

# Analysis of the Mapalus-Based Educational Management Model in Package C Equivalency Education in Minahasa Regency

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## ABSTRACT

Package C equivalency education represents a strategic non-formal education pathway aimed at expanding access to secondary education for individuals who are unable to participate in formal schooling. However, its implementation in Minahasa Regency faces several challenges, including low participation rates, inadequate facilities, limited tutor competence, and suboptimal program management. This study aims to analyze the planning, implementation, and evaluation processes of Package C education, identify supporting and inhibiting factors, and develop a contextual management model based on local cultural values, namely the Mapalus Model. This research employed a qualitative case study design. Data were collected through in-depth interviews, observations, and document analysis involving stakeholders such as education officials, PKBM/SKB managers, tutors, learners, and community leaders. Data analysis followed the interactive model of Miles and Huberman, including data reduction, data display, and conclusion drawing. The findings reveal that the management of Package C education has not been systematically implemented across all stages. Planning is not fully needs-based, implementation remains conventional, and evaluation is not optimally utilized. Supporting factors include stakeholder involvement and government support, while inhibiting factors include limited infrastructure, low community awareness, and lack of tutor training. The study proposes a Mapalus-based management model emphasizing collaboration, participation, and collective responsibility. This model integrates participatory planning, collaborative organization, andragogical

learning, continuous evaluation, and stakeholder synergy. The model is expected to improve the quality, relevance, and sustainability of equivalency education.

**Keywords:** Educational management, equivalency education, Mapalus model, non-formal education, Package C.

## INTRODUCTION

Education is a fundamental right guaranteed by national constitutions and plays a crucial role in improving human resources and societal development. However, disparities in access to formal education remain evident, particularly in rural and economically disadvantaged areas. In Indonesia, including Minahasa Regency, dropout rates at the secondary level remain relatively high compared to national averages.

To address this issue, the government provides non-formal education pathways, including equivalency education programs such as Package C, which is equivalent to senior secondary education. These programs aim to provide alternative educational opportunities for individuals who cannot access formal schooling due to economic, social, or geographical constraints. Despite its strategic role, the implementation of Package C education in Minahasa still faces multiple challenges, including low participation rates, inadequate infrastructure, and ineffective program management. The participation rate, for example, is estimated at only around 12% of the eligible population. From an educational management perspective, effective program implementation requires systematic planning, organizing, implementation, and evaluation. However, current practices indicate that these management functions are not optimally executed.

Therefore, this study seeks to analyze the management of Package C education and develop a culturally grounded model based on the local value of Mapalus, which emphasizes cooperation, mutual assistance, and collective responsibility. In addition, the challenges faced by Package C equivalency education in Minahasa Regency cannot be separated from broader structural and policy issues in non-formal education systems in Indonesia. Although the government has established regulatory frameworks to support equivalency education, including curriculum standards and institutional guidelines, the implementation at the local level often encounters gaps between policy design and practical execution. These gaps are frequently manifested in the form of limited resource allocation, inadequate institutional capacity, and weak coordination among stakeholders. As noted by UNESCO (2015), non-formal education systems in developing countries often struggle with sustainability and quality assurance due to systemic constraints.

Furthermore, the issue of low participation in Package C education is closely related to socio-cultural perceptions and economic realities. Many potential learners prioritize immediate income-generating activities over educational pursuits, particularly in rural and semi-urban areas such as Minahasa. This phenomenon reflects the broader challenge of balancing educational access with socio-economic demands. According to Sen (1999), education should function as a capability-enhancing tool; however, when structural barriers persist, individuals may not fully realize these capabilities. Therefore, improving participation in equivalency education requires not only program availability but also relevance, flexibility, and perceived value within the community. From a management

perspective, the effectiveness of educational programs is highly dependent on the integration of managerial functions and contextual adaptation. The classical POAC framework provides a strong foundation for managing educational institutions; however, its application in non-formal education must be flexible and culturally responsive. The findings in Minahasa suggest that current management practices are still largely procedural and administrative, rather than strategic and participatory. This indicates a need for a paradigm shift toward more adaptive and community-oriented management approaches.

In this regard, local wisdom plays a crucial role in bridging the gap between formal management theories and community realities. The Mapalus value system, which emphasizes mutual cooperation, solidarity, and shared responsibility, represents a form of social capital that can be leveraged to enhance educational management. Integrating such cultural values into management practices aligns with contemporary perspectives on culturally responsive education, which emphasize the importance of contextual relevance and community engagement (Tilaar, 2012). Moreover, previous studies on non-formal education have highlighted the importance of participatory approaches and stakeholder collaboration in improving program effectiveness (Rogers, 2014). However, there is still limited research that explicitly integrates local cultural values into educational management models, particularly in the context of equivalency education in Indonesia. This gap indicates the need for innovative models that combine modern management principles with indigenous knowledge systems.

Therefore, this study not only analyzes the existing management practices of Package C education but also seeks to contribute to the development of a culturally grounded educational management model. By integrating the Mapalus concept into the management framework, this research aims to offer a more holistic and context-sensitive approach that addresses both structural and socio-cultural dimensions of education. Ultimately, this study is expected to provide both theoretical and practical contributions. Theoretically, it enriches the discourse on educational management by incorporating local cultural values into management models. Practically, it offers a strategic framework for policymakers, educators, and community stakeholders to improve the quality, relevance, and sustainability of equivalency education programs in Minahasa Regency and beyond.

## LITERATUR REVIEW

### **Educational Management**

Educational management is defined as a systematic process involving planning, organizing, directing, and controlling educational resources to achieve predetermined goals effectively and efficiently (Bush, 2018; Hoy & Miskel, 2013). This concept emphasizes the importance of managerial functions in ensuring that educational programs operate in a structured, coordinated, and goal-oriented manner. In educational institutions, management is not merely administrative but also strategic, as it determines the direction and sustainability of educational programs (Owens & Valesky, 2015). In the context of non-formal education, management plays an even more critical role due to the flexible and diverse nature of learning environments. Unlike formal education systems that operate within rigid structures, non-formal education must adapt to learners with varied backgrounds, socio-economic conditions, and learning motivations (UNESCO, 2015). This diversity requires management practices that are adaptive, participatory, and context-sensitive. According to Rogers (2014), non-formal

education management must prioritize flexibility and responsiveness to community needs to remain relevant and effective.

The POAC framework (Planning, Organizing, Actuating, Controlling) is widely used in educational management as a fundamental model for organizational effectiveness (Koontz & O'Donnell, 2021). Planning involves identifying goals, assessing needs, and designing strategies; organizing focuses on allocating resources and structuring roles; actuating refers to the implementation of planned activities; and controlling involves monitoring, evaluation, and feedback mechanisms. Each of these components must function cohesively to ensure program effectiveness and continuous improvement (Daft, 2016). Moreover, educational management is not only a technical process but also a social process that involves human interaction and organizational culture. Leadership, communication, and institutional values significantly influence the success of educational programs.

Transformational leadership, for example, has been shown to enhance motivation, innovation, and professional commitment among educators (Leithwood & Jantzi, 2008). Similarly, organizational culture plays a critical role in shaping attitudes, behaviors, and collaboration within educational institutions (Schein, 2010). Therefore, effective educational management requires both structural and cultural considerations. Structural aspects include policies, resources, and procedures, while cultural aspects involve values, norms, and community engagement (Bush, 2018). Integrating these dimensions is essential for creating a holistic management approach that supports both efficiency and sustainability in educational programs.

### **Equivalency Education**

Equivalency education is a form of non-formal education aimed at providing alternative pathways for individuals who cannot access formal education. It is designed to ensure educational equity, promote lifelong learning, and reduce socio-economic disparities (UNESCO, 2015; Coombs & Ahmed, 2014). This type of education is particularly important in developing countries, where access to formal education is often limited by economic, geographical, and social barriers.

Package C education, as part of equivalency education in Indonesia, is equivalent to senior secondary education and provides learners with recognized certificates that enable them to pursue further education or employment opportunities (Ministry of Education Indonesia, 2020). This program is particularly beneficial for individuals who face economic hardship, work obligations, or other constraints that prevent them from attending formal schools. According to Sudjana (2022), equivalency education serves as a strategic tool for expanding educational access and improving human resource quality.

However, equivalency education faces unique challenges, including social stigma, limited infrastructure, and low public awareness. Many communities perceive non-formal education as inferior to formal education, which negatively affects participation rates and learner motivation (Rogers, 2014). Additionally, limited funding and inadequate facilities often hinder program implementation and quality (UNESCO, 2015).

To address these challenges, equivalency education must be managed effectively and adapted to local contexts. This includes integrating local knowledge, skills, and cultural values into the curriculum to enhance relevance and engagement (Billett, 2011). Contextualized learning not only improves understanding but also increases the applicability of knowledge in real-life situations.

Thus, equivalency education should not only focus on academic achievement but also on life skills development and community empowerment. According to Sen (1999), education should enhance individuals' capabilities and enable them to participate actively in social and economic life. Therefore, equivalency education must be designed as a holistic system that integrates knowledge, skills, and social values.

### **Andragogy Theory**

Andragogy, introduced by Malcolm Knowles, emphasizes that adult learners have distinct characteristics compared to children. Adult learners are self-directed, bring prior experiences into the learning process, and are motivated by practical and immediate needs (Knowles, Holton, & Swanson, 2015). This theory provides a foundational framework for designing effective learning strategies in non-formal education settings.

In Package C education, most learners are adults with diverse life experiences and responsibilities. Therefore, learning approaches must be relevant, flexible, and applicable to real-life contexts. Traditional lecture-based methods are often ineffective for adult learners because they do not accommodate experiential learning and active participation (Merriam & Bierema, 2014). Instead, learning should be interactive and learner-centered.

Andragogy suggests that learning should be problem-centered rather than content-centered. This means that educational activities should focus on solving real-life problems and addressing learners' immediate needs (Knowles et al., 2015). Problem-based learning, case studies, and experiential learning are examples of approaches that align with andragogical principles. Kolb's (1984) experiential learning theory further supports this perspective by emphasizing that learning occurs through a cycle of experience, reflection, conceptualization, and experimentation. In this process, learners actively engage with their environment and construct knowledge based on their experiences. This approach is particularly relevant in equivalency education, where learners often possess practical knowledge that can be integrated into the learning process.

Additionally, adult learners require respect and recognition of their experiences. Tutors should act as facilitators rather than authoritative figures, guiding learners in constructing their own understanding (Brookfield, 2013). Therefore, integrating andragogical principles into Package C education is essential for improving learner engagement, motivation, and learning outcomes.

### **Mapalus Concept**

Mapalus is a traditional value system in Minahasa culture that emphasizes cooperation, mutual assistance, and collective responsibility. It represents a communal approach to problem-solving and resource sharing, where members of the community work together to achieve common goals (Umbase, 2019). Mapalus is deeply rooted in social practices and reflects the cultural identity of the Minahasan people.

In the context of education, Mapalus can be used as a foundation for collaborative learning and community involvement. It encourages active participation, mutual support, and shared responsibility among learners, educators, and stakeholders. According to Tilaar (2012), integrating local cultural values into education enhances relevance and strengthens community engagement.

Integrating Mapalus into educational management can enhance program sustainability and effectiveness. It promotes collective ownership of educational programs, which increases commitment and accountability among stakeholders. Community-based approaches, such as Mapalus, have been shown to improve participation and program outcomes in non-formal education (Rogers, 2014). Furthermore, Mapalus aligns with modern educational theories that emphasize collaboration, participatory approaches, and social learning. Vygotsky's (1978) social constructivist theory highlights the importance of social interaction in the learning process. Similarly, Wenger (1998) emphasizes communities of practice as a means of knowledge sharing and collective learning. These perspectives support the integration of Mapalus into educational management.

Thus, the Mapalus concept provides a culturally relevant framework for improving educational management. By integrating local values with modern management principles, educational programs can become more inclusive, participatory, and sustainable. This approach not only enhances learning outcomes but also strengthens social cohesion and community empowerment.

## METHOD

This study employed a qualitative research approach using a case study design to explore the management of Package C equivalency education in Minahasa Regency. A qualitative approach was selected because the study aimed to gain an in-depth understanding of educational management processes, stakeholder interactions, and contextual factors influencing program implementation. According to Creswell and Poth (2018), qualitative research is appropriate for examining complex social phenomena where meanings, experiences, and perspectives are central to the inquiry. The case study design was chosen as it allows for a comprehensive investigation of a contemporary phenomenon within its real-life context (Yin, 2018).

The research site was selected purposively, focusing on Package C education programs implemented in Minahasa Regency. This region was chosen due to its unique socio-cultural characteristics and the presence of ongoing challenges in non-formal education management. The participants in this study consisted of key stakeholders involved in the implementation of Package C education, including officials from the local Education Office, PKBM (Community Learning Centers) and SKB (Learning Activity Centers) managers, tutors, learners, and community leaders. The selection of participants followed purposive sampling, ensuring that individuals who possessed relevant knowledge and experience were included (Patton, 2015).

Data collection was conducted using multiple techniques to ensure data richness and triangulation. First, in-depth interviews were carried out to capture participants' perspectives regarding planning, implementation, and evaluation processes, as well as supporting and inhibiting factors. Semi-structured interview guides were used to allow flexibility while maintaining focus on research objectives. Second, observations were conducted to examine the actual learning environment, teaching practices, and interaction patterns among participants. This method provided contextual insights that complemented interview data. Third, document analysis was employed to review relevant materials such as program reports, curriculum documents, and policy guidelines. These documents provided additional evidence to support the findings.

Data analysis followed the interactive model proposed by Miles, Huberman, and Saldaña (2014), which consists of three main steps: data reduction, data display, and conclusion drawing. Data reduction involved coding and categorizing raw data into meaningful themes. Data display was conducted through matrices and narrative descriptions to facilitate interpretation. Finally, conclusions were drawn by identifying patterns, relationships, and key insights related to educational management practices. This iterative process allowed the researcher to continuously refine interpretations and ensure analytical rigor.

To ensure the trustworthiness of the study, several strategies were employed. Credibility was enhanced through data triangulation across interviews, observations, and documents, as well as member checking, where participants were invited to verify the accuracy of interpretations (Lincoln & Guba, 1985). Transferability was supported by providing detailed descriptions of the research context, allowing readers to assess the applicability of findings to other settings. Dependability and confirmability were ensured through an audit trail documenting the research process, including data collection and analysis procedures. These strategies collectively strengthened the validity and reliability of the research findings.

## RESULTS AND DISCUSSION

The findings of this study reveal that the management of Package C equivalency education in Minahasa Regency has not yet been implemented in a fully systematic and integrated manner. The analysis focuses on four major aspects: planning, implementation, evaluation, and the identification of supporting and inhibiting factors. Additionally, the results highlight the need for a culturally grounded management model to address existing challenges.

### Planning Process of Package C Education

The planning process of Package C education in Minahasa Regency is generally carried out at the institutional level by PKBM and SKB managers. However, the findings indicate that planning is often not based on a comprehensive needs assessment. Most programs tend to adopt national curriculum standards without significant adaptation to local contexts. As a result, the relevance of educational content to the socio-economic realities of learners remains limited.

Several participants reported that planning activities are often conducted in a top-down manner, with minimal involvement from community members and learners. This lack of participatory planning reduces the sense of ownership among stakeholders and limits the effectiveness of the program. According to one participant, “planning is mostly administrative, focusing on fulfilling formal requirements rather than addressing real community needs.”

Furthermore, the integration of local potential, such as agriculture, fisheries, and tourism, into the curriculum is still minimal. This gap indicates that the program has not fully utilized local resources as a basis for contextual learning. Consequently, learners may find it difficult to apply acquired knowledge in their daily lives. In terms of resource planning, limitations in infrastructure and funding also affect program design. Many learning centers lack adequate facilities, including classrooms,

learning materials, and digital tools. This condition constrains the ability of managers to develop innovative and effective learning programs.

Overall, the planning process can be characterized as partially structured but not yet responsive to local needs and community participation. This condition highlights the need for a more participatory and context-based planning approach.

### **Implementation of Learning Activities**

The implementation of Package C education is largely characterized by conventional teaching methods. Most tutors rely on lecture-based approaches, which limit interaction and learner engagement. Although some tutors attempt to incorporate discussions and group activities, these practices are not consistently applied. The findings indicate that the application of andragogical principles is still limited. While learners are predominantly adults, teaching methods do not fully reflect adult learning characteristics such as experiential learning and problem-solving approaches. This mismatch reduces the effectiveness of the learning process. In addition, the learning schedule is generally flexible to accommodate learners' availability. Classes are often conducted in the afternoon or evening to allow learners to balance education with work or family responsibilities. This flexibility is considered a positive aspect of the program.

However, the lack of teaching innovation remains a significant issue. Tutors often lack training in modern pedagogical approaches and have limited access to professional development opportunities. As a result, teaching practices tend to remain static and less engaging. Observations also reveal that the use of learning media and technology is minimal. Digital tools, which could enhance learning flexibility and access, are rarely utilized due to limited infrastructure and technical skills. This condition further limits the quality of learning experiences. Overall, the implementation process demonstrates some strengths, such as flexibility, but is constrained by traditional teaching methods and limited tutor competence.

### **Evaluation Process**

The evaluation of Package C education programs in Minahasa Regency is generally conducted in a routine but limited manner. Evaluation activities primarily focus on administrative aspects, such as attendance records and completion rates, rather than on learning outcomes and program effectiveness. The findings reveal that feedback mechanisms are not systematically implemented. Although some informal feedback is obtained from learners and tutors, it is rarely documented or used as a basis for program improvement. This indicates a lack of structured evaluation systems.

Moreover, there is limited use of evaluation data for decision-making. Program managers often do not utilize evaluation results to revise curricula, improve teaching methods, or enhance resource allocation. As a result, the same challenges tend to persist over time. Another issue identified is the absence of standardized evaluation instruments. Each learning center tends to develop its own evaluation methods, leading to inconsistencies in data collection and analysis. This lack of standardization makes it difficult to compare program performance across different centers.

Despite these challenges, some positive practices were observed. Certain managers have initiated internal evaluations to assess tutor performance and learner satisfaction. However, these efforts remain sporadic and not institutionalized. In general, the evaluation process can be described as weak and

underutilized. Strengthening evaluation systems is essential for ensuring continuous improvement and program accountability.

### **Supporting Factors**

Several supporting factors were identified in the implementation of Package C education in Minahasa Regency. First, government support plays a significant role in sustaining the program. This includes funding, policy guidance, and administrative assistance provided by the local Education Office. Second, stakeholder involvement contributes to program implementation. Collaboration among education officials, tutors, and community leaders helps facilitate program activities. This cooperation reflects the potential for collective action in improving education. Third, the existence of PKBM and SKB as institutional structures provides a foundation for program delivery. These institutions serve as learning centers and facilitate access to education for marginalized communities. Fourth, the flexibility of the program is considered a major strength. Learners are able to adjust their study schedules according to their personal and professional commitments. This flexibility increases accessibility and participation.

Finally, the presence of local cultural values, particularly Mapalus, provides a strong social foundation for collaboration and mutual support. Although not yet formally integrated into management practices, this cultural value has the potential to enhance program effectiveness.

### **Inhibiting Factors**

Despite the supporting factors, several inhibiting factors significantly affect the effectiveness of Package C education. One of the main challenges is limited infrastructure. Many learning centers lack adequate facilities, including classrooms, learning materials, and technological resources.

Another major issue is low community awareness and participation. Many individuals are not aware of the existence or benefits of Package C education. Additionally, social stigma associated with non-formal education discourages participation. Tutor competence is also a critical concern. Many tutors have not received adequate training in teaching methodologies, particularly in andragogy. This affects the quality of instruction and learner engagement.

Furthermore, coordination among stakeholders is often weak. Communication between institutions and stakeholders is not always effective, leading to inefficiencies in program implementation. Finally, the absence of standardized management and evaluation systems contributes to inconsistencies in program delivery. Without clear guidelines and frameworks, each learning center operates independently, resulting in varying levels of quality.

### **Emerging Need for a Mapalus-Based Model**

The findings indicate a clear need for a new educational management model that integrates local cultural values with modern management principles. The Mapalus concept, which emphasizes cooperation and collective responsibility, offers a relevant framework for addressing current challenges. Participants expressed strong support for a more collaborative and participatory approach to educational management. They highlighted the importance of involving community members in planning, implementation, and evaluation processes.

The integration of Mapalus values can strengthen stakeholder engagement, improve program relevance, and enhance sustainability. It can also foster a sense of ownership and accountability among participants. Therefore, the development of a Mapalus-based educational management model is not only relevant but also necessary for improving the effectiveness of Package C education in Minahasa Regency. See table 1, 2 and 3.

**Table 1.** Triangulation of Findings in Package C Educational Management

No	Aspect	Data Source (Interview / Observation / Document)	Key Findings	Theoretical Link
1	Planning Process	Interviews with managers, tutors; document review	Planning is not fully based on local needs; curriculum adopts national standards without contextual adaptation	Educational Management (Bush, 2018); Needs-Based Planning (Sudjana, 2022)
2	Planning Participation	Interviews with community leaders and learners	Limited stakeholder involvement; planning is predominantly top-down	Participatory Management (Owens & Valesky, 2015)
3	Resource Planning	Observation of facilities; document analysis	Limited infrastructure, lack of learning materials, and insufficient digital tools	Resource-Based View (Barney, 1991); System Theory (Bertalanffy, 1968)
4	Learning Implementation	Classroom observations; tutor interviews	Learning is dominated by lecture methods; limited interactive approaches	Andragogy Theory (Knowles et al., 2015)
5	Learner Engagement	Observation and interviews with learners	Low engagement due to absence of participatory learning strategies	Experiential Learning (Kolb, 1984)
6	Flexibility of Learning	Interviews and observation	Flexible scheduling supports participation, especially for working learners	Adult Learning Theory (Merriam & Bierema, 2014); Non-formal Education Theory (UNESCO, 2015)
7	Tutor Competence	Interviews with tutors; observation	Limited training in andragogy and modern teaching methodologies	Professional Competence (Epstein & Hundert, 2002)
8	Use of Technology	Observation and document review	Minimal utilization of digital tools due to infrastructure constraints	Blended Learning (Garrison & Vaughan, 2008)
9	Evaluation Process	Interviews with managers; document review	Evaluation focuses on administrative compliance rather than learning outcomes	Evaluation Theory (Stufflebeam, 2003 – CIPP Model)
10	Feedback Mechanism	Interviews and observation	Feedback is informal and not systematically documented	Continuous Improvement (Deming, 1986; TQM)
11	Stakeholder Support	Interviews with stakeholders	Government support and institutional presence are key strengths	Stakeholder Theory (Freeman, 1984)

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12	Community Participation	Interviews with community leaders	Participation remains low due to stigma and limited awareness	Social Participation Theory (Rogers, 2014)
13	Cultural Values (Mapalus)	Interviews and observation	Strong potential for collaboration based on local culture, but not yet integrated into management practices	Local Wisdom & Cultural Theory (Tilaar, 2012)
14	Coordination	Cross-stakeholder interviews	Weak coordination among institutions and actors	Organizational Theory (Daft, 2016)
15	Program Sustainability	Document and interview analysis	Sustainability is threatened by lack of structured and continuous management systems	Sustainable Education (UNESCO, 2015)

**Table 2.** Summary of Supporting and Inhibiting Factors

No	Category	Factors	Description	Theoretical Perspective
1	Supporting	Government Support	Availability of funding, policy guidance, and institutional support	Public Policy Implementation (Edwards III, 1980)
2	Supporting	Institutional Structure	Presence of PKBM and SKB as formal learning institutions	Organizational Structure Theory (Daft, 2016)
3	Supporting	Learning Flexibility	Flexible schedules that accommodate adult learners' needs	Andragogy (Knowles et al., 2015)
4	Supporting	Cultural Values (Mapalus)	Strong local values of cooperation and collective responsibility	Social Capital Theory (Putnam, 2000)
5	Supporting	Stakeholder Collaboration	Cooperation among government, institutions, and community actors	Stakeholder Theory (Freeman, 1984)
6	Inhibiting	Limited Infrastructure	Lack of facilities, learning media, and digital technology	Resource Limitation Theory
7	Inhibiting	Low Participation	Low community awareness and social stigma toward programs	Diffusion of Innovation (Rogers, 2003)
8	Inhibiting	Tutor Competence	Limited training and lack of continuous professional development	Human Resource Development (Swanson, 2001)
9	Inhibiting	Weak Coordination	Ineffective communication and coordination among stakeholders	Organizational Effectiveness (Daft, 2016)
10	Inhibiting	Weak Evaluation System	Absence of structured and outcome-based evaluation mechanisms	CIPP Model (Stufflebeam, 2003)

**Table 3.** Synthesis Toward Mapalus-Based Management Model

No	Problem Identified	Root Cause	Proposed Solution (Mapalus-Based)	Expected Outcome
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1	Non-contextual Planning	Dominant top-down approach; limited community involvement in planning process	Participatory planning model integrating community values: collective decision-making, mutual cooperation)	Increased relevance of programs to local needs and context
2	Conventional Learning	Limited tutor competence in applying adult learning principles	Andragogy-based capacity building and continuous professional training for tutors	Improved learner engagement and active participation
3	Weak Evaluation System	Absence of standardized and outcome-based evaluation mechanisms	Development of continuous evaluation system involving community (community-based monitoring)	Improved quality control and program accountability
4	Low Participation	Social stigma and lack of awareness about program benefits	Community empowerment through Mapalus approach (collective awareness, social mobilization)	Increased participation and community ownership
5	Weak Coordination	Lack of synergy and communication among stakeholders	Implementation of collaborative governance model based on Mapalus (shared responsibility and coordination)	Improved efficiency, synergy, and program effectiveness

The findings of this study provide a comprehensive understanding of the management of Package C equivalency education in Minahasa Regency. The discussion elaborates on the key findings by linking them to relevant theories of educational management, adult learning, systems thinking, and cultural integration. The results indicate that the effectiveness of Package C education is strongly influenced by the interplay between structural management practices and socio-cultural dynamics within the community.

### **Weakness of Planning: A Gap Between Policy and Context**

The study reveals that the planning process of Package C education is not fully aligned with local needs. This finding is consistent with previous research indicating that non-formal education programs often fail to incorporate contextual realities into their design (UNESCO, 2015; Rogers, 2014). Planning activities tend to follow national curriculum standards without sufficient adaptation to local economic and cultural conditions, resulting in a lack of relevance for learners.

From the perspective of educational management theory, effective planning should be based on needs assessment and stakeholder participation (Bush, 2018). However, the findings indicate that planning is largely administrative and top-down, which limits community involvement and ownership. This condition reflects a disconnect between policy formulation and implementation at the local level. The absence of participatory planning also undermines the principles of community-based education. According to Sudjana (2022), non-formal education should be rooted in community needs and actively involve stakeholders in decision-making processes. Without such involvement, educational programs risk becoming irrelevant and ineffective.

Furthermore, the lack of integration of local potentials such as agriculture and tourism highlights the failure to implement contextual learning approaches. Billett (2011) emphasizes that education should be closely linked to real-life contexts to enhance its applicability and impact. Therefore,

improving planning processes requires a shift from a standardized approach to a more flexible and context-driven model. In this regard, the Mapalus concept offers a potential solution by promoting participatory and collaborative planning. By involving community members in decision-making, educational programs can become more responsive and culturally relevant.

### **Implementation Challenges: Dominance of Conventional Pedagogy**

The findings indicate that the implementation of Package C education is still dominated by conventional teaching methods, particularly lecture-based approaches. This practice is inconsistent with the principles of adult learning, which emphasize experiential and problem-based learning (Knowles et al., 2015).

Adult learners, as described in andragogy theory, require learning approaches that are relevant, participatory, and experience-based. However, the current implementation does not fully accommodate these characteristics, leading to low learner engagement. Merriam and Bierema (2014) argue that adult education must prioritize active participation and practical application to be effective.

The limited use of interactive methods also reflects gaps in tutor competence. Many tutors lack training in modern pedagogical approaches, particularly those related to adult learning. This finding aligns with Epstein and Hundert (2002), who emphasize that professional competence involves not only knowledge but also the ability to apply skills effectively in practice. Additionally, the minimal use of technology in learning processes further limits the quality of education. Blended learning approaches, which combine face-to-face and digital learning, have been shown to enhance flexibility and accessibility (Garrison & Vaughan, 2008).

However, infrastructure limitations and lack of digital literacy hinder the adoption of such approaches in Package C education. Despite these challenges, the flexibility of learning schedules is identified as a strength. This flexibility aligns with the principles of non-formal education, which aim to accommodate learners' diverse needs (UNESCO, 2015). However, flexibility alone is insufficient without improvements in teaching quality and learning strategies.

To address these issues, the integration of andragogical principles and experiential learning approaches is essential. The Mapalus concept can also support collaborative learning, where learners and tutors engage in mutual knowledge sharing.

### **Evaluation Weakness: Lack of Continuous Improvement Mechanisms**

The evaluation process in Package C education is found to be weak and underutilized. Evaluation activities primarily focus on administrative aspects rather than learning outcomes and program effectiveness. This finding is consistent with previous studies indicating that evaluation in non-formal education is often limited to compliance rather than improvement (Stufflebeam, 2003).

From the perspective of the CIPP (Context, Input, Process, Product) model, evaluation should be comprehensive and continuous, covering all aspects of program implementation. However, the absence of standardized evaluation systems in Package C education leads to inconsistencies and limited use of evaluation data. The lack of feedback mechanisms further exacerbates this issue. Feedback is essential for continuous improvement, as emphasized in Total Quality Management (Deming, 1986). Without systematic feedback, program managers are unable to identify weaknesses and implement necessary improvements.

Moreover, the findings indicate that evaluation results are rarely used for decision-making. This reflects a gap between data collection and data utilization. According to Patton (2015), evaluation should be utilization-focused, meaning that findings must be actively used to improve program effectiveness. The absence of standardized evaluation instruments also highlights the need for institutional strengthening. Establishing clear evaluation guidelines and tools can enhance consistency and comparability across learning centers.

In this context, the Mapalus approach can contribute to participatory evaluation, where stakeholders collectively assess program performance. This approach can increase transparency, accountability, and community involvement.

### **Supporting and Inhibiting Factors: Structural and Cultural Dimensions**

The findings reveal that the effectiveness of Package C education is influenced by both supporting and inhibiting factors. Supporting factors include government support, institutional structures, and stakeholder collaboration. These factors align with stakeholder theory, which emphasizes the importance of involving multiple actors in organizational processes (Freeman, 1984). Government support plays a crucial role in providing resources and policy guidance. However, the effectiveness of this support depends on its implementation at the local level. Institutional structures such as PKBM and SKB also provide a foundation for program delivery, but their effectiveness is limited by resource constraints.

On the other hand, inhibiting factors include limited infrastructure, low participation, and weak coordination. These challenges reflect structural weaknesses in educational management. According to Daft (2016), organizational effectiveness depends on the alignment of resources, processes, and communication systems. Low community participation is also influenced by social stigma and lack of awareness. Rogers (2003) explains that the adoption of innovations, including educational programs, depends on communication and social acceptance. Therefore, increasing awareness and reducing stigma are essential for improving participation.

The cultural dimension is particularly important in understanding these factors. The Mapalus concept represents a form of social capital that can facilitate collaboration and mutual support. Putnam (2000) argues that social capital enhances collective action and organizational performance. Thus, addressing inhibiting factors requires a holistic approach that integrates structural improvements and cultural values. Mapalus-Based Educational Management Model as a Strategic Solution

The findings of this study highlight the need for a new educational management model that integrates local cultural values with modern management principles. The Mapalus-based model offers a strategic solution by emphasizing collaboration, participation, and collective responsibility. From a theoretical perspective, this model aligns with participatory management, which emphasizes stakeholder involvement in decision-making (Owens & Valesky, 2015). It also aligns with systems theory, which highlights the importance of interconnected components in achieving organizational effectiveness (Bertalanffy, 1968).

The Mapalus-based model also supports the principles of andragogy by promoting collaborative and experiential learning. In this model, learners are not passive recipients of knowledge but active participants in the learning process. Furthermore, the model enhances sustainability by fostering a sense of ownership among stakeholders. When community members are actively involved, they are

more likely to support and sustain educational programs. The integration of Mapalus values also strengthens social cohesion and trust, which are essential for effective collaboration. According to Wenger (1998), communities of practice facilitate knowledge sharing and collective learning.

Therefore, the Mapalus-based educational management model represents a holistic approach that addresses both structural and cultural dimensions of education. It provides a framework for improving planning, implementation, and evaluation processes while enhancing community engagement and program sustainability. See figure 1.



Figure 1. Mapalus-based educational management model

## CONCLUSION

This study examined the management of Package C equivalency education in Minahasa Regency and developed a culturally grounded model based on the Mapalus value system. The findings indicate that the current management practices are not yet fully systematic, particularly in the areas of planning, implementation, and evaluation. Although the program has contributed to expanding access to education, its effectiveness remains constrained by structural and cultural challenges. First, the planning process is not adequately based on local needs and lacks stakeholder participation. The dominance of top-down approaches results in programs that are less relevant to the socio-economic conditions of learners. This finding highlights a significant gap between policy design and local implementation, indicating the need for more participatory and context-sensitive planning processes. Second, the implementation of learning activities is still dominated by conventional teaching methods, which are not aligned with the principles of adult learning. The limited application of andragogical approaches reduces learner engagement and limits the effectiveness of the educational process. Although flexibility in learning schedules is a strength, it is not sufficient to compensate for the lack of innovation in teaching practices. Third, the evaluation process is weak and not utilized effectively as a tool for continuous improvement. Evaluation activities are primarily administrative and do not focus on learning outcomes or program impact. The absence of structured feedback mechanisms further limits the ability of program managers to make informed decisions. In addition, the study identified both supporting and inhibiting factors that influence program effectiveness. Supporting factors include government support, institutional structures, and the flexibility of learning programs. However, these are offset by significant inhibiting factors such as limited infrastructure, low community participation, insufficient tutor competence, and weak coordination among stakeholders. A key contribution of this study is the identification of the Mapalus cultural value as a potential foundation for improving educational management. The Mapalus concept, which emphasizes cooperation, mutual assistance, and

collective responsibility, aligns with modern theories of participatory management and collaborative learning. Integrating this value into educational management provides a culturally relevant approach that enhances stakeholder engagement and program sustainability.

Based on these findings, this study proposes a Mapalus-based educational management model that integrates participatory planning, collaborative organizing, andragogical implementation, and continuous evaluation. This model addresses both structural and cultural dimensions of educational management, making it more responsive to local contexts and learner needs. In conclusion, improving the effectiveness of Package C education requires a holistic approach that combines modern management principles with local cultural values. The Mapalus-based model offers a strategic framework for enhancing the quality, relevance, and sustainability of equivalency education in Minahasa Regency and potentially in other similar contexts.

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