


Government Direction on the Vocational School's Performance Evaluation in Indonesia and Malaysia: Some Notes from Islamic Education's Perspective

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Abstract

The vocational high school principal is a determining factor for the progress or failure of a school. Therefore, the principal's performance evaluation must be optimal. This study explores the government direction on this performance evaluation in two neighboring countries: Indonesia and Malaysia. The research method uses a qualitative approach, by interviewing both school supervisors and principals, and analyzing documents. The steps are 1) collection of resources through multi techniques; 2) reducing data with the aim of simplifying and categorizing data; 3) presenting data in the form of qualitative descriptions; 4) drawing conclusions and 5) compiling research reports and formulate comparative research findings. For Indonesia, once a year, the School Supervisor and a

team from the Education Office in Indonesia are responsible for carrying out the review of the performance of the principals of vocational schools. The current evaluation of the principal of a vocational high school in Malaysia is a component of the overall review of the school's performance. Standard of Educational Quality in Malaysia is the name given to this evaluation, and it has been in effect since 2017. Standard 1 Kepemimpin is the most important benchmark to consider in relation to principal performance (Leadership). The performance evaluation in Indonesia seems still separated from school performance evaluation or accreditation. Although each evaluation scheme has its own format and purposes, the implementation could be made in such a concurrent time. Meanwhile in Malaysia, the principal performance is likely one of the evaluated aspects in the school performance evaluation (SKPM), especially Standard 1 Kepemimpinan (leadership) and Standard 2 Pengurusan Organisasi (organization management).

Keywords: Indonesia; Islamic Education; Malaysia Performance Evaluation; School Principal; Vocational High School

INTRODUCTION

Background

The success of education in school institutions can be measured by the achievement of the level of educational productivity. Firstly, it should be effective, indicated by a lot of input and its equitability, qualified independent graduates, and useful gained-knowledge. Second, it should be efficient, indicated by efficient time usage with relatively low cost, high ethos and motivation to learn, get the trust of various parties, as well as affordable educational services by all groups of people (I. Davies et al., 2017; Engkoswara, 2001, p. 3; Gaol, 2020; Maisaro et al., 2018; Richter & Schneider, 2021).

Education in Indonesia is organized through three channels, namely: formal, non-formal, and informal education. Formal education is a structured and tiered education pathway consisting of basic education, secondary education, and higher education. Non-formal education is an education channel outside of formal education that can be implemented in a structured and tiered way. Informal education is the path of family and environmental education (Raharjo, 2012). The improvement of the quality of Indonesian education is

clearer with the holding of the national education system. If each education unit can exceed national education standards, the quality of the education unit can be declared high. Various policies to encourage the improvement of the quality of education have been formulated and implemented, hopefully the quality of education will gradually improve. One component of achieving school quality is the strategic role of supervisors. Quality is not only the main focus in the business field, but also in other fields such as education (S. Davies et al., 2017).

One factor that determines the quality of education is the teacher. The teacher has a good performance if the principal's performance is also good. The teacher is one of the determining factors because it is programmed to interact with students in the learning process. The quality of teachers is increasingly declining to become an educational problem. The fact shows that for more than two decades, the work of teachers is no longer interesting, so that only selected by those who have no other choice. However, it must be admitted that not all teachers are like that. There are still many teachers who dedicate themselves in this field of education because they truly realize the importance of education and the important role of teachers in fostering the next generation that will determine the fate of the nation in the future. However, the reality still remains indisputable, that being a teacher is not the first choice of the nation's generation (Herlina et al., 2020; Putri, 2020; Rahayu, 2015).

Efforts to make the teaching position as a professional position have been carried out since 1977. However, it was only about 28 years later that there began to be signs that the professionalization of the teaching position would be realized with the issuance of Law No. 20 of 2003 concerning the National Education System, RI Law Number 14 of 2005 concerning Teachers and Lecturers, and Government Regulation Number 19 of 2005 concerning National Education Standards which mandates that teachers are required to have

minimum S1/D4 academic qualifications, competencies, and educator certificates . In connection with this matter, the Minister of National Education stipulates 1) Regulation Number 18 of 2007 concerning Certification for Teachers in Position through Portfolio Assessment, 2) Regulation Number 40 of 2007 concerning Certification for Teachers in Position through Education Pathways. However, there is still much that needs to be worked on to achieve these promises, namely realizing the professionalization of the teacher's position.

A good principal's performance will have an impact on the performance of good teachers as well as in implementing learning. To assess the real leadership learning of school principals, it is urgent to conduct an assessment development research to assess it as an effort to improve teacher performance. Because one factor that affects the quality of learning is the teacher variable. Among the various inputs that determined the quality of education (indicated by student achievement) in the developing world was determined by the teacher (Baker et al., 2002; Chmielewski, 2019; Heyneman & Loxley, 1982, 1983; Kim et al., 2019). As a leader, the principal is one of the determining factors that can encourage schools to realize their vision, mission, goals and targets through a variety of programs implemented in a planned manner. The principal's role is responsible for organizing educational activities, school administration, fostering education personnel and the utilization and maintenance of infrastructure.

The implementation of educational autonomy also requires changes in the supervision system that not only carries out the supervisory function but also fosters the function of organizing education. Supervision and guidance of education both at the level of educational institutions and management bureaucracy. Supervision and coaching as part of management must be able to run in balance with other management functions in order to achieve an optimal increase in the performance of education providers. The

implementation of regional autonomy has implications for the demands of implementing a more professional, objective, honest and transparent evaluation process as a series of school supervision and guidance in the context of improving the quality of education ([Andrea, 2022](#); [Kuswandi, 2011](#); [Mukhsin, 2019](#)).

The process of evaluating all aspects of education must be directed at efforts to ensure the implementation of quality education services and empower those who are evaluated so as to produce education graduates in accordance with established standards. This means that the party being evaluated, whether it is the education administrator, the school principal, the teacher, or the student will feel that the evaluation activity helps to recognize the various strengths and weaknesses, as well as providing clear directions carried out to achieve better quality. Therefore, the evaluation must be carried out continuously, comprehensively, and transparently and motivate students and education managers to continuously work to improve the quality of learning and education activities ([Ginsberg & Thompson, 1992](#); [Glasman, 1986](#); [Hallinger & Murphy, 1985](#); [Vernez et al., 2016](#)). In connection with the evaluation principle above, to maintain the comparability and recognition of the quality of inputs, processes and results of each educational institution it is necessary to assess school performance. The school performance evaluation process is carried out regularly and openly with the aim of helping and empowering schools to be able to develop their resources in achieving educational goals ([Djuhartono et al., 2021](#); [Nuchron et al., 2013](#); [Triwiyanto, 2015](#); [Yetri, 2015](#)).

Indonesia government Regulation Number 17 of 2010 concerning Management and Implementation of Education explains that Vocational High School (SMK), it is a level of formal education unit that organizes vocational education at secondary education level as a continuation of junior high schools, MTs, or other equivalent level.

In educational research, SMK is one of the areas of educational studies. Vocational Schools have many expertise programs. It is to adjust for the needs of the available workforce. The expertise program at the Vocational School level also adjusts to the demands of society and market. Vocational education is secondary education that prepares students to ready work in certain fields ([Hasriadi & Sudirman, 2021](#); [Husein, 2019](#); [Jemorang et al., 2021](#); [Rokhani & Purnami, 2021](#)).

Progress or failure of vocational schools depends on the loyalty, integrity, and responsibility of all school components towards improving school quality. The principal as a leader certainly has a big role and responsibility in managing all resources to improve the quality of education at the school unit level ([Iskandar, 2013](#); [Mahardhani, 2016](#); [Setiyati, 2014](#)). The hope is match between *das sein* and *das sollen*, a situation is currently in accordance with the expected state. In its implementation, the quality of Vocational Schools in Indonesia and Malaysia has many variations, ranging from superior status to not accredited. This reality shows that comprehensive improvement is needed, including the principal as a component in the vocational education process.

The government's role in managing Islamic education is vital in ensuring the healthy growth and development of the Muslim education system ([Anwar & Marlina, 2019](#); [Hidayat, 2015](#)). First of all, the government has the responsibility to provide adequate infrastructure for Islamic education, including the establishment of Islamic schools, training of religious teachers, and development of curricula in accordance with Islamic values. By facilitating easier access to Islamic education, the government helps ensure that Muslim communities have equal access to education that aligns with their beliefs and values ([Hasibuan & Rahmawati, 2022](#); [Yaqin, 2016](#)).

In addition, the government also has an important role in supervising and regulating Islamic educational institutions to ensure

that educational standards set by religion and the state are met. This includes monitoring the qualifications of religious teachers, the validity of the curriculum taught, and the quality of education provided to students. In this way, the government can ensure that Islamic education not only teaches religious values, but also provides quality and relevant education to prepare students to become contributing members of society (Ahmad, 2021; Fiandi, 2023; Hermawan, 2021; Rahmat, 2023).

Apart from that, the government is also responsible for promoting tolerance and inclusiveness in Islamic education. In a multicultural society, it is important for the government to support education that respects and accommodates cultural, religious and ethnic diversity. This includes ensuring that Islamic education not only serves the Muslim community, but also opens up to accept students from different backgrounds without discrimination (Najah, 2022; Wesnedi et al., 2021; Yanuarti et al., 2020).

Lastly, the government has the responsibility to develop public policies that support growth and innovation in Islamic education. This includes adequate budget allocation for Islamic education, incentives for the establishment of quality Islamic schools, and support for research and development in the field of religious education. In this way, the government can play a proactive role in strengthening the Islamic education system and improving the quality of education for future generations of Muslims (Limbong, 2021; Munir, 2013; Nurhayati et al., 2022).

Educational supervision in Islam is a concept that is rich in meaning and implications for the development of the Muslim education system. This concept emphasizes the importance of supervision and guidance of the educational process to ensure that learning is carried out in accordance with established Islamic principles (Sarkati, 2019; Supriadi, 2019). First of all, educational

supervision in Islam emphasizes the importance of moral integrity in teaching and learning. This includes aspects such as honesty, fairness, and loyalty in the educational process. In this context, educational supervisors are responsible for ensuring that educators and students adhere to Islamic values in every aspect of their life at school (Ilham, 2017; Ramadina, 2021).

Apart from that, educational supervision in Islam also highlights the importance of developing good character and morals in education. Education supervisors must ensure that not only academic knowledge is taught, but also Islamic moral and ethical values are emphasized and implemented in students' daily lives. This is in line with Islamic teachings which emphasize the importance of being a morally good individual and behaving nobly in society (Julaeha, 2019; Metarum & Majid, 2021).

In addition, educational supervision in Islam also involves supervision of the curriculum and teaching methods used in Muslim educational institutions. Education supervisors need to ensure that the curriculum taught is in accordance with Islamic principles and provides a comprehensive understanding of religious teachings as well as general knowledge. The teaching methods used must also promote active student participation and learning based on understanding and reflection (Chudzaifah, 2019; Milasari et al., 2021; Turmidzi, 2021).

Finally, educational supervision in Islam also includes aspects of assessment and evaluation of educator performance and the overall educational process. Education supervisors need to carry out objective evaluations to ensure that the educational standards set by Islam are achieved well. This evaluation must also provide constructive feedback to educators to continue to improve the quality of teaching and learning in Islamic educational institutions. Thus, educational supervision in Islam plays a key role in ensuring that education is

carried out in accordance with religious principles and contributes to the formation of knowledgeable, moral and competitive Muslim individuals (Bakar, 2011; Hannum, 2021; Ma'sum et al., 2022; Rohmat, 2015).

Objectives

This study focuses on comparing the performance evaluation models of vocational school principals in Indonesia and Malaysia. In many relationships, Indonesia and Malaysia have almost the same history and educational philosophy. Therefore, this research study focuses on the direction of each government on the vocational school principal's performance evaluation. The results of this study are expected to be an important input for Indonesia and Malaysia regarding the government direction. Thus, this paper aims to analyze the direction of Indonesian and Malaysian Governments on the vocational school principal's performance evaluation and to analyze the lessons learned from the policy direction in both countries.

METHODS

Study Design

This study used a flexible design to deal with the possibilities that can arise, but the actual conditions of those possibilities cannot be predicted beforehand. This design is a plan to anticipate the possibilities that can occur in its implementation. There are several elements that need attention when formulating the design: 1) determining the focus of the study, 2) determining the accuracy of the paradigm in its focus, 3) determining the application of the study paradigm to the chosen substantive theory, 4) determining where and from whom data will be collected, 5) determination of successive phases of research, 6) use of "human instrumentation", 7) data

collection and recording, 8) cultivation of analysis, 9) logistical planning, and 10) degree of trust planning.

Settings

The research contexts were the current direction of the Government of Indonesia and the Government of Malaysia on the vocational school principal's performance evaluation in each country. This research was carried out in the city of Yogyakarta, Special Region Yogyakarta, Indonesia, where the authors conducting field research in Sekolah Menengah Kejuruan (SMK) (vocational high schools), and the Dinas Pendidikan, Pemuda, dan Olahraga Daerah Istimewa Yogyakarta (the provincial authority for Education, Youth, and Sports) in Yogyakarta, Indonesia. Meanwhile, the data related on the government policy direction in Malaysia was gathered by conducting document analysis.

Research Approach

The implemented research method was qualitative research. It revealed various qualitative information with careful and meaningful analysis and description (Sugiyono, 2013). The research strategy used a hermeneutic approach with a type of systemic study of the symptoms found in the field both qualitatively and quantitatively related to the existence of the government direction on the vocational school principal's performance appraisal in Indonesia and Malaysia.

Data Collection

The data collection techniques were interview to vocational school supervisors from the provincial education office and the school principals; observation and documentation; and document analysis. It is starting from the development of instruments interview, observation and documentation control instruments, initial research seminars, data collection, data analysis, preparation of research

reports, research seminars to the preparation of articles to be submitted to journals internationally reputed. The instruments include a narrative form about the reality of the performance appraisal model of vocational school principals. The techniques were used to reveal policy direction on vocational high school principals' performance evaluation that are currently progress.

Table 1

Research Informants with Position and Office

| No. | Initials Name | Position and Office |
|-----|---------------|---|
| 1 | DW | Head of the Provincial Office of Education, Youth, and Sports - The Special Region of Yogyakarta, Indonesia |
| 2 | SHT | School Supervisor - The Secondary Education Office of Yogyakarta Municipality, Indonesia |
| 3 | NLM | School Supervisor - The Secondary Education Office of Yogyakarta Municipality, Indonesia |
| 4 | ST | School Supervisor - The Secondary Education Office of Yogyakarta Municipality, Indonesia |
| 5 | PYT | School Supervisor - The Secondary Education Office of Yogyakarta Municipality, Indonesia |
| 6 | BS | School Supervisor - The Secondary Education Office of Yogyakarta Municipality, Indonesia |
| 7 | RSJ | School Supervisor - The Secondary Education Office of Yogyakarta Municipality, Indonesia |
| 8 | STR | School Supervisor - The Secondary Education Office of Yogyakarta Municipality, Indonesia |
| 9 | N/A | Principal of SMK Muhammadiyah 3 Yogyakarta, Indonesia |
| 10 | WDS | Principal of SMK Muhammadiyah 1 Yogyakarta, Indonesia |
| 11 | KNC | Principal of SMK Berbudi Yogyakarta, Indonesia |
| 12 | RDL | Principal of SMK Indonesia Yogyakarta, Indonesia |

In addition, the document analysed in the research Standard Kualiti Pendidikan Gelombang 2 (SKPMg2) 2017 from Jemaah Nazir dan Jaminan Kualiti (association of school supervisors and quality assurance).

Data Analysis

Qualitative data analysis techniques were carried out for the purpose of understanding by analysing the results of content analysis, especially to see the extent of the coherence of various quantitative data findings and qualitative data. The analysis technique that will be used in this study is interactive analysis (Miles et al., 2014, p. 14). Among the three components of analysis in this model are data reduction, data presentation, and drawing conclusions or verification. These activities are carried out in an interactive manner, and data collection is treated as a process that continues, repeats, and continues to build a cycle.

RESULTS

Direction of Indonesian Government on the vocational school principal's performance evaluation

The current performance evaluation for the vocational high school principals in Yogyakarta, Indonesia, is conducted by the School Supervisor and team from the Education Office of Special Regions of Yogyakarta (equal to province). It is conducted once a year. The evaluation uses the instrument of performance evaluation for principals stipulated by Director General of Teacher and Educational Personnel, Ministry of Education and Culture. Data is gathered by using questionnaire collecting data from teachers, administration staff, school board members, and students; interview; environment observations to find innovation made by principals; and study documentation to find student performance or achievement.

Based on the collected data and information, there are components evaluated from principals' performance. These include: (1) Achievement of eight national education standards: graduate competence, content, process, educator and educational personnel,

facilities, management, financing, educational evaluation; (2) "3P": Pelayanan (service), Prestasi (achievement), Penampilan (appearance); (3) Ability to engage with business and industrial fields; (4) Ability in information technology; (5) Loyalty to school; (6) Cultural-based education; (7) Personality and social aspects; (8) Instructional leadership; (9) School development; (10) Managerial ability; (11) Entrepreneurship; (12) Supervision ability.

The performance evaluation is conducted by a team appointed by Provincial Education Office. The members are officer from Badan Kepegawaian Daerah/BKD (Office of Government Personnel), structural officer from Disdikpora DIY (Provincial Education Office), officer from Balai Pendidikan Menengah DIY (Secondary Education Office), School Supervisor who is a specialized government officer to supervise schools; and evaluator from the foundation for the private schools.

The performance evaluation is supported by the regulation for principal evaluation: The Ministry of Education and Culture's regulation No. 6/2018 about Assignment Teacher to become Principal, and the Ministry of Government Personnel No. 21/2010 about School Supervisor and its credit points. These are the regulation foundation to make a decision about the needs of principal training and to remain or to end the principal position. These also to control and to evaluate principal performance, so that they develop their performance.

The performance evaluation is equipped with a guideline book. This guideline book could help principals know what they should know and prepare for the performance evaluation. The book is a guideline for the evaluator team to implement their job. It could be used to evaluate principal performance. Principals perceive that it helps their understanding related to principal performance evaluation. In addition, it also guides the principals to prepare their programs.

Principals perceive that the Provincial Education Office is very supporting to principal performance. The Office has implemented their policy based on regulations. The results of principals' performance evaluation are used for mapping and making the next policy decision. The realization of the policy in the provincial level are well implemented to improve principal performance.

Principals perceive that the Office of Secondary Education is very supporting. The existence of the Office of Secondary Education is regulated by Governor of Yogyakarta Special Region through the Regulation No. 86/2018 about the management and services for Senior High School and Vocational High School which is on the Office of Secondary Education. Therefore, the principal performance evaluation is the authority of the Office. The Office has authority to manage and to develop principal in their area. The Office is the direct superior of the school principals. The Office involves in the evaluator team formulation and gives supervision through their school supervisors.

Principals perceive that the managerial role of the Office of Secondary Education is supporting. The Office coordinates and facilitates the supervision of vocational high schools through their supervisors to evaluate and to supervise principals according to the supervisor job description. The Office organizes the supervision, scheduling, and implementation of the principal performance evaluation.

School supervision implemented by school supervisors is including principal performance evaluation. The principals perceive that the supervisor role is very supporting. It is because, beside they are representation of the Provincial of Education Office, they also socialize the guideline book of principal's performance evaluation, then they are supervising and mentoring the principals as initial preparation of the evaluation conducted by the evaluator teams from

the Provincial of Education Office. School supervisor takes a role as evaluator, motivator, supporter to principals in designing program and preparing evidences.

It is suggested that the performance evaluation model implemented by the Government should be integrated to the school accreditation program. This could make the process efficient in the matter of time, budget, and evidence preparation. It is also suggested that the evaluation method should be adjusted into an authentic evaluation. It means the evaluation is directed into a performance evaluation rather than tick-box instrument. In general, the performance evaluation should be continued for mapping the schools' quality. This is in accordance with regulations and policies from General Directorate of Teacher and Education Personnel, Ministry of Education and Culture. Therefore, the performance evaluation really measures school principal professionalism and is used as policy consideration.

Direction of Malaysian Government on the vocational school principal's performance evaluation

The principal of a vocational school is one of the most important individuals in fulfilling educational objectives. The authority will also review the performance of the principal, which is another subject to be evaluated. According to the Further Education Funding Council ([The Further Education Funding Council, 1998](#)), the Ministry of Education should establish a federal inspectorate comprised of full-time inspectors who would report directly to the Director General of Education on the quality of provision in schools up to upper secondary level . Additionally, in addition to focusing on the quality of teaching and learning, the inspectorate assesses the attainment of standards, as well as the efficacy of school management, which is the manifestation of principal performance. Four times a year, the inspectorate submits a formal report to the Minister of the Interior.

Despite the fact that inspection findings are communicated to the schools inspected, inspection reports are not made public. In addition to conducting inspections, the inspectorate serves as a resource for the dissemination of best practices and the improvement of the overall quality of service delivery.

Principal candidates could apply for administrative positions beginning in January 2007, including those for the Head of Subject Panel, the Head of Department, the Afternoon Supervisor, the Senior Assistant of Co-curriculum, the Senior Assistant of Students' Affairs, and the Senior Assistant for Academic, in that order. Teachers who had more than 10 years of teaching experience, who were members of the middle or senior management/leadership team, and who had consistently received more than 80 percent on their annual appraisal could apply online to participate in the National Professional Qualification for Educational Leaders (NPQEL) program, which is now mandatory. Such applications must be accepted and endorsed by the principal, as well as the district and state education agencies, and the IAB interviews and approves the individuals who have been selected for further consideration (Ng, 2017).

For teachers, becoming a school principal is a respected position. Even the selection process for becoming a principal is dependent on the evaluation of teacher performance in the classroom. Many divisions within the Ministry of Education, such as the Federal School Inspectorate Division, the School Division, and the National Institute of Educational Management and Leadership, conduct both observation and interviews with prospective principal candidates and with all stakeholders in the school, including teachers, students, parents, and representatives from the local community. In addition, a panel of education experts, led by the Director General of Education of Malaysia, conducted an interview with the current school principal (Chan & Kaur, 2009).

The school principal must also have a number of strict qualifications, including particular qualities in educational leadership, educational management, and parent or community relations. The ability of the leader to carry out the vision and mission of the institution is frequently taken into consideration when making a hiring decision. Teaching and learning excellence, academic achievement, co-curricular performance, interpersonal interactions, and the documenting of the school's activities are all parts of the school's mission (Chan & Kaur, 2009).

The performance of vocational school principals is generally evaluated in accordance with the competencies specified by the Ministry of Education Malaysia. (1) policy and direction; (2) teaching and achievement; (3) change and innovation management; (4) resources and operation; (5) people and relationships; and (6) personal effectiveness (Institut Aminuddin Baki, 2008; Mustamin & Yasin, 2012). Therefore, the instrument used in the performance evaluation is developed to measure the leadership characteristics in the model of high impact leadership school. These are: (1) building a vision, focus on quality, strategic thinking, and proactive, for the dimension of policy and direction; (2) achievement orientation, development of reaching, knowledge sharing, focus on curriculum, and supervision, for the dimension of instructional and achievement; (3) problem solving, make a decision, managing change, making school improvement, and creativity and innovation, for the dimension of managing change and innovation; (4) financial management, physical development and assets, management of ICT, and management of performance, for the dimension of resources and operation; (5) developing capacity, communication, relationship with external parties, and work sharing with teamwork, for the dimension of people and relationship; and (6) self-awareness, social awareness, self-

management, and social management, for the dimension of personal effectiveness.

In addition, principals of vocational high schools are urged to do their own self-evaluations. Generally, the competencies of Malaysian school principals are based on the Standards of Competencies of Malaysian Schools Principals, which are supplied by the Ministry of Education. The Standards of Competencies of Malaysian School Principals serve three purposes: to raise the professional level of principals; to provide guidance and documents that must be understood and followed by principals in the performance of their duties and responsibilities; to promote the development of principals; to broaden the understanding of the general public about the tasks and obligations of principals; to give principals with training and professional development opportunities, and to serve as a reference or guideline for principals in the implementation of self-assessment and reflection on school management (Sim, 2011).

It has been determined that the performance-based evaluations of the schools, including principal performance, have been conducted fairly and transparently. It is carried by by the National School Inspectorates (Nazir) and the Malaysian Quality Assurance Board (MQAB) and is based on factors such as academic achievement, students' holistic development, and co-curricular activities of the students. Furthermore, it is anticipated that these criteria will have an impact on student results. The findings of the evaluation are used to determine where the schools rank in the rankings. Special assistance and a School Improvement Toolkit (SIT) are provided to principals of low-performing schools (Band 6 and 7) to aid them in identifying areas of weakness in their respective schools. They are also encouraged to seek the required help from the Ministry of Education, parents, teachers, and members of the larger community in order to address these concerns as swiftly as possible (Ayob, 2012).

However, the United Nations Educational, Scientific, and Cultural Organization (UNESCO) identified a large gap between policy aim and execution. Although ideas have been well-articulated, there is insufficient capability at all levels to put them into action. While the Malaysian government encourages innovation and originality in policy implementation at the state level, it is unclear whether all of the country's states have the necessary capabilities to carry out such initiatives. The capacity deficit, when combined with the concerns outlined above involving a largely centralized, but not always well-coordinated administration, may jeopardize Malaysia's ability to achieve its educational objectives. As a result, it is critical to establish a more systematic capacity building program that can contribute to increasing the likelihood of policy success during implementation of policies. A comprehensive evaluation structure for administrators, school principals, and teachers is also required, with the ability to recognize and reward creativity, innovation, and leadership being the most important components ([The United Nations Educational, Scientific and Cultural Organization, 2013](#)).

The current evaluation of vocational high school principal is a part of school performance evaluation. This evaluation is known as "Standar Kualiti Pendidikan Malaysia" and implemented since 2017. The main standard related with principal performance are Standard 1 Kepemimpinan (Leadership). It is supported by the Standard 2 Pengurusan Organisasi (Organization Management); Standard 3.1. Pengurusan Kurikulum (Curriculum Management); Standard 3.2. Pengurusan Kokurikulum (Co-curriculum Management); Standard 3.3 Pengurusan Hal Ehwal Murid (Student Management); Standard 4 Pembelajaran dan Pemudahcaraan (Teaching-Learning and Facilitation), and Standard 5 Kemenjadian Murid (Student Achievement).

Focussing on the principal leadership, the Standard 1 states that: “Pengetua/Guru Besar (PGB) berperanan sebagai pemimpin berimpak tinggi yang berupaya menggembelng dan menggerakkan warga sekolah secara bersepadu untuk memajukan sekolah dan meningkatkan kualiti pembelajaran dan pengajaran (PdP).” It means that the School Principal is taking role as a high impact leader attempting to develop and to motivate all of the school members harmoniously to develop school and to improve teaching and learning quality. (Task Force SKPMg2/JNJK/KPM, 2017).

The government give high impact national leaders to the principals for inspiration. They are both from business corporate, such as Tan Sri Tony Fernandes and Tan Sri Dato' Sri Paduka Dr. Lim Kok Wing, and from education field, such as Tan Sri Dato' Seri Dr Wan Mohd Zahid Mohd Noordin and Cikgu Jaul Bunyau (international successful principal). (Task Force SKPMg2/JNJK/KPM, 2017).

There are three critical aspects and criteria for principal leadership, which comprise of quality standard and its activity achieve standard (Task Force SKPMg2/JNJK/KPM, 2017).

1. Pengetua/Guru Besar sebagai Peneraju (principal as a leader). It is stated, “Pengetua/Guru Besar bertindak sebagai peneraju dalam semua aspek pengurusan dan pendidikan di sekolah untuk memastikan matlamat dan objektif yang ditetapkan tercapai.” The school principal plays his/her role as a leader in all aspects of management and education in school to secure the achievement of vision and objective.
 - a. Quality Standard 1: Principal states the designated school vision. The activities are: (1) making analysis, (2) stating goals, (3) documenting and disseminating vision comprehensively, clearly, and (4) identifying school needs.
 - b. Quality Standard 2: Principal leads the designing of School Development Plan systematically. The activities are: (1) leading

the designing of guideline/strategic plan format; (2) setting strategies to achieve goals; (3) monitoring/controlling and preparing strategic plan document according to correct mechanism based on the school regulation and need comprehensively.

- c. Quality Standard 3: Principal leads the controlling of school operation systematically. The activities are: (1) leading the controlling activity; (2) providing formulation and conducting follow up actions based on the intended decision comprehensively and continuously.
- d. Quality Standard 4: Principal leads the instructional activity in the implementation of teaching-learning and education professionally and systematically. The activities are: (1) implementing teaching-learning and education; (2) providing teaching-learning/instructional plan; (3) assessing student achievement and checking the results of student evaluation based on the policy and schedule consistently and comprehensively.
- e. Quality Standard 5: Principal leads the instructional activity in terms of observation of teaching-learning and education implementation professionally and systematically. The activities are: (1) leading the implementation of the teaching-learning observation; (2) giving feedback and supervision/mentoring and taking follow up action based on the intended policy comprehensively and continuously.
- f. Quality Standard 6: Principal leads the instructional activity in terms of monitoring/controlling the student achievement progress systematically. The activities are leading the monitoring/controlling student progress and achievement by analyzing student achievement, providing formulation and

- taking follow action based on then intended policy comprehensively and continuously.
- g. Quality Standard 7: Principal solving the problems in school operation professionally and systematically. The activities are identifying problems correctly, taking corrective action to solve school operation issues/problems, and taking controlling actions according to the intended mechanism transparently and creatively/innovatively.
2. Pengetua/Guru Besar sebagai pembimbing (principal as a supervisor). It is stated, "Pengetua/Guru Besar bertindak sebagai pembimbing untuk meningkatkan kecekapan individu dan kualiti pengurusan sekolah." Principal takes a role as a supervisor to improve individual teacher ability and school management quality.
 - a. Quality Standard 1: Principal gives supervision/mentoring to teachers and staff professionally and systematically. The activities are giving input, guide, and feedback to teachers and staff based on the need, from time to time, clearly and comprehensively.
 - b. Quality Standard 2: Principal gives supervision/mentoring to the deputies/vice principals with delegated authority professionally and systematically. The activities are giving guide, feedback, and exposure related with task responsibility to vice principals base on the need, from time to time, clearly and comprehensively.
 3. Pengetua/Guru Besar sebagai pendorong (principal as a motivator). It is stated, "Pengetua/Guru Besar bertindak sebagai pendorong untuk meningkatkan motivasi warga sekolah dalam melaksanakan tanggungjawab secara bersungguh-sungguh dan

berkualiti." Principal takes a role as a motivator to motivate all of school members to implement their responsibility seriously in very well quality.

- a. Quality Standard 1: Principal motivates all of school members by being a role model professionally and systematically. The activities are (1) implementing high quality tasks; (2) demonstrating self-appearance with dignity; (3) acting as pacifier and communicating impressively, consistently, seriously, and comprehensively.
- b. Quality Standard 2: Principal encourages all of school members to give input related with school development professionally and systematically. The activities are (1) providing communication channel; (2) hearing, welcoming, and taking follow up actions according to school members' opinion related with school development transparently, consistently based on the needs.
- c. Quality Standard 3: Principal actuates all of school members to implement their task responsibility systematically. The activities are (1) giving positive feedback, appreciation; (2) providing the needs; (3) involving in school activity consistently, comprehensively, and based on the needs.

Based on the critical standards and criteria, the evaluation is conducted by using a-five-scale rubric. The rubric is divided into two parts, which are the rubric Tahap Tindakan (Activity Stage) and the rubric Tahap Kualiti (Quality Stage). The maximum score "4" is given to the Activity Stage or the Quality Stage fulfilling all of indicators stated in the rubrics (scale 0-4). In general, the school should have person in charge for every evaluation standard. For the principal, specifically, they responsible for the Standard 1 Leadership. The education office gives the instruments to their evaluators. Later on, the

evaluators assess the real condition based on the evidences of each aspects and indicators. Then, the official inputs the evaluation score and uploads evidence documents as the evaluation based on.

DISCUSSION

There is distinction thought about the theoretical performance evaluation for vocational school principal and the insight gained from the practice one. Theoretically, the principal-performance evaluation is solely measure how best principal implements their professional tasks. The findings from Indonesia are likely close to this approach, in which the performance evaluation is separated from school performance evaluation or accreditation. This solely evaluation is in line with the Black Box evaluation model (Banathy, 1992, p. 28). According to the model, the success or failure of principal performance can be evaluated after the output is obtained, feedback is given to both the input and the process.

However, there is alternative insight gained from the findings. The principal performance is a part of bigger evaluation program, which is the school performance evaluation or accreditation, especially in Malaysia, the Standard 1 about principal leadership and the Standard 2 about organization management. If this section was pull out from the overall school evaluation, the principal performance evaluation still could be relevantly implemented. Adapting the hierarchy of measurement, assessment, and evaluation, the principal performance evaluation could be such a micro-evaluation, while the school performance evaluation or accreditation is the macro-evaluation, which is an educational program in school (Griffin & Nix, 1991; Widoyoko, 2008).

Both the performance evaluation of vocational high school principal is delegated into local office of education. Technically, the evaluation is conducted by school supervisor, in Indonesia called as

Pengawas Pendidikan, in Malaysia called as *Nazir*. The evaluation conducted by the school supervisors, both the *Pengawas Pendidikan* in Indonesia and the *Nazir* in Malaysia, can be classified as measurements (Griffin & Nix, 1991; Widoyoko, 2008). The supervisors work closely with the principals, and are also being evaluator. They implement measurements comparing the results of observations with criteria. Later on, it is completed both with assessments explaining and interpreting measurement results, and evaluation determining particular values; which tend to be subject of higher officials' authority.

Components evaluated in both countries basically comprise of leadership and management competencies. The Indonesian is breaking down the components in more detail items, meanwhile the Malaysian seems more compact through five standards. In general, both components in Indonesia and Malaysia actually are generic form of school performance principal evaluation. The specific characteristics of vocational school are founded in Indonesia, which are ability to engage cooperation with business and industrial field, and entrepreneurship skills. Meanwhile, in Malaysia, the specific characteristics of vocational school is accommodated in other sections of school performance evaluation, such as teaching-learning and education implementation and student achievement.

Therefore, the current performance evaluation of vocational school principal in Indonesia has not specified measuring to what extent principal makes his/her students equipped with the ability of science and technology and professionals' vocational abilities in accordance with the requirements of their respective communities (Surapranata, 2016, p. 49). Furthermore, there is a need of principal performance evaluation which could measure to what extent are the principal graduating his/her student as fresh-graduated workers who are ready to use (DuFour & Berkey, 1995).

Furthermore, the evaluation is conducted by using instruments designed for measuring principal performance. Both countries implement the vocational school principal's performance evaluation by using rubric to be filled and it is completed with valid evidences. Local education office plans the evaluation activity, then the evaluator including school supervisor evaluate the principal performance through the observation and fulfilling the rubric. These findings indicated that the evaluation has fulfilled the suitable principles. It is because the instruments are valid, systematic, practical, reliable, objective, economical (Sullivan, 2011; Suranto, 2018; Yuliana, 2021).

In addition, the evaluation instruments in both countries are relatively easy to follow, according to each national standards of education. In Malaysia, it breaks into two stages: activity stage and quality stage. Based on the critical standards and criteria, the evaluation is conducted by using a-five-scale rubric. The rubric is divided into two parts, which are the rubric *Tahap Tindakan* (Activity Stage) and the rubric *Tahap Kualiti* (Quality Stage). The maximum score "4" is given to the Activity Stage or the Quality Stage fulfilling all of indicators stated in the rubrics (scale 0-4) (Alwayi et al., 2021; Cheng & Nasri, 2022; Din, 2021; Kementerian Pendidikan Malaysia, 2017). The practical and economical principles are echoed by the findings. Meanwhile, the data analysis in Indonesia is relatively easy, since it is using Excel application. This implementation does not require expensive costs, a lot of energy, and a long time. The evaluation results in both countries use the physical files and softcopy files. Specifically, in Malaysia, the report also uses particular website in which the evaluation results are uploaded and linked to the national database.

The performance evaluation in both countries are used in the light of policy consideration and school development based on the school needs and potentials. This is in accordance with the Ministry of

Education and Culture of Indonesia policy that is suggesting “principals have a strategic role in improving teacher professionalism and the quality of education in schools” (Fitriyanti et al., 2022; Kementerian Pendidikan dan Kebudayaan, 2017, p. 1; Matondang, 2018; Pujianto et al., 2020). Therefore, the evaluation results become considered factors for policy recommendation. However, this seems contradicts with the ideas that the school principal is not the school authority in the organizational structure, but rather as the bearer of the mandate as a leader who is fully responsible for the ups and downs of a school institution (Balikçi & Aypay, 2018; Ganon-Shilon & Schechter, 2019; Lunenburg & Ornstein, 2012, p. 97; Marzuki & Lampuasa, 2019). This ideal condition could not be fully implemented, as long as the mandate is given hierarchical from the central government, rather than based on the principal's autonomous professionalism. School principals are the most important input for schools that have a very large task, function and responsibility in achieving school goals, again, which are stipulated by the central government (Armstrong, 2016, p. 71; González-Falcón et al., 2020; Tanzeh et al., 2021).

Generally, it is suggested that the performance evaluation in Indonesia seems still separated from school performance evaluation or accreditation. Although each evaluation scheme has its own format and purposes, the implementation could be made in such a concurrent time. Meanwhile in Malaysia, the principal performance is likely one of evaluated aspects in the school performance evaluation (SKPM), especially Standard 1 Kepemimpinan (leadership) and Standard 2 Pengurusan Organisasi (organization management).

The above results indicate that both the Indonesian and Malaysian governments are equally committed to supervising educational institutions. From the perspective of Islamic education supervision, both employ different methods and mechanisms, yet all

are driven by the desire to enhance the quality of education in their respective countries. This illustrates the determination of the governments to ensure that education is conducted in accordance with the principles of Islamic teachings, which are the majority religion in both nations. Thus, the governments of both countries have demonstrated a commitment to education that aligns with the principles of Islamic teachings. Despite differences in the methods and mechanisms of supervision, the ultimate goal remains the same, which is to improve the overall quality of education. These supervision measures also reflect a serious concern for the development of educational institutions to achieve desired standards.

The importance of educational supervision in the context of Islam becomes evident from the efforts made by the governments of Indonesia and Malaysia. This demonstrates an awareness of the crucial role of education in the development of societies based on religious values. Therefore, educational supervision is not only a duty but also a tangible manifestation of the commitment to provide quality education in accordance with Islamic teachings.

CONCLUSION

In Indonesia, the evaluation of vocational school principal performance is conducted by the School Supervisor and team from the Education Office of Special Regions of Yogyakarta (equal to province) once a year. The instrument is stipulated by the central government. Questionnaire is used for collecting data from teachers, administration staff, school board members, and students. It is completed with interview, environment observations to find innovation made by principals, and study documentation to find student performance or achievement. The evaluation is measuring to what extend are principal achieving (1) eight national education standards: graduate competence, content, process, educator and educational personnel,

facilities, management, financing, educational evaluation; (2) "3P": Pelayanan (service), Prestasi (achievement), Penampilan (appearance); (3) ability to engage with business and industrial fields; (4) ability in information technology; (5) loyalty to school; (6) cultural-based education; (7) personality and social aspects; (8) instructional leadership; (9) school development; (10) managerial ability; (11) entrepreneurship; and (12) supervision ability.

The current evaluation of vocational high school principal in Malaysia is a part of school performance evaluation. This evaluation is known as "Standar Kualiti Pendidikan Malaysia", implementing since 2017. The main standard related with principal performance are Standard 1 Kepemimpinan (Leadership). It means that the School Principal is taking role as a high impact leader attempting to develop and to motivate all of the school members harmoniously to develop school and to improve teaching and learning quality. (Task Force SKPMg2/JNJK/KPM, 2017). The education office gives the instruments to their evaluators. Later on, the evaluators assess the real condition based on the evidences of each aspects and indicators. Then, the official inputs the evaluation score and uploads evidence documents as the evaluation based on.

The performance evaluation in both countries are used in the light of policy consideration and school development based on the school needs and potentials. Therefore, the evaluation results become considered factors for policy recommendation. It is indicated that the principal mandate is given hierarchical from the central government, rather than based on the principal's autonomous professionalism. School principals are the most important input for schools that have a very large task, function and responsibility in achieving school goals, again, which are stipulated by the central government. Generally, it is suggested that the performance evaluation in Indonesia seems still separated from school performance evaluation or accreditation.

Although each evaluation scheme has its own format and purposes, the implementation could be made in such a concurrent time. Meanwhile in Malaysia, the principal performance is likely one of evaluated aspects in the school performance evaluation (SKPM), especially Standard 1 Kepemimpinan (leadership) and Standard 2 Pengurusan Organisasi (organization management).

Author Contributions

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Informed Consent Statement

Informed consent for this study was obtained verbally before interview.

Data Availability Statement

The data presented in this study are available upon request from the corresponding author.

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Conflicts of Interest

The authors declare no conflicts of interest.

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