

Evaluating Teacher Performance on Teaching, Research and Community Service for Quality Improvement of Vocational Education

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Abstract— Evaluating teacher performance is a crucial element nowadays because of the increasing merit based payment to teacher in higher education. Based on the preliminary observation, the higher education institution implemented several evaluation models when evaluating teacher performance. The models seem overlapping and the results of the evaluation are almost never followed up. The purpose of this study is, to investigate the evaluation system of teacher performance on teaching, research and community service that is used by the vocational education institution (Manado State Polytechnic). Document review is used to investigate the evaluation system of the teacher performance on the above Three Main Activities of Teacher of Higher Education. The review documents are based on the evaluation documents instructed by Ministry of Research Technology and Higher Education to be implemented in each higher education across Indonesia and the evaluation documents created and implemented by Manado State Polytechnic to evaluate its teacher performance. The review documents result in the framework of the evaluation system of teacher performance on teaching, research and community service. The final finding of this study results in a design of the evaluation system of teacher performance that is synergic with the Internal Quality Assurance System of Manado State Polytechnic for the quality improvement of the vocational education.

Keywords— Evaluation System of Teacher Performance, Quality of Vocational Education.

I. INTRODUCTION

BASED on the Indonesia Regulation Act Number 20 Year 2003 [1] about National Education System, Higher Education is categorized into five types, i.e. University, Institute, Advanced School, Polytechnic and Academy. Polytechnic, including Manado State Polytechnic, is one of higher education institution that conducts vocational education in certain specific professionalism to produce professional graduates that are ready to implement their professionalism. The certain specific professionalism at

Manado State Polytechnic consists of Civil Engineering, Electrical Engineering, Mechanical Engineering, Accounting, Business Administration, and Tourism.

As a higher education institution, Manado State Polytechnic must conduct Three Main Activities as an integrated system in conducting the vocational education, such as Teaching, Research, and Community Service. These Three Main Activities must carry out by all teachers as the main tasks and functions. Thus, teachers have important roles in carrying out the higher education activities as mandated by the Indonesia Regulation [1].

Due to the role of teachers are very important in improving the quality of national education. Each higher education institution has to ensure that every lecturer carries out individually their main tasks as professional as possible. Evaluation is the best term to make sure all performance of teachers. Based on the preliminary observation, Manado State Polytechnic implements several evaluation models in conducting the evaluation of teacher performance. The models seem overlapping due to they have been used individually. The purpose of this study is, to investigate the evaluation system of teacher performance on teaching, research and community service that is used by the vocational education institution (Manado State Polytechnic). The investigation is focused on the regulations used by the institution to evaluate the teacher performance.

II. EVALUATING TEACHER PERFORMANCE ON TEACHING, RESEARCH AND COMMUNITY SERVICE

A. Evaluation and Evaluation of Teacher Performance

In higher education, evaluation is a process of assessing the institutions' activities which can be carried out by a person or group of people appointed by the authorities of the educational institution both internal and external [2]. It is a way institutions can improve their conditions [3]. It is also a crucial process for educational institutions in running their programs [4]. Thus, evaluation activities are crucial for a higher education institution because it is through evaluation that an institution might obtain the big picture, as well as the detail, of what is being done by their teachers.

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In higher education, teacher performance can be defined as the results of teacher's works, including Teaching, Research and Community Services [1]. To ensure that all teachers in Higher Education Institutions perform the activities accordingly, an evaluation of teacher performance is highly required.

Nowadays, performance evaluation is not only focusing on teaching but also to other two main areas in higher education, that are research and community services, because these areas are also useful for teaching and learning process [5]. Yet, in many cases in higher education institution, the evaluation of teacher performance mainly focuses on the first work area of teacher that is teaching activity. In many higher education institutions worldwide, a teacher is evaluated by students using student evaluation score [6], [7], [8], [9], [10], [11], [12], [13], [14], and [15]. Based on the literature students only evaluate the teaching performance of teachers. The literature does not mention evaluation in relation to the research and community service activities.

B. Purposes of the Evaluation of Teacher Performance

Every educational institution has its own purposes for carrying out an evaluation. The purpose of an evaluation will determine the activities and instruments used and these may differ from institution to institution depending on their priorities. An institution might conduct an evaluation for reasons of development, improvement, measurement, and judgment [16]. Robson cited in [16], p.6) identified several reasons for conducting an evaluation within an institution, as follows: "to find out client needs; to improve the program, to assess the outcomes of a program, to find out how a program is operating, to assess the efficiency of a program, and to understand how a program works (or does not work)".

Similarly, Chelimsky cited in [16]) stated that there are three main reasons for conducting evaluation in institutions: accountability, development and knowledge. Moreover, an evaluation may be carried out for the purposes of maintaining and improving the quality of educational services [2], and is one way of improving the productivity of universities [17].

Furthermore, the purposes of evaluating teacher performance might also differ from one institution to another. Evaluation of teacher performance can be used for both development and improvement. Some institutions might use evaluation for professional development purposes, to develop a teacher training program or a new course program. Other institutions might carry out an evaluation for the purpose of improvement, such as improving the quality of teaching, or of a program/course, improving learning outcomes, or improving personnel and remuneration issues [13],[15]. Thus, the purposes for the evaluation of teacher performance vary depending on institution needs and preferences. To achieve these purposes, an evaluation has to be carried out by persons who are capable and reliable in providing the necessary information.

III. RESEARCH METHODOLOGY

This research adopts a documentary review/analysis. The document review/analysis is used to investigate the evaluation system of the teacher performance on the Three Main Activities of Teacher of Higher Education. The review documents are based on the evaluation documents mandated by Government of Republic of Indonesia through Ministry of Research Technology and Higher Education to be implemented in each higher education across Indonesia and the evaluation documents created and implemented by Manado State Polytechnic to evaluate its teacher performance. The evaluation document created by Manado State Polytechnic is called The Evaluation of Teaching Performance of Teacher/Lecturer. The documents of evaluation consist of the Indonesian Government Regulation Number 46 Year 2011 about the Assessment of Work Performance of Civil Servant, and the Nation Personnel Body Regulation Number 1 Year 2013 about the Implementation of the Assessment of Work Performance of Civil Servants; Ministry of Nation Workforce Empowerment Number 17 Year 2013 and Number 46 Year 2013 about Academic Lecturer Job and Cumulative Score; Guidance Books for Lecturer Certification 2014; Information system of Lecturer Career Development; and Evaluation of Teacher Performance created by Quality Assurance Unit of Manado State Polytechnic. The following sections are the brief explanation of the documents.

A. Indonesian Government Regulation Number 46 Year 2011 about the Assessment of Work Performance of Civil Servant, and the Head of Nation Personnel Body Regulation Number 1 Year 2013 about the Implementation of the Assessment of Work Performance of Civil Servants

Indonesian Government Regulation Number 46 Year 2011 about the Assessment of Work Performance of Civil Servant contain the rules of how to assess the work performance of all civil servants in Indonesia. In state higher education institutions across the country, teachers and administrative staff are government employees, called civil servants. Thus, the assessment of their work performance must be based on the regulation. The implementation of the regulation is conducted by the Nation Personnel Body. So, in implementing the above regulation, Head of National Personnel Body issued a regulation (Head of Nation Personnel Body Regulation Number 1 Year 2013) about the Implementation of the Assessment of Work Performance. The implementation of the regulation is then begun in 1 January 2014. In summary, according to the above regulations, all civil servants are evaluated using two forms, called Staff's Performance Goal (*Sasaran Kinerja Pegawai - SKP*) and The Checklist of The Assessment of Work Achievement (*Daftar Penilaian Prestasi Kerja Pegawai Negeri Sipil - DP3*). The forms have been programmed and linked one to another. Thus, they cannot be separated when a staff will enter their

data. SKP is forms containing Working Plan and Target of year according to their job descriptions. Meanwhile, the Checklist of the Assessment of Work Achievement (*Daftar Penilaian Prestasi Kerja Pegawai Negeri Sipil - DP3*) contains several criteria to be assessed. The criteria refer to the working behavior of staff, such as Service Orientation, Integrity, Commitment, Discipline, Cooperation, and Leadership. The assessment of leadership is for staff that holds management position. The result of the assessment work achievements are the combination of the evaluation of SKP score (60%) and the evaluation of DP3 score (40%).

Both teachers and administrative staff have to make the SKP at the beginning of a year. At the end of the year, the Head of Working Unit will make assessment to the SKP that is provided by teachers or administrative staff, as well as assessing the elements in DP3. The Head of Working Unit will assess the Target and Realization of the SKP and also assess the criteria in the DP3 using his/her observation notes that he or she makes along one working year.

For teachers, their Working Plan and Target must contain activities including Teaching, Research, and Community Services, as well as other supporting activities out of the Three Main Activities. Scoring given to the detail of each of the above activity is based on the regulation stated in Point B below.

The assessment of teachers' Working Plan and Target is conducted by their Head of Department together with the assessment of the Criteria of Work Achievement. The Head of Department evaluates whether the working targets are achieved or not achieved. After the assessment made, teachers and Head of Department has to sign both SKP and DP3.

The purpose evaluating the work performance based on these regulations is, to ensure the objectivity of the reconstruction of civil servants that is conducted according to the system of work achievement and career system that is focused at the system of work achievement. The following figures are the examples of the SKP and DP3 forms.

Fig. 2. Example of The Assessment of SKP

Fig. 3. Example of DP3 – Page 1

Fig. 4. Example of DP3-Page 2

Fig. 1. Example of SKP

B. Ministry of Nation Employee Empowerment and Bureaucratization Reform Number 17 Year 2013 about Teacher Academic Job and Their Credit Points and Ministry of Nation Employee Empowerment and Bureaucratization Reform Number 46 Year 2013 about the revision of the regulation Number 17 Year 2013.

Different to the previous regulation (Point A), the above regulations are used to evaluate teachers which are only in higher education institutions across the country. These regulations regulate the Functional Job of Teachers and their Credit Points. The Functional Job of Teachers has four levels, including Lecture Assistant (*Asisten Ahli*), Lecturer (*Lektor*), Senior Lecturer (*Lektor Kepala*), and Professor. Following picture is the level of the Functional Job of Teachers.

NO	JABATAN AKADEMIK DOSEN	KUALIFIKASI PENDIDIKAN	BIMBINGAN TUGAS AKHIR		
			Skripsi/Tugas Akhir	Tesis	Disertasi
1	Asisten Ahli	Magister Doktor	M M	- B	- -
2	Lektor	Magister Doktor	M M	- M	- B
3	Lektor Kepala	Magister Doktor	M M	- M	- B/M*
4	Profesor	Doktor	M	M	M**

* = Sebagai penulis pertama pada jurnal ilmiah internasional bereputasi
 ** = Sesuai dengan Pasal 26 ayat 10 (b) Permendikbud Nomor 49 Tahun 2014
 M = Melaksanakan
 B = Membantu

Fig. 5. The Functional Job of Teacher

The criteria of evaluating the teachers' job are focused on the Three Main Activities (Teaching, Research, and Community Services) and other supporting job outside of these main activities. These regulations elaborated the scoring system of the detail of each activity. The evaluation of teacher academic job usually carries out when a teacher propose to improve their level of functional job. To improve the level of functional job, certain Credit Points are required. Scoring for each detail of the criteria has been stated in these regulations. The assessment of the teacher's academic job is carried out by Assessment Team in each Higher Education institution from Assistant Level to Lecturer Level whereas from Senior Lecturer to Professor, the assessment is carried out by the Assessment Team appointed by Directorate General of Higher Education (DGHE). The decision of the job improvement is made by the authority of DGHE.

C. Guidance Books of Teacher Certification in Higher Education

A teacher in higher education is called as a professional teacher and scientist that have a main duty to transform, develop, and spread out the knowledge, technology and arts through teaching, research and community services [1]. To

ensure that the teacher has become a professional teacher and scientist, the teacher has to be certified. Thus, the purpose of the teacher certification is to provide a certificate to a qualified teacher in higher education. The impact of that certification is a potential salary increase for the teacher. As a result of this improvement, it is expected that teachers are willing to sustainably improve their professionalism.

The certification process has to follow three guidance books of teacher certification. Those are (1) Guidance Book for the Purpose of Evaluation; (2) Guidance Book for the Components of Evaluation; and (3) Guidance Book for Process of Evaluation.

According to these guidance books, a teacher who proposes for certification has to prepare all documents and evidence that he or she has performed his/her job in relation to Teaching, Research, and Community Services, and other supporting activities. The teacher will also evaluate by the Head of Department, three peers, and five students in his/her department through online teacher certification system. The teacher herself/himself has to make self-evaluation. The evaluation made by the Head of Department, peers, students, and the self-evaluation together with the documents and evidence become one portfolio, in which they are sent online to the external assessor to be assessed.

D. Letter from DGHE about Information System of Developing Teacher Career (Sistem Informasi Pengembangan Karir Dosen-SIPKD).

The information system is established by the Directorate General of Higher Education (DGHE) to monitor and evaluate the performance of teacher in higher education in terms of Teaching, Research and Community Services activities.

This system is teacher's self-evaluated system, because it is the responsibility of all teachers in higher education to entry their documents and evidence of their working achievements in the area of teaching research and community services as well as other supporting activities. The Head of Department and Top Management do not directly monitor and evaluate what kind of data the teachers enter to the system. The implementation of the SIPKD is closely related to the budget allocation for teacher remuneration, the decision of the job improvement and other allocated budget from DGHE.

E. Teacher Performance Evaluation from Quality Assurance Unit of Manado State Polytechnic

Teacher Performance Evaluation is a document issued by the Quality Assurance Unit of Manado State Polytechnic. Teacher is evaluated by students using the form every semester after the whole process of teaching and learning processes end. The document analysis showed that students evaluated their teachers in relation to the activity of teaching and learning during their interaction with their teachers.

From the above explanation, it can be inference that there are five evaluation models that are used to evaluate the performance of teachers in Manado State Polytechnic. For

the first four documents, the evaluation of teacher performance is carried out to evaluate the Three Main Activities (Teaching, Research, and Community Services) and other supporting activities whereas the last evaluation document is only used to evaluate the teaching performance of teacher. The study found that each evaluation document has created its own system and it is a stand-alone system and therefore, it works individually.

IV. DISCUSSION

The purpose of this study is, to investigate the evaluation system of teacher performance on teaching, research and community service conducting in Manado State Polytechnic to improve the quality of education. From the document analysis, the study found that teachers in higher education are evaluated with five documents evaluation. Each document is a stand-alone document evaluation, because it is used according to the each purpose. However, the targeted criteria to be assessed are all the same, except the document issued by the Quality Assurance Unit. The evaluation document published by The Quality Assurance Unit is only focused on evaluating teaching performance of teachers. It is found that students are involved in assessing teaching performance of teacher. Most literature supported the present study in terms of the evaluation document published by the Quality Assurance Unit of Manado State Polytechnic [6], [7], [8], [9], [10], [11], [12], [13], [14], [15]. However, only a few literatures support the evaluation of teacher performance that refers to the government regulation. Higher Education Authority [5] confirms that the evaluation performance for the three missions of the higher educations has to conduct due to the important of research and community services to teaching.[5]

V. CONCLUSION

This study investigates the evaluation system of teacher performance on teaching, research and community service implementing in Manado State Polytechnic. The study explores the evaluation system of teacher performance on the three area using document analysis to several documents of evaluation implemented in the higher education institution.

The result indicates that the evaluation system in this institution is not an integrated system. There are several evaluations system applied and each evaluation system is a stand-alone system. But in fact, the criteria evaluated are mostly the same. Perhaps, this happened because the evaluators for each document evaluation are different. Therefore, it is highly needed a design system of teacher performance evaluation that might be synergic the forms of evaluation in institutional level. This system might be benefit to all parties including teachers as the assessee, Head of Department/Assessor Team as the evaluator, and Head of Institution as the decision maker.

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