

NEEDS ANALYSIS IN THE FULFILLMENT OF STANDARDS FOR EDUCATORS

Muhammad Ardiansyah

Faculty of Education, State University of Makassar, Indonesia
m.ardiansyah.adpend@gmail.com

Abstract: This study employed a qualitative approach. The focus of this descriptive single case study was developed by the researcher. This study was aimed to describe the projection of needs in a principal preparation program held by the Department of Education in Pangkajene Islands South Sulawesi. Data was collected from the informants through interviews, documentation, and direct observation. The research finding suggests that the principal candidates in Pangkajene Islands were not eligible as they had not met the standards for educators. It has been supported by the fact that: (1) the principal candidates were unqualified in terms of their academic competence; (2) the two regulations (government regulation on the authority of the regional head as a staffing officer and Permendiknas No. 28/2010) have brought up a problematic situation for the regent to conduct a principal preparation program; and (3) the management information system has not been utilized optimally to support the educators recruitment needs analysis, so it is assumed that principals assignment has been based only on the will or the desire of the local authorities.

Keywords: needs analysis, standards for educators, principal candidates

I. INTRODUCTION

The promotion of local autonomy in education management has affected the needs for teachers and educators. The gross enrollment rate, general enrollment rate, and school enrollment rate have also influenced the urgency for educators. From 2011 to 2014, it was reported that Indonesia still had to find more or less 70 thousand teachers in average every year. It was positively followed by the needs for principals and supervisors. The increasing number of new schools built by the local government in the city/regency and even in the suburbs automatically impacted the needs for the principals.

Analysis on the projection of needs for principals who can meet the standards has been conducted in several developed countries such as the United States (e.g. [1]; [2]; [5]; Hallinger & Heck, 1996). These studies mostly discuss a preparation program conducted by the department of the education in collaboration with schools representatives, supervisors, and universities to organize and analyze the needs for the principals professional development.

In relation to that, the result of a study conducted by Setianingsih (2016) entitled "The Projection of Needs for Public Elementary Teachers in Kulon Progo from 2017 to 2021" has indicated that the elementary schools and learning groups in Kulon Progo in 2016 have outnumbered the needs. There were at least 275 public elementary schools and 1690 learning groups registered in 2016. Meanwhile, based on the number of students recorder in the 2016 database, the regency only needed 231 public elementary schools and 1386 learning groups. Furthermore, Putra, Sumadi, Ananda (2015) in their research entitled "The projection of needs for elementary school principals in South Lampung" has reported that within two years, the regency would need ten principals in total. The Department of Education in Lampung was able to analyze and calculate the needs projection by recognizing the information about the number of principals: (1) who have resigned; (2) whose tenures have ended; (3) who have reached the retired period; (4) who got promoted; (5) who were being

disciplined; (6) who did not fulfill the performance standards; (7) who were unable to stay; (8) who went back to school; and (9) who passed away.

The new paradigm in education management in promoting the quality of education should be supported by proficient human resources. The development of human resources in this case refers to the improvement in human ability to make decisions. This process should touch every aspect of life which is also reflected in the personality of the leaders, including the principal as the school leader. A principal preparation program has been conducted by LPPKS in some cities in Indonesia. However, the implementation of the program in some regencies has faced some difficulties. Permendiknas no. 28/2010 to which the program refers to, had explicitly mentioned some minimum requirements of a principle despite its official establishment in 2013.

A projection primarily means a prediction or an estimation of needs for school principals who will run a tenure for two years. The projection result will become a standard to which number of headmasters should be fulfilled. Therefore, it should be organized carefully. It should also be managed according to data on the number of schools based on the schools level; the addition and reduction of schools; schools age; tenures, mutation, and dismissal. Principal recruitment is aimed to assign a candidate as a headmaster or a principal. The recruitment process includes (1) candidates proposal, (2) administration selection, and (3) academic selection. The department of education, or the Ministry of Religious Affairs in the province/city/regency will be responsible for the administration and academic selection. Meanwhile, candidates proposal has to go through the following steps: announcement, candidates identification, document preparation, and candidates proposal. Teachers who have good potentials will be promoted by the department of education, or the Ministry of Religious Affairs in the province/city/regency. The administration selection includes document assessment. Documents submitted will be checked based on Regulation of the Minister of National

Education Number 28 Year 2010 Article 2 Paragraph 2. In addition to that, the academic selection will consist of the assessment of leadership potential, the evaluation of leadership paper organization, and principal basic competence which should refer to applied rules and regulations. The assessment of leadership potential is the process of collecting information related to the ability, strengths, or power owned by the candidates that can be improved. The leadership paper is used to evaluate the candidates' understanding of leadership, especially in the educational context. Besides, it is also used to select candidates who have conceptual and academic thinking framework to be a future leader. The series of academic selection is performed by the assessors. Basic competence mastery is measured through an analysis of needs for professional development. The result of the analysis will be processed and used as a material to organize the principal preparation program. This analysis will evaluate the candidates as an individual who has knowledge and experiences of being a headmaster. Therefore, it is not necessary to conduct concept evaluation anymore. Final result of the assessment will be compared with the first and second evaluation result. Based on this comparison, the shifts in concept understanding of the candidates will be found out. The better the participants understand the concept, the more successful the treatment is.

The fulfillment of the standards for teachers and educators applies differently at every level of education in a city/regency and certainly affects the quality of the education in the area. All Indonesian schools refer to National Standards of Education (NSE) in achieving the quality target. The NSE has set the standards of every aspect in school management. One of the aspects is the standards for teachers and educators. These standards reflect the competency and academic qualification of the teachers and educators. Teachers and educators are important components in learning. Principals, librarians, school administration staff, and laboratory assistant should also meet specific criteria and qualification in order to improve the school effectiveness and efficiency and as a result improve the school quality. However, recently there have been many issues raised on principal professional development and principal recruitment. Every district will have different ways to conduct a needs analysis for both programs. The perspectives of the policy makers in the regency/city are strongly affected by social factors, demography, and political interests of the local government. The pragmatic behaviors of the leaders have a great impact on the projection of the needs for the principals recruitment.

This study, therefore, was intended to analyze the problems through a case study conducted on a principal preparation program in Pangkajene Islands, South Sulawesi Province. Pangkajene Islands regency was selected as the object of the research because of its geographic condition. Fifty percent of the area comprises lowlands, twenty percent of the area is mountains, and thirty percent of the area is covered by water. The archipelago consists of some big and small

islands bordering the Java sea, Bali, and West Nusa Tenggara islands.

II. METHODS

This study employed a qualitative approach. The focus of this descriptive single case study was developed by the researcher. It was aimed to describe the projection of needs in a principal preparation program held by the Department of Education in Pangkajene Islands South Sulawesi.

Data was collected from the informants through interviews, documentation, and direct observation. Interviews were conducted to obtain information in relation to needs analysis of the preparation of principal recruitment program. Meanwhile, observation was done passively as suggested by [14] who explains that "in an observation, researchers must not confuse their roles as observers". In other words, moderate participation functions to maintain the balance between the insider and the outsider, or between the participants and the observer. All the researcher's activities are transparent which means that the activities are an integral part of the researcher as a participant. Data collected through observation would be recorded chronologically in field notes. An observation guideline which contains information about the research setting was written prior to the research. Document analysis was conducted on some data related to the distribution and mapping of the number of headmasters in every region.

Data analysis was performed during and after the research. Data was collected from various sources through interviews, observation, and document analysis. [9] state that analyzing data can start from data reduction, data display, and data interpretation. Before drawing a conclusion, it is necessary to do data triangulation and member check. Besides, field consistency and colleagues check are also important during the process. The three paths of the data analysis interact each other and are repeatable during and after data collection. Data reduction is a process to select, generalize, and transform the data into available formats, either from the results of the observation, interviews, or document analysis.

III. RESULTS

The Profile of Department of Education in Pangkajene Islands Regency

The department of education in Pangkep Regency belongs to one of 27 regional work units under the supervision of Pangkep local government. This department is located \pm 3 kilometers from Pangkajene, the capital city of Pangkep regency. The office has been relocated to Jalan Andi Mappes, Bungoro District (Makassar-Pare-Pare) from Jalan Karaeng Jagong, Pangkajene City.

The organization structure of the department of education in Pangkep Regency comprises: the office head who has one secretary, primary education department, informal and early child education department, and teachers and educators department. The subsections consist of: sub section of general affairs and staffing, sub section of planning,

and sub section of finance. Other sections include: primary education curriculum, secondary education curriculum, and facilities and infrastructure. It also has community education section, early child education section, and equal education and functional literacy section. In addition, the teachers and educators department covers primary, middle, and secondary education section, and control and professional development section. Since Act No. 23 year 2015 was established, the secondary education which is in charge of senior high schools, vocational high schools, and special education has been taken over by the provincial department of education.

Planning the Projection of Needs for Principals

Interviews and field observation were initiated by collecting preliminary data related to the condition and the number of principals who were currently working in that year and the following year. Every year, the department of education in Pangkep regency makes a recapitulation the condition and the total number of active principals. When this research was

conducted, there was no evidence found in accordance with the projection of needs for principal candidates. Instead, the department of education was more focused on organizing data on teachers transfer, teachers management, and teachers equal distribution in elementary and junior high schools. The department also managed data on the educators condition based on their tenures, professional groups, and titles, number of regrouping schools, new schools units including building the junior high schools' roofs. The data was then reprocessed by the staffing subsection to make a projection of needs for principal candidates every year. The number of principals entering the retirement period or having worked over their period has been set as the common standard. If the department of education only calculated the number, the principal recruitment process would only be centralized in the subsection of general affairs and staffing while other educational sections did not have any authorities to do planning. Followings are new school units built in Pangkajene Islands regency.

Table 1
List of New Elementary Schools in Pangkep Regency from 2014 to 2016

No	Schools	Districts	Year of Establishment	Notes
1	SDN Matahari	Pangkajene	2014	Regular
2	SDN 38 Buttue	Labakkang	2014	Regular
3	SDN 48 Tana Bacue	Segeri	2014	Regular
4	SDN 39 Batilling	Labakkang	2014	Regular

Table 2
List of New Junior High Schools in Pangkep Regency from 2014 to 2016

No	Schools	Districts	Year of Establishment	Notes
1	SMPN 3 Pangkajene	Pangkajene	2016	Regular
2	SMPN 4 Pangkajene	Pangkajene	2016	Regular
3	SMPN 9	Liukang Tangayya	2013	Regrouping
4	SMPN 11	Liukang Tangayya	2013	Regrouping
5	SMPN 12	Liukang Tangayya	2013	Regrouping
6	SMPN 10	Liukang Tangayya	2013	Regrouping
7	SMPN 13	Liukang Tangayya	2013	Regrouping
8	SMPN 12	Liukang Tangayya	2013	Regrouping
9	SMPN 12	Liukang T.biring	2013	Regrouping
10	SMPN 13	Liukang T.biring	2013	Regrouping
11	SMPN 13	Lk.Kapoposang	2014	Regrouping
12	SMPN 14	Lk.Tuppabiring	2014	Regrouping
13	SMPN 6 Labschool	Labakkang	2013	Regular
14	Fishery Based SMPN	Lk.Tuppabiring Utara	2013	Regular
15	SMPN 5 Labakkang	Labakkang	2013	Regular

Source: Documentation of the Department of Education (2016)

The tables illustrate that Pangkep Regency needed more educators since there were a lot of new schools built in the districts. The thing is that because this regency is an archipelago. Besides, Pangkep Regency has some remote areas which make it more difficult for the educators to reach the schools. This condition also affects the government decision in projecting the needs for principals. Recently, the government has established tight regulations which forbid the teachers and the principals to ask for transfer to the capital city.

In conclusion, the department of education could make the projection of the needs based on what they have seen in the field. The quota has been fulfilled, but the quality of the principals has been ignored. It can be seen from the fact that there are still a lot of principles academically incompetent and

unqualified. Moreover, the process of projecting planning has been centralized in the sub section of general affairs and staffing while other educational sections did not have any authorities to do planning.

Rationales of Needs Projecting

The results of the interviews, observation, and documentation reveal that the principal preparation program held by the department of education in Pangkep was initiated due to some reasons. The first reason is that because there were some regrouping schools found in the districts. In addition to that, the principals were encountering the retirement period and some principals even had been caught in legal cases. The department of education said that they conducted needs analysis every year by calculating the ratio of the number of the principals who will enter the retirement

period at every level of education exactly a year before their tenure has ended. They assumed that they would need time to prepare the recruitment process, from the administration selection until the assignment.

New regulations on principal recruitment have affected local government decision in executing the preparation program, particularly in Pangkajene Islands. The period limit has significantly impacted the recruitment pattern conducted by the department of education in the regency. This policy, thus, has encouraged the local government to conduct needs analysis because the regulations also influenced the certification allowance of the educators. Some informants stated some descriptive statements that the principal preparation program was conducted because some schools were regrouping, many principals were encountering the retirement period and some principals even had been caught in legal cases. The program would not fully comply with Permendiknas no. 28/201, but the department of education should also take some other laws in consideration. These regulations cover the laws on local authority for promoting, demoting, and mutating the educators. The department of education thought that it was unnecessary to hold a principal preparation program since the number of required principals was adequate. Therefore, since 2015, they have never started a principal preparation program. The local government in Pangkep Regency has built some school units. The implication of this policy was that the local government had to assign some principals to some school units. If they did not do so, they would not get operational support from the ministry of education. The thing is that the teachers were reluctant to teach in the new schools since their certification allowance would possibly decrease. There small number of students in the new school units impacted the teachers teaching hours which are supposed to be 24 hours per week. Also, the principals needed to work for six hours per week. In addition to that, there is no term of reference for a principal preparation program found in Pangkep regency.

Research findings in this dimension are first, the local government of Pangkep held a principal preparation program because of schools regrouping, retired principals, or principals who broke the law; second, the two regulations (government regulation on the authority of the regional head as a staffing officer and Permendiknas no. 28/2010) have brought up a problematic situation for the regent to conduct a principal preparation program. In other words, there was still a political discretionary space provided for the department members to use their authority as a political officer or a staffing officer.

The Use of Information System in Educators Management

In projecting the needs for principals, the use of information system is very crucial. This dimension describes the use of the information system related to human resources management. For the last two years, the department of education has re-registered all the teachers and educators. This re-registration was aimed to investigate the number of teachers and principals

distributed in all areas. According to some informants, the re-registration process could not work effectively due to poor management information system. The system used by the department of education in Pangkep was still plain, i.e. the use of microsoft excel, compared to other private institutions which have utilized modern technology and online system to connect with all employees. Data was collected by conventional methods. Also, it could not specifically describe the condition or the situation of the principals in all districts in Pangkep Regency. The data was mixed with the data of teachers certification. The conventional methods have been perceived as the best way to support the educators management in Pangkep. Meanwhile, the size of the data was quite bug. One of the options was to maximize the school database in order to ease the access to the teachers and principals data. In terms of projecting the needs for principals, the school database has provided a lot of information for the department of education to investigate the principals tenures, retirement period, structural titles, and many others.

IV. DISCUSSION

Standards for education in PP No. 32/2013 contain physical and mental requirements that should be fulfilled by teachers, educators, and principals. In projecting the needs for principals, it is also necessary to know the ratio of the principals in a particular area. In Pangkajene Islands, for example, the needs projection was only focused on filling the quota instead of selecting the principals based on their academic qualifications and competencies. In fact, Law no. 32/2013 article 38 paragraph 3 has emphasized that all principals assigned to SMA/SMK must be academically competent. Similarly, [8] in his article entitled "Professionalizing the principalship" has concluded that in order to assign a principal: (1) higher standards of candidates are necessary; (2) the supervisors need to evaluate the principals professionalism, especially in self improvement and professional development; (3) in the big cities, almost all of the principals are freed from administrative work which means that the principals no longer deal with learning activities; (4) the optimal size of the schools was not more than 1000 students; (5) it is urgent and significant to improve the principals professionalism in order to increase the learning quality; (6) the government needs to improve the principals incentives as a stimulus; (7) the supervisor needs to acknowledge the responsibility of the principal as the school leader. In line with that, [13], [7], [4] also illustrated some cases of principals preparation program in Ontario Canada, Hong Kong and Australia. They narrated some interesting stories related to the program held in the three continents. According to White, teachers were recruited to become principals. The bureaucracy staff and administration unit had set regulations before the selection was performed. Mostly, they agreed on the principals requirements including educational qualification (bachelor degree minimum), experiences as teachers (for at least five years), and certification documents

(primary, junior, and high schools), and any additional titles such as specialist and honor specialist. In addition to that, the principals should also submit records or a recommendation letter from the board of education which states that they have joined a set of professional development trainings before, in Ontario college of teachers, for example. Coherent alignment between bureaucracy, schools, and education board has generated regulations on improving the principal preparation programs in Canada. However, Green (2004) viewed that the program was not yet professional. The professional development is actually strongly influenced by the result of self evaluation researched by [15]. In the research, he found that the success of principal transformational leadership, teachers motivation, teamwork, and the improvement of the school performance was strongly affected by the implementation of self assessment.

Related to the needs analysis as is mentioned by [12], principals professional development should be initiated by determining needs for every school. The formation determination is supposed to be based on the number of principals who are entering the retirement period. However, sometimes it does not happen so. As a result, some principals are waiting for the official assignment. It is definitely ineffective since it inhibit other teachers opportunities to be promoted as a principal. According to [6], planning refers to an activity to formulate what, how, who, and when an event will be held. The behaviors include making decision on target, priority, strategu, formal structure, resources, responsibility, and event management. Planning is also known as a bridge to connect gap between present and future. Therefore, good planning should consider conditions in the future where the decision will be executed and a set of actions will be performed. That is why we are familiar with yearly planning or short-term planning (less than five years), medium-term planning 5-10 tahun), and long-term planning (more than 10 years). The needs for principals every year will increase as new school units are built and some principals positions are vacant. Thus, it is necessary to carefully prepare and recruit principal candidates since principals play a crucial role in schools. According to [12], regent and mayor have an authority in selecting the principals. This authority, however, is often misused. Sometimes, the recruitment process is not followed by training. Unfortunately, their political interests strongly affect their decision so the improvement in school management is sometimes neglected. In some countries according to Dharma quoted by [12], to be a principal, someone has to go through training within a certain period of time. Malaysia, for example, sets 300 training hours for the principal candidates while Singapore makes 16 months as the standard. In addition, the United States has appointed a training institution to publish a license and a letter to acknowledge the competency owned by the principal candidates.

To conclude, the theoretical implication of this study is that local government in a regency/city needs to plan or do projection of needs for principals which is more focused on the principals academic

qualification and competences instead of assigning principal position to merely fill in the vacancy. The professional development of the principal candidates need to be considered also in order to fulfill the needs for the principals.

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