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## Research Article

# The Implementation of Teacher Performance Assessment Policy in Improving Competence at Senior High Schools in Palu

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### Abstract

This research aims to: 1) Analyze the process of implementing Teacher Performance Assessment policies in the environment of Senior High Schools in Palu based on the model of Van Meter and Van Horn; and 2) Analyze the performance and competency of pedagogy, personality, social and professional in teachers at Senior High Schools in Palu. The type of this research was qualitative research conducted at Senior High Schools in Palu. Data collection was done through observation, interview, documentation, and FGD. Data analysis used Miles and Huberman's interactive analysis techniques which include: data collection, data condensation, data display, and conclusions/verification. The results and conclusions of this research are: 1) The process of implementing Teacher Performance Assessment policy using the Van Meter and Van Horn models shows: a) Standard variables and targets are known and understood by some implementors (principals) and teachers but some have not implemented Teacher Performance Assessment policies consistently and systematically; b) The resource variable includes human resources, partially mastering Teacher Performance Assessment concepts and instruments, means resources are in the form of Teacher Performance Assessment and Stationery rooms can be met and financial or financial resources are not yet available; c) Variable of communication between organizations involves Education and Culture Office of Central Sulawesi Province, education unit (school), and supervisor. External agency involved is LPMP; d) implementing agent characteristic variables differ from one another. The Education and Culture Office of Central Sulawesi Province is the highest agent with coordinating characteristics, school as a central agent with the main implementing characteristics of Teacher Performance Assessment, and LPMP as a functional agent with the characteristics of supplying speakers; e) Variable social environmental conditions influence the implementation of Teacher Performance Assessment policies, economic conditions especially the funding aspects affect the implementation of Teacher Performance Assessment policies, and practical political conditions do not affect the policy of implementing Teacher Performance Assessment; and f) The variable of the implementor's disposition or the attitude of the principal accepts the Teacher Performance Assessment policy with different intensities between one implementor and another implementor according to the situation of the school; and 2) Teacher Performance Assessment results show: a) Pedagogic competence gets less predicate; b) Personality competence gets very good predicate; c) Social competence gets good predicate; and d) Professional competence gets enough predicate.

**Keywords:** Teacher Performance; Assessment Policies; Teacher Competency

### Introduction

Educational decision cannot be separated from improving the quality of educators or the quality of teachers. Law Number 20 of 2003 concerning the National Education System (Sisdiknas), in article 42 paragraph 1 stated "educators must have minimum qualifications and certifications in accordance with levels of teaching authority, physically and mentally healthy, and have the

ability to realize national education goals." Daryanto (2013: 195) explained "the teacher is a professional educator who has a duty, function, and an important role in the intellectual life of the nation," therefore, according to Kurniasih & Sani (2015: 3) "in the world of education the existence and function of the teacher is one of significant factor."

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The Act of Republic of Indonesia No. 14 of 2005 concerning Teachers and Lecturers, in article 10 paragraph 1, mentioned 4 (four) competencies that must be possessed by professional teachers, namely; pedagogic, personality, social, and professional. Comprehensive approach to find out the four teacher competencies is Teacher Performance Assessment regulated in the Minister of State Regulation for Administrative Reform and Bureaucracy Reform (Permenegpan and RB) Number 16 of 2009 concerning Teacher Functional Position and the Credit Score. Andina (2018: 210) emphasized “Teacher Performance Assessment is to measure pedagogical, professional, personality, and social competencies.”

Teacher Performance Assessment policy is very important to be implemented in schools. Sholahudin (2013:140-141) explained “teacher performance evaluation or evaluation is very useful to evaluate the work that has been obtained.” Teacher as a profession in carrying out their duties, functions, and responsibilities must indeed be evaluated or rated its performance. According to Husien (2017:135) “a teacher's performance concerns all teacher activities, to achieve results or goals,” therefore for Asiah (2016:5) “the implementation of Teacher Performance Assessment is not to complicate teachers, but to realize professional teachers.” Saondi & Suherman (2015:3) explained “teachers are required to have performance that is able to realize expectations in fostering students.” Lubis (2007:5) assessed “policy as a set of decisions taken by political actors in order to choose goals and how to achieve goals.” Suharto (2005:7) stated “policy is the principle chosen to direct decision making.”

The implementation of Teacher Performance Assessment policy legally has a strong and systematic foundation because it is regulated starting from Act Number 20 of 2003, Act Number 14 of 2005, to the Regulation of the Minister of Administrative and Bureaucratic Reform Number 16 of 2009. For Ferdinan (2018:132) “the reality of implementation Teacher Performance Assessment policy and teacher performance does not seem to be parallel with Teacher Performance Assessment's mission to improve teacher competency and develop professional performance.” The implementation of Teacher Performance Assessment policy has not been maximally implemented evenly across all education units.

Preliminary study find problems, such as: 1) teacher's pedagogical and professional competencies are still low (65); 2) Teacher Performance Assessment implementation has not been running consistently and continuously; 3) Teacher Performance Assessment follow up is not yet operational in the form of PKB; 4) monitoring and evaluation of the implementation of Teacher Performance Assessment has not been going well; 5) the number of assessors who have been trained and hold certificates is still

limited; and 6) there are negative perceptions among certain teachers and principals that Teacher Performance Assessment is still difficult to do.

Studying Teacher Performance Assessment policy certainly requires policy implementation theory. The Van Meter and Van Horn implementation model is used as a grand theory because substantially, the variables (factors) that exist in the Van Meter and Van Horn model are quite complex so that they are able to reveal all things related to Teacher Performance Assessment implementation. Mulyadi (2016: 73) emphasized that the factors in the Van Meter and Van Horn models are: 1) standard and policy objectives; 2) resources; 3) communication between organizations and strengthening activities; 4) the characteristics of the implementing agent; 5) social, economic and political conditions; and 6) disposition of the implementor.

Ideally all implementors and teachers know the Teacher Performance Assessment targets and standards. The formulation of Teacher Performance Assessment objectives is very clear, namely for the benefit of teachers in the context of increasing competence. Empirical facts in the field are not as easy as imagined because not all teachers realize Teacher Performance Assessment is intended for the benefit of the teacher. Furthermore, resources are one of the factors in Van Meter and Van Horn theory which play an important role in policy implementation. Resources are not only quantity but also quality. Resources consist of fund and human. From the fund side there is no budget so it is difficult to implement Teacher Performance Assessment consistently while from the human side it is related to the problem of competency assessors not evenly distributed.

Communication between organizations and strengthening activities are one of the factors in the Van Meter and Van Horn models. According to Winarno (2007:126-127) there are three important things in policy communication, namely: transmission, consistency, and clarity. Another factor in the Van Meter and Van Horn models is the characteristics of the implementing agent. Implementing agents in Teacher Performance Assessment consist of The Education Office and the school principal. Empirically, it was found that the implementing agent was not yet optimal in implementing Teacher Performance Assessment, even in some implementing agents (the principal) it did not or had not yet implemented Teacher Performance Assessment.

Social, economic and political conditions are factors that also influence the implementation of Teacher Performance Assessment. The harmonious relationship between the principal as an assessor and the teacher (asesi) largely determines the smoothness of Teacher Performance Assessment. The assessor is careful that Teacher Performance Assessment results are not influenced by the social conditions of the teacher and the principal so that they are subjective. Likewise, economic conditions affect the

implementation of Teacher Performance Assessment because Teacher Performance Assessment policy demands Teacher Performance Assessment funding. The political sub-factor also cannot be ignored because according to Haedar (2010:7) “the element that determines the success of Teacher Performance Assessment is the political and administrative process.” For example the mutation of the principal as a policy leader has the potential to influence the implementation of Teacher Performance Assessment. The sixth factor in the Van Meter and Van Horn models is the disposition of the implementor. The implementor's disposition influences the effectiveness of policy implementation. Kadji (2008:44) explains “policy implementers must have a positive attitude to carry out Teacher Performance Assessment policies.”

Based on the background above, the research title was formulated as follows: “Implementation of Teacher Performance Assessment Policy in Increasing Competence of Senior High Schools in Palu.” In 2009 or have not shown maximum results in the context of improving teacher performance?

Starting from the problem question, the formulation of the research problem is as follows: 1) How is the process of implementing Teacher Performance Assessment policy in the Palu Senior High Schools environment evaluated based on the Van Meter and Van Horn models? What is the performance and pedagogical, personality, social, and professional competency of teachers at Senior High School in Palu? Linear with the formulation of the problem, the

objectives of this research are: 1) to analyze the process of Teacher Performance Assessment policy implementation at the Senior High Schools in Palu environment based on the Van Meter and Van Horn models; and 2) to analyze pedagogical, personal, social and professional performance and competence of teachers at Senior High School in Palu.

## The Research Method

### *Type of the Research*

The research used qualitative research. Strauss & Corbin (2009:4) states “the term qualitative research is intended as a type of research which findings are not obtained through statistical procedures or other forms of calculation.”

### *Location and Time of Research*

This research was conducted at Senior High Schools in Palu, Central Sulawesi Province. The high schools level was selected as the research location because Teacher Performance Assessment policy implementation was more intensively carried out in the senior high schools. The time of the research was 6 months, starting in July 2018 until January 2019.

### *Unit of Analysis*

The units of analyses in this research were SMA Negeri 1 Palu, SMA Negeri 2 Palu, and SMA Negeri 9 Palu. The determination of these three schools is based on consideration of school accreditation namely; SMA Negeri 1 Palu accreditation A, SMA Negeri 2 accreditation B, and SMA Negeri 9 Palu also accreditation B (Table 1).

**Table 1:** Number of Informants

No	Institute	Element	Number	Information
1	Education and Culture Office of Central Sulawesi Province	Head of Department	1 person	Key Informant
		School Superintendent	1 person	Informant
2	SMA Negeri 1	Principal	1 person	Informant
		Teacher	3 people	Informant
3	SMA Negeri 2	Principal	1 person	Informant
		Teacher	3 people	Informant
4	SMA Negeri 9	Principal	1 person	Informant
		Teacher	3 people	Informant
Total			14 people	Informant

### Definition of Operational Concepts

1. Policy standards and targets are Teacher Performance Assessment policies aimed at improving teacher performance, which lead to improving the quality of education as a whole.
2. Resources are material and non-material resources, such as funds, professional staff or assessors to support the implementation of teacher performance assessments.
3. Communication between organizations and strengthening activities is involving all organizational structures and structural components related to the implementation of Teacher Performance Assessment policies.
4. Characteristics of implementing agencies are the capacity, characteristics, and capabilities of implementing agents implementing Teacher Performance Assessment policies such as; Service, Principal, and Assessors.
5. Social, economic and political conditions are external factors that influence the mechanism of Teacher Performance Assessment policy implementation.
6. Implementor disposition is the attitude of the implementors ranging from the Department of Education, the head of the field that handles teachers, to the principal and teachers as two actors involved in Teacher Performance Assessment at the education unit level.

### Techniques and Instruments of Data Collection

Data collection techniques must be supported by instruments. The techniques and instruments used in this research are:

#### 1. Interview

Interviews were conducted with teachers, school principals, and supervisors including the head of the Central Sulawesi Province Education and Culture Office as a key informant. In the interview an open attitude is developed so that the informant is free to provide the data needed.

#### 2. Observation

Observation is a systematic observation and recording of the symptoms studied. Observation is not just observing but also records what is observed. Observations used the observation sheet instrument which was focused on the instrument and Teacher Performance Assessment implementation.

#### 3. Documentation

The documentation technique used document recording instruments to obtain information not from various written sources or from documents available to informants, such as Teacher Performance Assessment instruments, Teacher Performance Assessment results, and Teacher Performance Assessment reports. This document also illustrated the competence of teachers that includes pedagogy, personality, social, and professional.

#### 4. Focus Group Discussion

Focus group discussion (FGD) is used as a simultaneous data collection technique as well as crosschecking data that has been obtained through interviews, observation, and documentation.

#### Technique of Data Analysis

The qualitative data analysis technique in the research uses the Miles and Huberman model which was schematically described in Fig. 1

Substantially, data analysis has been started since the data collection was carried out. Continued condensation to check and ensure that the data analyzed is the data needed. Condensation data is a step to capture data as needed. The next stage is the display or presentation of data. Presentation of the data is done in the form of a brief description, an explanation of the relationship between categories, and tables. Based on the results of the display, researchers draw conclusions related to the implementation of PKG and its impact on competence.

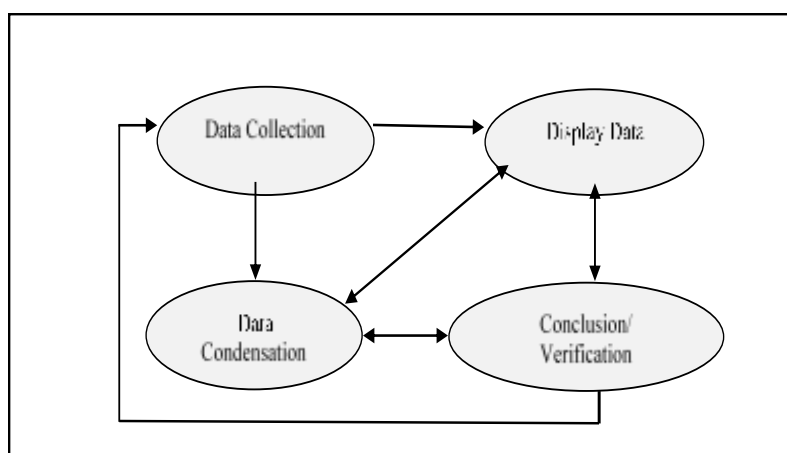


Fig. 1: Component Analysis of Interactive Model Data of Miles & Huberman (2007:20)

## Findings and Discussion

### Findings of Research

#### *Implementation of PKG Policy at Senior High Schools in Palu*

The Van Meter and Van Horn policy implementation model contains 6 factors. The first factor is standards and objectives. Implementors, assessors and assessors must understand Teacher Performance Assessment standards and objectives. The Head of Department and Head of Teachers and Education Personnel of Central Sulawesi Province understand the standards and targets of Teacher Performance Assessment as an effort to foster teacher careers. Likewise, the principals of SMA Negeri 1 Palu and SMA Negeri 2 Palu have understood the standards and targets of Teacher Performance Assessment to take part in a training program that has been followed since 2011. Vice principal of SMA Negeri 2 Palu and SMA Negeri 9 Palu have not participated in Teacher Performance Assessment training but have understood Teacher Performance Assessment through in house training (IHT) which is carried out in each school. Some senior teachers in SMA Negeri 1 Palu have participated in Teacher Performance Assessment training at the central level such as; Anna Sylvia Ibrahim, M. Aqsha Nursal and Mirwan M Datotinggi (Documents in the form of training certificates obtained from informants).

Teacher Performance Assessment implementers and subjects are aware of Teacher Performance Assessment's goals to improve teacher quality because Teacher Performance Assessment is able to take a full picture of the teacher's potential and capability. Through Teacher Performance Assessment, "teachers can develop themselves because the follow-up of Teacher Performance Assessment is continuing to Professional Development (PKB)." (Interview with Zulfikar Is Paudi on January 14<sup>th</sup>, 2019 at SMA Negeri 1 Palu). Some teachers still think that Teacher Performance Assessment is only burdensome teacher, Teacher Performance Assessment is not much different from supervision so Teacher Performance Assessment implementation is more often included in supervision activities." (Interview was with Edy Siswanto at SMA Negeri 2 Palu on January 14<sup>th</sup>, 2019 and Irsan Sukula at SMA Negeri 9 Palu on January 21<sup>st</sup>, 2019). The informant acknowledged "Teacher Performance Assessment policy has not been implemented consistently and systematically, but objectively it has been stated that the implementation of Teacher Performance Assessment policy has been implemented even though it is not yet optimal." (Interview with Drs. H. Irwan Lahace, M.Si on January 10<sup>th</sup>, 2019 at the Office Education and Culture in Central Sulawesi Province).

The resource factor emphasizes two things namely; human resources and physical resources including financial

resources. "Human resources owned by Senior High Schools in Palu to implement the Teacher Performance Assessment in quantity and quality still needs to be improved. In quantity, not all principals and vice-principals and senior teachers have the same and comprehensive knowledge about Teacher Performance Assessment and in quality not all human resources follow the dynamics associated with Teacher Performance Assessment." (Interview was with Anwar Balango on December 10, 2018, at the Office of Education and Culture in Central Sulawesi Province).

Some schools implement solutions to overcome the limitations of human resources who can implement the Teacher Performance Assessment. SMA Negeri 1 Palu conducted training house training. "Principals, vice principals, and teachers who have participated in Teacher Performance Assessment training are allowed to deliver material to other teachers so that understanding of Teacher Performance Assessment is more evenly distributed among teachers and business administration." (Interview was with Mirwan M. Datotinggi was on January 15, 2019, at SMA Negeri 1 Palu). Other resources that cannot be ignored in implementing Teacher Performance Assessment are facilities that can be fulfilled by all schools." (Observations were in SMA Negeri 1 Palu, SMA Negeri 2 Palu, and SMA Negeri 9 Palu in the second week of January 2019).

Communication between organizations and strengthening activities in the implementation of Teacher Performance Assessment involves several parties, for example, the Education Office, school supervisors, and resource persons who generally invite from Educational Quality Assurance Institutions. The form of communication built between Teacher Performance Assessment implementing institutions seems to be an educational unit (school) as the axis because it is indeed the implementation of policies Teacher Performance Assessment is in school. School as the main implementer of Teacher Performance Assessment policy communicates with related parties. Some informants explain "the form of communication carried out is formal and informal. Normal in the form of formal and informal correspondence in the form of direct relationships both face to face and via the media such as mobile phones." (Interview with Mutmainah Kamadze was on January 9, 2019, at SMA Negeri 2 Palu)" There are no significant obstacles in communication with related parties for the smooth implementation of Teacher Performance Assessment policies. "(Interview was with Zulfikar Is Paudi on January 15, 2019, at SMA Negeri 1 Palu, Edy Siswanto at SMA Negeri 2 Palu on January 14, 2019, and Irsan Sukula at SMA Negeri 9 Palu on January 21, 2019).

Hierarchical implementing agent characteristics consist of "The Office of Education and Culture of Central Sulawesi

Province, Areas relating to teachers and education units in the Central Sulawesi Province Office of Education and Culture, and schools.” Among these implementing agencies are other non-structural agents, namely school supervisors and Educational Quality Assurance Institutions. The Education and Culture Office is the “highest agent in implementing Teacher Performance Assessment policies” (Interview was with Drs. H. Irwan Lahace, M.Si on January 10, 2019, at the Office of the Education and Culture Office in Central Sulawesi Province).

SMA in Palu is an implementing agent that has the characteristics as a determinant of successful policy implementation whether or not of Teacher Performance Assessment implementation is determined is an educational unit agent, namely the school. The role of the school as the main agent of Teacher Performance Assessment policy implementation cannot be ignored, especially in terms of “determining who, when, and how to implement Teacher Performance Assessment is technically between assessors who have been determined by the school principal and teachers or assessors whose Teacher Performance Assessment would be assessed.” (Interview was with Mirwan M. Datotnggi on January 15, 2019, at SMA Negeri 1 Palu). Other informants was Sunarto (interview was on 21 January 2019 at SMA Negeri 9 Palu), and Mutmainah Kamadze (Interview on 9 January 2019 in SMA Negeri 2 Palu).

Social, economic and political conditions are one of the factors that are highly emphasized in the Van Meter and Van Horn policy implementation model. Social conditions that can influence the implementation of Teacher Performance Assessment policies according to informants are “for example what happened here (Pen - SMA Negeri 9 Palu), there is the reluctance of teachers to be assessed Teacher Performance Assessment because they feel they do not get attention and proportional assignments. “(Interview was with Irsan Sukula on January 21<sup>st</sup>, 2019, at SMA Negeri 9 Palu). Another social condition that affects the implementation of Teacher Performance Assessment policy is” close relations between one with others, especially between assessors (principals, vice principals, and senior teachers) can influence policy implementation.” (Interview was with Zulfikar Is Paudi on January 15, 2019, at SMA Negeri 1 Palu).

Economic conditions as a subfactor in the model of Teacher Performance Assessment policy implementation have the potential to influence the implementation of Teacher Performance Assessment whether or not Teacher Performance Assessment is carried out is very much determined by economic factors. Economic factors are

correlated with means including finance. “The smooth and successful implementation of a program including Teacher Performance Assessment is not solely determined by economic factors especially the funding, but without finances, it will affect the smooth running of Teacher Performance Assessment activities.” (Interview was with Zulfikar Is Paudi on January 15, 2019, at SMA Negeri 1 Palu).

Political factors find that “political factors have diverse dimensions such as; the local political situation, the dynamics of relations between school residents but nuanced politics, and government policies in the context of the position of the principal.” (Observations were in SMA Negeri 1 Palu, SMA Negeri 2 Palu, and SMA Negeri 3 Palu at different periods as stated in the data in the observation table).

The implementor disposition is the last factor in the Van Meter and Van Horn policy implementation model which is used as a reference for photographing the implementation of Teacher Performance Assessment policy data in Palu City High School. Hierarchically the head of the Office of Education and Culture of Central Sulawesi Province is indeed the main implementor in the implementation of Teacher Performance Assessment policies, but the arena for the implementation of these policies is in schools so that the principal is practically more dominant as an implementor while the Education Office is more positioned as a coordinating implementor.

### ***Teacher Performance and Competence of Palu City High School***

Teacher performance and competence in the context of Teacher Performance Assessment can be seen in 4 competencies and 14 dimensions. Pedagogical competence consists of; 1) Mastering the characteristics of students; 2) Mastering learning theories and principles of learning that educate; 3) Curriculum development; 4) educational learning activities; 5) Development of students' potential; 6) Communication with students, and 7) Assessment and evaluation. Personality competence consists of; 8) Acting following national religious, legal, social and cultural norms; 9) Showing a mature and exemplary person; and 10) Work Ethic, high responsibility, pride in being a teacher. Social competence includes dimensions; 11) be inclusive, act objectively, and not discriminate; and 12) Communication with fellow teachers, education personnel, parents, students, and the community. Professional competence consists of dimensions; 13) Mastery of material, structure, concepts, and scientific mindset that supports the subjects being taught; and 14) Develop Professionalism through reflective actions.



**Table 2:** Teacher Performance Assessment Results of Teachers of SMAN 1 Palu, SMAN 2 Palu, and SMAN 9 Palu

NO.	SUBJECT	COMPETENCE / DIMENSION / SCORE													
		PEDAGOGIC							PERSONALITY			SOCIAL		PROFESSION	
		1	2	3	4	5	6	7	8	9	10	11	12	13	14
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
1	A	1	2	1	1	1	1	1	2	2	2	4	2	2	2
2	B	1	1	1	2	1	1	1	3	3	3	2	3	4	1
3	C	1	2	1	2	2	2	2	4	4	4	3	2	3	1
4	D	2	1	1	1	2	2	2	4	4	4	4	3	4	1
5	E	1	1	3	1	1	1	1	3	3	3	3	1	3	3
6	F	1	1	1	1	1	2	2	4	4	4	4	2	4	3
7	G	1	1	1	1	1	2	2	4	4	4	3	3	3	1
8	H	3	1	1	1	3	1	1	3	3	3	4	1	4	1
9	I	1	2	1	3	1	2	2	4	4	4	3	2	3	2
10	J	2	3	1	1	1	2	2	4	4	4	4	4	4	2
11	K	1	3	1	1	1	1	1	4	4	4	2	1	3	2
12	L	1	1	1	1	1	1	1	3	3	3	3	3	3	3
13	M	1	2	3	1	1	1	1	4	4	4	4	4	3	3
14	N	1	1	1	1	1	1	1	4	4	4	3	1	4	2
15	O	1	4	1	1	1	1	1	4	4	4	2	4	3	3
16	P	3	2	1	1	3	1	1	3	3	3	4	3	3	3
17	Q	1	1	1	3	1	1	1	4	4	4	4	1	3	2
18	R	1	1	3	1	1	3	3	4	4	4	3	4	3	3
19	S	1	1	1	1	1	1	1	4	4	4	4	3	3	4
20	T	4	1	3	1	1	3	3	4	4	4	4	3	4	2
21	U	1	3	1	1	1	1	1	3	3	3	2	3	3	4
22	V	1	1	3	1	3	3	3	4	4	4	3	4	3	2
23	W	1	1	1	1	1	1	1	4	4	4	4	4	3	4
24	X	1	2	1	3	1	1	1	4	4	4	1	2	3	2
25	Y	1	1	1	1	1	3	2	3	3	3	3	3	1	4
26	Z	3	1	1	1	1	1	2	4	4	4	3	3	1	2
27	AA	1	1	3	1	1	1	1	3	3	3	4	3	3	4
28	BB	1	1	1	1	1	3	3	4	4	4	3	3	3	2
29	CC	1	1	1	1	1	1	1	4	4	4	3	3	4	1
30	DD	1	1	1	1	3	1	1	4	4	4	2	2	4	3
31	EE	1	3	1	1	1	1	1	3	3	3	3	3	4	1
32	FF	1	1	1	3	1	2	3	4	4	4	1	3	3	1
33	GG	1	1	1	1	3	2	3	4	4	4	3	3	4	1
34	HH	3	1	1	1	1	1	1	3	3	3	3	3	4	2
35	II	1	1	3	1	1	1	1	3	3	3	2	2	3	2
36	JJ	1	1	1	3	1	1	1	4	4	4	3	4	3	1
37	KK	1	1	1	1	1	1	1	3	3	3	3	3	4	3
38	LL	1	1	3	1	3	3	3	1	1	1	3	4	4	4
39	MM	1	3	1	1	1	1	1	1	1	1	1	4	3	4
40	NN	2	1	3	1	3	1	3	3	3	3	2	3	3	4
41	OO	1	1	1	3	1	3	1	4	4	4	2	3	3	1
42	PP	1	1	1	1	1	1	1	4	4	4	3	2	4	1
43	QQ	1	1	1	1	1	1	1	4	4	4	3	4	3	1
44	RR	1	3	1	1	1	1	1	3	4	3	4	3	3	1
45	SS	3	1	1	1	3	1	3	4	4	4	3	4	3	3
46	TT	1	1	1	1	1	1	1	4	4	4	4	3	4	1
47	UU	1	1	1	1	1	1	1	3	4	3	3	3	4	1
48	VV	1	1	1	1	3	1	3	3	4	3	4	4	3	3
49	WW	2	2	1	3	2	3	3	4	4	4	3	3	3	3
50	XX	3	1	1	1	1	1	1	4	4	4	4	3	4	3
Total		69	71	71	66	71	74	80	176	179	176	152	144	163	113
Average		1.38	1.42	1.46	1.32	1.42	1.48	1.60	3.52	3.58	3.52	3.04	2.88	3.26	2.66
Category		K	K	K	K	K	C	C	B	SB	B	B	B	B	C

Source: Documents for SMAN 1, 2 and 9 Palu – 2019



The data shown in Table 2 is intended to answer the second problem in the research. Based on these data it can be seen that pedagogical competencies have 7 dimensions. Dimensions 1 through dimension 5 get less predicate while dimensions 6 and 7 get sufficient assessment. Personality competency has 3 dimensions and overall gets a predicate very good. Social competence consists of 2 dimensions, namely dimensions 11 and 12, get a good predicate. Professional competence or teacher scientific competence consists of 2 dimensions, namely dimension 13 gets a good predicate and dimension 14 gets a pretty good predicate. Based on the overall analysis, it can be stated that the Teacher Performance Assessment results of Palu Senior High Schools teachers.

## Discussion

### *Implementation of Teacher Performance Assessment Policy in Palu City High School*

The Van Meter and Van Horn models assume that policy implementation runs linearly with political decisions, implementation, and public policy performance. Dwidjowijoto (2002) defines "implementation as an effort to carry out policy decisions." Salusu (2003) understands "implementation as the operationalization of various activities to achieve certain target and touches all levels of management starting from top management to the lowest employees." Based on data that has been presented, in detail further discussed the factors implementing the public policy of the Van Meter and Van Horn models as follows:

#### *1. Teacher Performance Assessment Standards and objectives*

Agustino (2006) stated "measuring performance (competence) of policy implementation refers to certain standards and targets that must be achieved by policy implementers. Teacher Performance Assessment standards and objectives are known to some implementors, especially school principals through workshops and Teacher Performance Assessment or IHT training. Understanding and knowledge of some implementors and target teachers, not just being in the realm of standards and targets but up to the level of instrument review. Understanding leads to the emergence of recommendations for the development and improvement of teacher quality through the formulation of programs in PKB. Through Teacher Performance Assessment, implementors formulate PKB oriented to the development of teacher competencies through IHT, workshops and training on learning theory, understanding student characteristics, assessment, and evaluation to curriculum development.

#### *2. Teacher Performance Assessment Resources*

The implementation of policies needs to be supported by human resources and material resources. The most important human resources in the implementation of Teacher Performance Assessment policies are the principal

because the school principal also acts as a policy implementor and assessor. Most of the human resources are competent to carry out Teacher Performance Assessment policies. Some schools develop and socialize Teacher Performance Assessment among teachers in the form of IHT in collaboration with Educational Quality Assurance Institutions and the Office of Education and Culture of Central Sulawesi Province. Resources also relate to facilities such as space and stationery. Sarana in the form of Teacher Performance Assessment secretariat is available especially in schools that have a number of classes less than the number of classes such as in SMA Negeri 9 Palu, there are 2 excess classrooms that are used as rooms of teacher performance assessment. The problem of resources in the implementation of teacher performance assessment in SMA Palu City is more on the limited funds so that the consistency of implementation of teacher performance assessment cannot be maintained.

#### *3. Communication between the Organizations of Teacher Performance Assessment*

Policy implementation needs to be supported by good relations between related institutions in the form of communication and coordination. Forms of communication between implementing institutions of teacher performance assessment is to position schools as the axis of communication and coordination. This fact is a field finding that the location or locus of policy implementation plays an important role in implementation of teacher performance assessment so that schools develop formal and informal forms of communication and vertical and horizontal communication. Structurally, the strategic role is carried out by the Department of Education and Culture of Central Sulawesi Province, but the fact is that schools are more dominant because top down policy are not accompanied by funding, then the policy center will take a role.

#### *4. Characteristics of Implementing Agents of Teacher Performance Assessment*

Implementing agents have different characteristics and potential roles. The Department of The Education and Culture is the highest agent in the implementation of teacher performance assessment policy, but the field finding shows that the strategic role of the highest structure is taken over by the epicenter where the policy is implemented. The Department of Education and Culture ultimately has a more coordinating and motivating role, easier to do through various opening activities carried out by the Department of Education and Culture, such as the activities of the School Principal Strengthening and Curriculum Training 2013. This can be understood because of financial factors, there is no budget that accompanies of teacher performance assessment policy so that the policy implementation initiative shifts to school.

### **5. Social, Political and Economic Environmental Conditions**

There are three aspects covered by social, economic and political environmental factors. Based on intensive studies, several social conditions are found that affect the implementation of teacher performance assessment policy such as; social relations between school residents experience disturbances due to various things such as the distribution of tasks that are considered disproportionate. Other social conditions that effect the implementation of teacher performance assessment policy are the teacher relation who are very familiar with assessors (principals, vice principals, and senior teachers) affect the implementation of policy including the relationship between husband and wife (assessors and assessments) who are in one school, such as in SMA Negeri 1 Palu.

Economic condition is also considered as a potential element that effect the implementation of teacher performance assessment policy, especially related to funding, while political condition is also a factor in the Van Meter and Van Horn models which theoretically have the potential to affect the implementation of teacher performance assessment policy. The facts found in the field, political condition such as the Department of Education and Culture Central Sulawesi Province to implement a policy of exchanging principals from one region to another, affected the psychology of principals in Palu City.

### **6. Disposition of the Implementor**

All principals as implementors have a positive attitude to teacher performance assessment. No school principal is apathetic let alone rejects teacher performance assessment policy. The policy of teacher performance assessment did not get a negative reaction from the main implementor at the school level, namely the principal, but differed from one another. SMA Negeri 1 Palu showed a high response to implementing the teacher performance assessment policy, as evidenced by the implementation of IHT to provide teachers with a comprehensive understanding of the teacher performance assessment policy.

It was further emphasized that: 1) The effectiveness of the implementation of top-down policies in education such as teacher performance assessment, demanded that the highest implementor be in the education service; 2) Department of Education and Culture of Central Sulawesi as the highest institution in implementing the teacher performance assessment policy functions as a motivator; 3) Schools play an important role over other agencies because the Department of Education and Culture of Central Sulawesi Province functions more as a motivator; 4) The Van Meter and Van Horn models cannot universally dissect policy relating to education if they are not accompanied by a psychological dimension; 5). The 6 factors in the Van Meter and Van Horn policy models, resource factors in the form

of funds or economic (financial) factors have not been implemented while political factors are not seen in the implementation of teacher performance assessment policy in SMA Palu City.

### **Performance and Competence of Teacher in SMA Palu City**

The performance and competence of teacher include; personality, social, pedagogy, and professional. Based on the results of teacher performance assessment, the personality competencies of high school teachers in Palu city is considered good. Asmara (2015:21) emphasizes the teacher's personal competency is the teacher's own behavioral competency that has noble values so that it radiates in daily behavior day. Field findings are in line with research findings by Darojah and Hadijah (2016) who concluded "teacher personality competence has a significant impact on student learning motivation, so it is concluded that the higher the teacher's personality competency, the higher the student's motivation to learn."

Teacher social competency is considered good according to the results of implementation of teacher performance assessment policy. According to Priansa (2017) social competence includes; "Acting objectively and not discriminating, communicating effectively and empathically, adapting to the environment, communicating with various parties." The social competencies of High School teachers Palu City which are considered good include being inclusive, acting objectively, and not discriminating and being able to communicate with fellow teachers, education staff, parents, students, and the community. This finding is in line with the research findings of M. Hasbi Ashsiddiqi (2012) that "the social competence of teachers is needed so that teachers become role models for students in developing personal students who have a conscience, care and empathy for others."

Professional competence related to: 1) mastery of material, structure, concepts, and scientific mindset that supports the subjects being taught; and 2) take reflective actions. Mastery of material, structure, concepts, and scientific mindset that supports subjects that are taught quite well. The majority of teachers teach according to the scientific background they have. Drajat & Efendi (2014) state "professional competence is the ability of a teacher in mastering the material widely and in-depth related to the scientific field that is the teacher's specialty". The dimension of reflective action is considered to be lacking. The reflective action referred to conduct classroom action research. Widayati (2008) states" by conducting classroom action research, the teacher is able to improve the learning process".

Pedagogical competence is the most complex competency compared to other competencies. Asmara (2015) states "pedagogical competence is one type of competency that is

absolutely mastered by teachers." It is unfortunate that the pedagogical dimension of high school teachers in Palu city is still weak, even though the findings of Andini and Supardi (2018) state that "pedagogical competence of teachers has a positive effect on effectiveness of learning."

Overall this research found that the competency of Palu city high school teachers was classified into 3 (three) categories, namely; 1) competencies with good and very good predicate; 2) compatibility with sufficient predicate; and 3) competency with less predicate. Good predicate competencies are: a) personality competence with three dimensions, namely acting in accordance with religious, legal, social and national cultural norms; showing a mature and exemplary person; and work ethic, high responsibility, pride in being a teacher; and b) social competence with two dimensions namely; being inclusive, acting objectively, and not being discriminatory; and communicating with fellow teachers, education personnel, parents, students, and the society.

Sufficient predicate competence is professional competence with two dimensions. Dimension of mastery of material, structure, concept, and scientific thought patterns that support subjects that are in the sufficient category while the dimension of developing professionalism through reflective action are categorized as less. The competence of high school teachers of Palu city that are categorized as lacking are pedagogical competence in aspects: mastering the characteristics of students, curriculum development, communication with students, developing the potential of students, and learning activities that educate.

## Conclusion

Based on the research problem, research findings and discussion, it can be concluded that:

1. The process of implementation of teacher performance assessment policy using the Van Meter and Van Horn models with six factors found: a) The standard factor and target of teacher performance assessment policy are understood by some school principals, but there are still principals who have not implemented teacher performance assessment policy consistently and systematically; b) Resource factor include human, facilities and finance. Means and competence of human beings (implementor) have been met while funding has not been met; c) Communication factor between organizations position school as the axis of communication and coordination of teacher performance assessment policy. Forms of communication are formal-informal and vertical-horizontal. The strategic role of the Department of Education and Culture of Central Sulawesi Province, reduced by schools; d) Characteristics of implementing agent of teacher performance

assessment, namely; the Department of Education and Culture of Central Sulawesi Province is the highest agent, but the highest strategic role of the structure is taken over by schools because teacher performance assessment as a central policy is not accompanied by operational funding; e) Social, economic and political environmental factors. Social environmental conditions have an effect in the implementation of teacher performance assessment, such as senior teachers assessed by junior teachers. Economic conditions are one of the factors that strengthen the birth of the school as an implied epicenter policy implementation replaces the role of the Department of Education and Culture. Political factors in the context of regional political nuances such as regional elections, no influence was found in the implementation of teacher performance assessment; and f) the implementor disposition factor or the principal's attitude is to accept the teacher performance assessment. Overall, based on the Van Meter and Van Horn models it is concluded that the funding resources or economic factors have not been implemented effectively while the effect of political factors was not found in this research.

2. The results of teacher performance assessment show that; 1) pedagogical competence in general obtains less title; 2) personality competency gets a very good predicate; 3) social competence gets a good title; and 4) professional competency is considered quite well.

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