Analysis in Achieving School Management Excellence

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Abstract- *This research of principal procurement policy focuses on organizing Principal Leadership Preparation Program (in Bahasa Indonesia is abbreviated as PPCKS) activities with participants coming from public elementary school teachers and state junior high school teachers. The research method is qualitative using case study approach with purposeful sampling. The implementation strategy of data collection through validity test, followed by triangulation of data in the form of interview, documentation study and observation. Data analysis used is data reduction, data presentation and data verification. The results of this study illustrate that: 1) the issue of education policy in the school principal procurement sometimes raises the dualism of interests normatively and politically; 2) the implementation of school principal procurement policy through PPCKS shown that it seems the committee from Educational Office element only role in the recruitment only, beyond that all controlled by LPPKS and Educational Office only did the monitoring; 3) most principals do not have PPCKS follow-up programs. Each principal should have a program and strategy in preparing candidates for the principal to be able to produce an effective principal.*

General Terms- *Educational Policy*

Keywords- *Policy Analysis; School Principal Procurement; School Management*

1. INTRODUCTION

Since the enactment of the Law on Regional Government (Law No. 5 Year 1974, Law No. 22 of 1999, Law No. 32 Year 2004, Law No. 12 Year 2008 and Law No. 23 Year 2014), has amended some regulations; which was before centralized into decentralized, where then a number of authorities have been submitted by the Central Government to the Regional Government to administer and manage their own households. Local Government can do creations, innovations, and improvisations in an effort to build their respective regions.

By giving great authority to Local Government in various fields, including in education as explained by Malik (2011)[14] which stated that in the implementation of educational autonomy, there is an arrangement of authority balance between the central and regional governments, each must have high commitment to make it happen, because the success of regional autonomy is determined by three things, namely: (1) the political will and political commitment of the central government to really Empowering the region, (2) goodwill from the government in assisting local finance, (3) change of behavior of local elite to build region.

Implementation of autonomy in the field of education has differences with the implementation of autonomy in other fields, because the autonomy of education not only valid to the district/city coverage areas, but to the school as the spearhead of education. One of the educational organization authorities is in terms of educators and

education personnel career development, including the school/madrasah principal procurement. The current procurement of Indonesian school principal is based on the latest regulation by implementing the Minister of National Education Regulation No. 28/2010. The principal procurement is stipulated on the condition that, teachers may be given additional task as a school/madrasah principal if they meet the general and special requirements (Chapter II, Article 2, paragraph (1)).

With the enactment of regulation on Teacher Assignment as Head of School/Madrasah and regulation on Regional Autonomy, it is expected that the principal procurement system can produce high-performing principals, who have sufficient theory run of the mill, have experience stipulation, and have the competence of a principal.

2. REVIEW OF LITERATURE

In reality, the committee in each region is not always able to produce qualified principals, even with the enactment of regional autonomy is interpreted by every head of the region is not intact in implementing its authority, according to Suaidin (2012) implementation of the authority so far shows two trends: (1) differences in recruitment process between regions with each other, and (2) finding indications of deviations from the principles of professionalism in the school/madrasah principal recruitment process. The situation is very disastrous; the Chairman of the Principal Development and Empowerment Institution (in Bahasa Indonesia is

abbreviated as LPPKS), Siswandari supports the statement and said that there has been no sanction for local governments that appointed principals not in accordance with national standards. (Napitupulu, 2015)[18].

To anticipate the fraud occurring in other areas, the Sukabumi District Education Office collaborated with LPPKS and involved a team from foreign institutions as stated by Maman Abdurahman that the government also involve a selection team of other independent institutions, namely from the Australian-Indonesian Partnership (AIP). While prospective principals who declared graduated in LPPKS are still following the provision (Rahadie, 2014). Although the effort to improve the outcomes of procurement principals has been done professionally, the results obtained to get a competent principal in the field is not easy. Evidence on the ground shows that, in the midst of intense demands of professionalism of a principal, the facts show a different data, as explained by Head of Basic Education Professional Development, Education Program Development Center, Ministry of Education & Culture, Dian Wahyuni (2015)[28] which stated that:

1. Competency Test was conducted on 166,333 principals from elementary level to vocational/senior high school in all provinces. Dimensions assessed were leadership in learning, entrepreneurship, school development, managerial, and supervision.
2. The highest score was obtained at Senior High School level (51.75), followed by Vocational High School (50.67), Junior High School (50.26), and Elementary School (44.43).

Based on the Principal Competency Test on March 18-28, 2015, the results obtained as described above mean that the results of the Principal Competency Test (UKKS) are considered far from the standard of the Ministry of Education and Culture; Where the minimum standard of graduation is set from 70 to 0-100.

The cases described above are one clear evidence that the principal procurement mechanism through recruitment and selection of principals is still not satisfactory, since the performance of elected headmasters is still not as expected. Though the principal has a very strategic role in efforts to improve the quality of teachers and their students. No wonder if the average competence of the principals is still low and also impact on the competence of teachers in Indonesia. Nevertheless, the government continues to improve the minimum achievement of teacher competency test results in 2016 to be raised to a minimum value of 65 that is boosted through the launch of a new program by the Ministry of Education and Culture as stated by Jamaludin elBanjari as cited in Soesanto (2016) that:

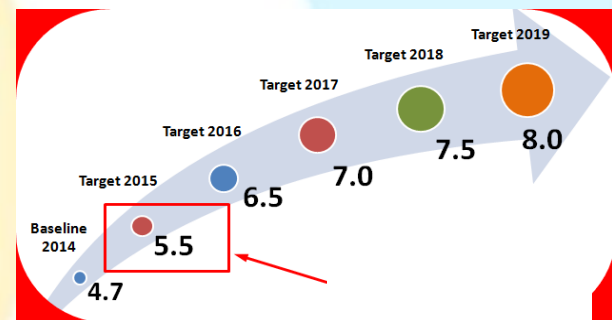
Efforts to improve the competence of Ministry of Educational & Culture as one of the follow-up of Master Competency Test (UKG); which was held in 2015, Ministry of Education & Culture immediately launched a new program called as "Guru Pembelajaran" (GP –

meaning as Learner Teachers). This program will be implemented in three models, namely by model:

1. OFFLINE for teachers with low UKG results,
2. COMBINATION ONLINE – OFFLINE DIRECTIONS for teachers with standard UKG results.
3. FULL ONLINE for teachers whose UKG results are above the 2015 UKG standard; which is 55.

The government's efforts to boost the value of UKG to be better than before have deserved appreciation, because the target achievement each year is expected to move significantly as follows:

Figure 1. UKG Result & Passing Grade Each Year

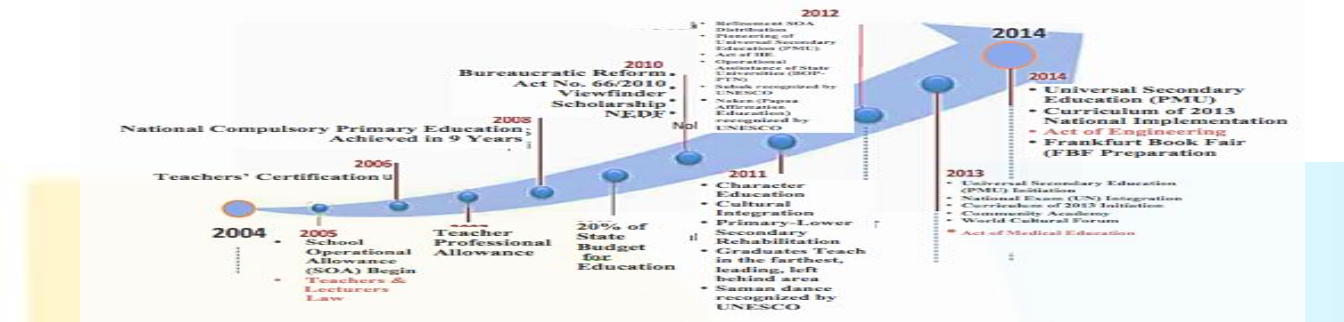


Source: Renovtri (2015)

By looking at the targets to be achieved as shown in the figure 1, it means that the government has set the minimum value of earning from UKG for each year of 0.5. The targets to be achieved appear small, but still the priority is significant.

Expectations from any improvement program that is expected to be able to boost the achievement of education quality improvement. For this reason, it needs to be upgraded from the main perpetrators, i.e. the supervisors, the principals, and the teachers who spearhead the success in achieving them. Various improvement programs undertaken by the government are reinforced by the policies as shown in the figure 2 below:

Figure 2. Educational Achievement Development



Source: Ministry of Education & Culture (2015)

Various government breakthroughs with programs that are gradually rolled out with a clear agenda of activity on each year as shown in figure 2 above mentioned, essentially focusing on educational development. Especially involved in direct handling in the movement of all potential resources, especially the spearhead in the formation of quality human resources in educational institutions led by the principal of the school. This is where the strategic role of the principal in the creation/formation of human resources of a nation.

3. METHODOLOGY

3.1 Research Design, Participants and Research Location

Because policy research is devoted to the analysis of educational policy, with a scientific explanation through the use of qualitative methods as described by Suryadi and Tilaar (1994, p. 48)[27] that almost the approach in policy analysis is entirely qualitative, since policy analysis is essentially A process of understanding the policy problem so that it can procreate an idea and thinking about the ways of solving it. The policy problem is qualitative because the process of understanding policy analysis is full of qualitative thinking.

In applying these qualitative methods, the qualitative alternative research strategy chosen is a research strategy with case study, as described (Johnson, 2005, p.8)[7] that case study research is a form of qualitative research that focused on providing a detailed account of one or more cases.

The participants and research sites used are based on expert opinion (Miles and Huberman, 1994[16]; Al Wasilah, 2003)[1] which describes participants and place of research into the following four aspects: *the setting*, which is meant the situation and place of the process of

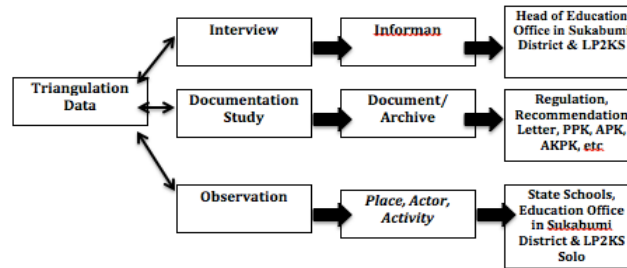
data collection; *the actors*, who will be interviewed or observed (who are the participants); *the events*, what participants do, events encountered by researchers in the field; *the process*, the natural involvement in an event conducted by the participants.

Based on the opinion of experts mentioned above, the participants and location of this study consist of: (1) some elementary school and junior high school in Sukabumi District, the principal as a participant who has succeeded their teacher to the school he leads; (2) Educational Office of Sukabumi District, covering the functional elements that become participants in this case is Supervisor; who has succeeded the teachers in the school that he built and the structural elements such as: Secretary of Education Office, Head of Education and Education Personnel, and Head of Sub Division of Personnel and General; (3) and Principal Empowerment and Development Institution which become participant in this research represented by Teacher Trainer Coordinator and its Competency Field. In this case all participants do help in providing information and/or data needed by researchers.

3.2 Data Collection and Data Analysis

In terms of the research used for qualitative sampling is purposeful sampling. Patton (2002) in Creswell (2015, pp. 407)[3] said that in purposive sampling, researchers can deliberately select the individual and place that most helpfully researchers in understanding central phenomena. Then followed up with the strategy of applying data collection through validity test, followed by triangulation of data in the form of methodological triangulation, i.e. research conducted by using different methods or by collecting similar data but by using different data collection techniques. However, more details can be described as follows.

Figure 4. Triangulation Data Collection Flow



There is also data analysis applied refers to Sudarto (1997, p. 66)[26] who said that the data analysis used is analytical descriptive method, that is describing data collected in the form of words, pictures, and not numbers. Data derived from manuscripts, interviews, field notes, documents, etc., are then described so as to provide clarity to reality.

In this qualitative research, data analysis is done since before entering the field and followed up with explanation as follows:

1. Data reduction: Describe data reduction as the process of selecting, focusing, simplifying, abstracting and transforming the data (Miles & Huberman, 1994)[16].
2. Display data: Data display provides an organized, compressed assembly of information that permits conclusion drawing and action (Miles & Huberman, 1994).

Drawing verifications and conclusions: suggested that the meanings of emerging from the data have to be tested for their plausibility, their sturdiness, their confirmability that is, their validity (Miles & Huberman, 1994)[16]

4. FINDINGS

4.1 Educational Policy Problem of School Principal Procurement

The problems that arise from the side of the education policy in the procurement of principals is related to the transmission and transformation of procurement policies of principals flowing from upstream to downstream (from LPPKS - Education Office and/or Regional Employment Agency - schools) can not always be accepted fully or immediately, either in writing (letters, technical guidelines, technical guidelines, etc.) or verbally (directly accepted at the meeting). Similarly, what happened during the procurement of headmasters conducted through Principal Principals Preparation Program (PPCKS), which occurred in the field there are still schools that are late or can not have complete information related to the procurement policy development of the principal. The reason, the principal did not actively attend the meeting because of his duties as a bigger teacher or principal less literate information technology or sometimes the low motivation of teachers to become principals.

On the basis of the events obtained from interviews, observation and documentation, it can be concluded that the transformation of information and communications

that occur from top to bottom is quite good. Here, of course, is strongly influenced by the quality of human resources. Similarly, related to the consistency of political orders (Head of District - Education Office - School) and normative consistency, fortunately is based on the opinion of the main informants from among Education Office elements in structural positions convey the level of consistency of the command goes well. However, it can not be denied that in almost every region sometimes it happens that in reality political consistency and normative consistency are not always synchronized when implemented by every regency or city in every province in Indonesia, including in Sukabumi district. Generally, every policy of the government in office is not always the same, sometimes elements of political interest become dominant. The impact will of course affect the level of quality of principals produced in each region to be different.

4.2. The Implementation of Recruitment & Selection in School Principal Procurement

In the procurement of the principal at the level of primary education, both for Elementary School (SDN) or for Junior Secondary School (SMPN) in Sukabumi District is basically the same. Implementation of principal policy is elaborated through the implementation of Principal Leadership Preparation Program (PPCKS). Every teacher who has met all the requirements that have been determined in accordance with applicable regulations, the principal and vice principal can provide recommendations. Teachers who have received a recommendation from their principal and school supervisor may be included in the PPCKS program.

In realization, the recommendation does not all pay attention to the integrity of the requirements as set, so that not least the result is not a high-performing principal or a truly qualified principal. Whereas in fact there are still many teachers competent and worthy to be nominated. Similarly, delivered by one interviewed that appears to show the form of dissatisfaction.

In the selection of candidates for principals there are two types of stages, namely 1) administrative selection. Officers performing the Administration Selection are carried out entirely by the selection committee from the Education Office, especially in the Sub-section of the Civil Service and General Affairs Division of Sukabumi

District. This is done through the evaluation of the completeness of documents issued by the competent authorities as evidence that the candidate of school/madrasah principal concerned meets the prescribed

requirements, with the participants coming from elementary level (Primary + Junior High School) as shown in the table below.

Table 1 Recruitment and Selection Participants of PPCKS Sukabumi District Year 2016

PPCKS Participants in Basic Education Level						
1	Primary Education in Elementary School	Female	Male	Total		
	Recruitment and Selection Participants	48	97			145
	Failed Participants	16	32	48		
	Passed Participants	32	65		97	
2	Primary Education in Junior High School	Female	Male	Total		
	Recruitment and Selection Participants	7	47			54
	Failed Participants	3	22	25		
	Passed Participants	4	25		29	
Total Participants		Failed	19	54	73	199
		Passed	36	90	126	

Source: Sukabumi District Education Office Year 2016

After passing the Administration Selection, the participants will participate in the Academic Selection, the organizing committee (from the Education Office/Regional Personnel Board and LPPKS). Realization of the role of the Office of Education/Regional Personnel Board as a monitor, all activities of Academic Selection conducted by the LPPKS. Activities undertaken are assessment of: (1) recommendations of principals; (2) recommendations of school supervisors; (3) principal leadership papers; (4) assessment of academic potential; And (5) performance appraisal as a teacher. Those who pass the administrative selection may continue to follow the academic selection and who have passed the academic selection can continue to follow the education and training activities organized by the Principal Development and Development Institute (LPPKS).

4.3. The Implementation of Training System in School Principal Procurement

The implementation of Education and Training in the principal procurement through the Principals Preparation Program (PPCKS) is packed in 3 stages with the model of "In-Service Learning 1 - On-the-Job Learning - In-Service Learning 2".

Education and Training Activities conducted in the first phase are *In-Service Learning 1 (IN-1)* activities, i.e. learning through face-to-face activities for 7 days with

duration of 70 hours (1 hour lesson = 45 minutes). Material presented in the form of general materials, core materials and supporting materials.

In the second stage of Training activities is *On-the Job Learning (OJL)*, i.e. learning in the field in real work situations. OJL conducted for 3 months with a duration of 200 hours of lessons with material on the implementation of action plans and flexible learning leadership. OJL activities are conducted in two places, namely: 1) in the school itself (school as a place of duty), the focus of activities on quality improvement with duration 150 hours lessons; and 2) in other schools (higher level of school accreditation than own schools of at least the same level), focus on improving the quality of self with duration of 50 hours lesson.

While the activities in the part of *In-Service Learning 2 (IN-2)* is a face-to-face activity to present and reflect On-the Job Learning (OJL) results. Thus the IN-2 activities of the assessed material, namely portfolio assessment and OJL result presentation (implementation of leadership plan). The activities are held for 3 days with a duration of 30 hours of lessons divided into core activities during 24 hours of lessons and 6 hours of support activities. There are also participants who follow the activities in the implementation of PPCKS in the stage of Education and Training originating from Sukabumi District can be seen as the table below.

Table 2 Education and Training Participants in PPCKS Sukabumi District Year 2016

PPCKS Participants in Basic Education Level				
1	Primary Education in Elementary School (SDN)	Female	Male	Total
	Education and Training Participants	32	65	97
2	Primary Education in Junior High School (SMPN)	Female	Male	Total
	Education and Training Participants	4	25	29
Total PPCKS Participants (SDN+SMPN)		36	90	126

Source: Sukabumi District Education Office Year 2016

All participants who have attended the Education and Training, from the beginning to the end of the Training and Training activities are definitely judged on the quality side (the competencies of the participants) and the quantity side (the number of activities that participants participate in). The assessment accumulates the results and is reported to be received by interested parties. Only participants who have met the established standard score can obtain a Principal Unique Value (in Bahasa Indonesia is abbreviated as NUKS) and a Principal Certificate.

4.4. The Implementation of School Principal Placement & Inauguration

Ideally, the placement of principals should be based on a variety of judgments, not only in terms of competence. It should be noted also the ownership of the Principal's Unique Number (NUKS) and the Principal Certificate and has been passed in the Acceptability Test. However, when candidates who have both have passed their test, the test exceeds the formation of availability of vocational principal in the area, it can be considered from the acquisition of the value obtained by the candidates during the PPKS. In this case the Education Office can arrange its passing grade, just appreciated the age side.

In reality, almost in many parts of Indonesia, including in Sukabumi, for the placement of new principals are in political decisions, although some continue normatively until the adoption of Decree on the Appointment and Placement of New Tasks as Principal of the Head of District is followed up inauguration by the Head of District through the Head of Sub-district concerned.

5. DISCUSSION

5.1 Addressing the Principal Procurement Policy Problems

Problems that occur or sometimes appear should be known and understood immediately by all relevant stakeholders in it, especially policy makers. Is the procurement policy issue a principal a policy issue and is it a category of public policy issue? The problem must be traced back to its origins, the root of the problem, which triggers the occurrence, the solution of solutions or some alternative solution to the appropriate recommendations and the appropriate people to handle them.

Based on the complexity of educational issues that many touch many people and needed handling from many parties on an ongoing basis, which is reinforced with the relevant policies of the government. Therefore, the principal procurement policy issue is one of the policy issues as well as a matter of public policy.

Without doubt the procurement policy issue of the principal must seriously gain attention in the gradual solution of several alternative solutions as explained by Dunn (2004) in Yeremis (2004, pp. 62-63) that to solve the problems faced there are several important stages, namely:

1. Determination of the policy agenda, determined what the public issues need to be solved. The nature of the problem is determined by a procedure known as "*problem structuring*".
2. Policy formulation, analysts identify possible policy that can be used in solving problems. Therefore, a procedure called "*forecasting*" is required where the consequences of each possible policy can be expressed.
3. Policy adoption, where policy choices are determined through the support of administrators and legislatures. This stage is determined after going through a recommendation process.
4. Implementation of the policy is a stage where the policy that has been adopted was implemented by certain units by mobilizing funds and resources. At this stage, the monitoring process is carried out.
5. Assessment of policies, in which the various units that have been determined to assess whether all the implementation process has been in accordance with what has been determined or not. In the evaluation process stage is applied.

Similarly, in addressing various policy issues in the procurement of principals in a region, including in Sukabumi District can be done wisely as has described the way handling by experts mentioned above. So even in decision-making, actors as policy makers at various levels of the organization should keep paying attention to the process, from the examination of each stage of intelligence, achieving each stage of the design until obtained validation of the relevant model, then at the stage selection is verified, test it and propose some solutions, which is followed up with the release of recommendations to be implemented correctly.

5.2. The Implementation of School Principal Procurement Policy through the Application of Principal Candidate Preparation Program

In realization, the procurement of principals applied in Indonesia is currently based on the latest regulation by implementing the Regulation of the Minister of National Education of the Republic of Indonesia Number 28 Year 2010. Procurement of the principal is stipulated on the condition that teachers may be given additional task as school/madrasah principal if they fulfill General requirements and special requirements (Chapter II, Article 2, paragraph (1)). In essence, teachers who are nominated to become principals should be from the best professional Indonesian teachers of their proposed school.

5.3. The Implementation of School Principal Placement & Inauguration Policy

Certificate of Principal and pass the Acceptability Test, then he is worthy to be considered for the position of principal with maximum waiting period of 2 years from the moment of completion of Education and Training organized by LPPKS. Described in Point 7 of Article 1 in Chapter I of the Minister of National Education

Regulation no. 28/2010 states that the certificate of principal is formal proof of acknowledgment given to the teacher that he / she has met the qualifications and competence to receive additional duties as principal. The certificate as intended can be given to teachers who have attended the PPCKS until the completion of Education and Training activities organized by LPPKS with the result of the assessment according to the established standard, to the relevant according to the Regulation of the Minister of National Education no. 28/2010 set forth in Chapter III, Article 7, Paragraphs (6) and (7) is mandated as follows: the candidate for the headmaster passed the assessment shall be certified by the principal of the organizing committee. The principal's certificate is recorded in the national database and assigned a unique number by the designated minister or agency. Thus, for PPCKS participants appointed by the new headmaster have to pursue the training to obtain a certificate and pass the acceptability test, after which the headmaster of primary school or junior high school can only be appointed and placed by the Head of District/Mayor who handled personnel handling by the Regional Personnel Board (BKD) Regency/City and inaugurated by the Head of District/Mayor through the concerned Sub-District Head.

6. CONCLUSION

The implementation of procurement principals policy through the implementation of PPCKS did not flee political touch (not escape from political contents), so the principals generated from the program are not all effective principals or high-performing principals. However, through PPCKS at least the candidate principal and principal can gain knowledge/insight and experience to improve his/her quality. In the implementation of PPCKS activities does not reflect the balance of the role of the ideal committee according to its basic tasks and functions, from the Education Office element is more on the monitoring alone and is dominantly played by LPPKS. In addition, the roles and human resources of each actor until now are considered unsatisfactory. It is necessary to continually increase the quantity of quota for prospective principals who follow PPCKS and increase quality of resources (human resources, budget, policy) that support PPCKS quality improvement.

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