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EVALUATION OF TEACHER CERTIFICATION POLICIES

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Abstract

The government is trying to improve the quality of education with several changes in the curriculum and supplemented by teacher certification policies, which are expected encourage increased teacher competence and eventually the quality of education. The initial competency test conducted in 2007 showed the achievement of DKI Jakarta teachers with a score of 49.2 while the national average was 42.25. After the teacher's professional allowance was enjoyed by the teacher, in fact the results of the 2013 DKI teacher competency test actually showed a decrease to 47.93.

The aims of the study was to evaluate the implementation of the in-service teacher certification policy with a descriptive qualitative method approach, using a frame work of Stake model for countenance evaluation (Model Stake, 1967). DKI Jakarta as the unit of analysis with key informants from the directorate general of PTK.

The results showed that the training curriculum which emphasized the deepening of subject matter and the deepening of pedagogical material was then measured by the Teacher Competency Test in cognitive ways. Training to improve teaching competence has shifted to exam orientation. There is no agreed model of the learning process which is called quality. Certification which should measure professionalism has not followed the expectations of the law.

Keywords: teacher, teacher certification, quality of learning

1. Background

As stated in the National Education System Law no. 20 of 2003, that education is a deliberate planned assistance for students who are learning. Such is the influence of teachers in the learning process, so that if it is not managed properly, it will certainly have a negative impact on the preparation of the younger generation as the nation's successor. The poor record in the history of education development in Indonesia has been in the spotlight of mass media coverage. The condition of Indonesian human resources is very disappointing, as illustrated by the results of the survey from the World Competitiveness Year Book for 1997-2019, which recorded that Indonesia is always in the rank of 40 out of 60 countries, even the United Nations Development Program (UNDP) states that the quality of Indonesian human

resources ranks 109 out of 177. countries in the world. Human Resources is of course inseparable from education which ⁴⁹ is highly dependent on the quality of teaching in the form of teacher interaction with students at school. According to John Biggs (Biggs, 2007) the ⁴¹ success of students in learning is also supported by the creativity of the teacher in managing learning, of course it depends on the competence of the teacher concerned.

Teacher competence as measured by the initial competency test (UKA) in 2012 nationally only reached a value of 42.25 on a scale of 0-100 (Accountono, 2012). This shows that nationally the competence of teachers is classified as low, and after the disbursement of the professional allowance, there was an increase to 45.82 points (Kemendikbud, 2014). However, if you pay attention to the average achievement of the province, then in DKI Jakarta Province it turns out that the TPG has the opposite effect, it is reflected in the average achievement of the five provinces that achieved the highest score which illustrates that there has been a decrease in the competence of DKI Jakarta's teachers from 49.22 to 47.93 although The teacher has enjoyed TPG disbursement. This means that benefits are not everything. Teacher certification, which is the focus of policies for improving the quality of education, still needs to be explored in order to find the best policy patterns to answer the challenges of establishing good schools by better teachers.

2. Research Focus and Sub-Focus

This research was conducted with a focus on problems that occur in the implementation of teacher certification policies that have not succeeded in leveraging the quality of education in DKI Jakarta. A good learning process as a teacher's work form will certainly produce quality education. Furthermore, the certification policy for teachers in positions is stipulated in the ⁴⁸ Minister of Education Regulation No. 5 of 2012 which is expected to be a lever of quality is then broken down into three sub-focuses:

- a. Preparation for the implementation of the teacher certification policy in office, including: the legal basis that covers the implementation of the certification, the pattern / guidelines for implementing teacher certification, the administrative requirements for the quality control consortium, the curriculum structure for the PLPG pattern and technical guidelines for implementing and financing the certification.
- b. Implementation of certification includes portfolio assessment and competency tests, implementation of PLPG and teacher professional education, payment of teacher certification allowances,
- c. The achievement of teacher certification policy implementation as measured by the teacher competency test, the design of the learning process prepared by certified teachers and classroom action research applied by the teacher in learning, the results of the national exam from students, the realization of the certification allowance received by the teacher.

3. Methodology

In fact, there are various evaluation models which evaluators consider to increase their understanding of existing phenomena. The Stake Model which emphasizes the existence of two basic activities in evaluation, namely Descriptions and Judgment, is the author's choice ⁴⁰ in this study, namely the Stake's Countenance Model (Stake, 1967) which is carried out with a qualitative approach. Stake identifies 3 (three) stages of evaluation of educational programs and the factors that influence it, namely:

- (1). Antecedents phase; before the program is implemented: What conditions / events existed before program implementation? Will these conditions / events affect the program?
- (2). Transactions phase; program implementation: What actually happened during the program? Is the program being implemented in accordance with the program plan?

(3). Outcomes phase, knowing the impact of implementation at the end of the program. Is the program implemented as expected?

With the Stake model, this research tries to capture the problem of implementing certification policies from planning, implementation and output in order to identify the location that needs to be improved in formulating future policies in order to achieve educational goals, specifically the formulation of the National Education System Law No. 20 of 2003, article 40 paragraph 2 (Law on National Education System No. 20, 2003).

4. Findings

4.1. Perceptions of improving the quality of education

The research results reported in this dissertation are an analysis of the implementation of government policies in the form of teacher certification in positions in DKI Jakarta. The formulation of government policies contained in a series of government regulations and / or ministerial regulations focused on government efforts to improve the quality of education and improve teacher welfare. However, along with the enactment of the ministerial regulation on teacher certification in teacher welfare positions, various complaints and criticisms of teacher performance require answers that satisfy various stakeholders. The main objective of developing teacher professionalism outlined in the general provisions of Law No. 20 of 2003 is none other than improving the quality of learning. Learning is defined as a process of interaction between students and educators. In article 40 paragraph 2 of the law the obligations of educators have been outlined, while in carrying out professional duties in the field of teacher work it is stated in article 20 of law No.14 of 2005. However, the implementers' understanding of what is the consideration of the teacher certification policy turns out to be different. different. At the level of decision makers, certification is intended as an effort to improve quality from the point of view of teaching feasibility. This statement is a sentence affirming the obligations of teachers as stated in article 8 of Law no. 14 of 2005

related to academic qualifications, as well as educator certificates. Meanwhile, at the implementing level, the definition of certification is stated as an effort to improve service standards by teachers.

Dr. Khaeruddin as the teacher certification coordinator doubts the success of increasing the capacity of teachers who are relatively old by only allocating 9 days. In fact, the PLPG is assumed to be able to increase the professional capacity of teachers only on the basis of experience as the LPTK and having the same study program as the PLPG participant teacher study program. According to SanserlisToweula, one of the supervisors at the high school level, teacher certification is intended as an improvement in welfare in order to enable teachers who are spearheads to concentrate on improving the quality of education and not be hampered by their social problems. Teachers get added value economically and this change is achieved immediately by simply following a few stages of the administrative process. Thus they see certification as an improvement in welfare. Even more sharply, many teachers claim the certification allowance is the right of teachers.

The education office as teacher coach takes a position as the implementer only because teacher certification is a national policy. In the end, the supervisory officers secured the responsibility of their respective duties by pointing out what was contained in the "renstra" (Strategic Plan of the DKI Jakarta Education Agency) which was a derivative of the national level RPJM. The Jakarta education strategic plan also targets that the implementation of the teacher certification policy will improve the professional quality of the teaching staff, which will be carried out comprehensively and sustainably accompanied by the increase in the welfare of the teaching staff. From the educators side it is expected as written in the **National Education System Law No. 20 of 2003** article 40, paragraph 2a expects a pleasant interaction between teachers and students, so as to create meaningful, creative, dynamic and dialogical education. The rationale contained in the considerations of this law emphasizes the

need to improve the quality and relevance and efficiency of education management to face challenges in accordance with the demands of changes in local, national and global life so that educational reforms are needed in a planned, directed and sustainable manner. Article 5; 1 of the same Law emphasizes the right of citizens to obtain quality education. Furthermore, in article 41; 3 the government is required to facilitate education units with the necessary teaching staff

The essence of the PP's consideration is to implement the provisions of the 2003 National Education System Law which mandates improving the quality of education, which so far does not have the following standards:

... that in order to implement the provisions of Article 35 paragraph (4), Article 36 paragraph (4), Article 37 paragraph (3), Article 42 paragraph (3), Article 43 paragraph (2), Article 59 paragraph (3), Article 60 paragraph (4), and Article 61 paragraph (4) of Law Number 20 of 2003 concerning the National Education System, it is necessary to stipulate a Government Regulation on National Education Standards.

For this reason, PP number 19 regulates the criteria for education, eligibility, as well as supporting its success in the form of eight educational standards, including: content standards, process standards, graduate competency standards, standards for educators and educational staff, standards for facilities and infrastructure, management standards, and financing standards. and assessment standards. The vision of improving the quality of education is believed to occur through meeting these standards.

Improvement of civil servant teacher income (Permenkeu No. 71 /PMK.07/ 2011) amounting to seven hundred billion rupiah, then increased as a professional teacher allowance. The definition of the professional allowance is intended to improve the quality of PNSD teachers as a reward for their professionalism. It is also intended to realize the mandate of the Teacher and Lecturer Law which, among others, elevates the dignity of teachers, improves teacher competence, advances the teaching profession, improves the quality of learning, and improves quality education services.

The payment of the teacher professional allowance is regulated by government regulations and ministerial regulations following the development of the personnel data / administration system and teacher competency tests as described in the following tabulation:

Tabel 1. Government Regulation on professional allowance

REGULATION	PROVISIONS FOR CALCULATION AND PAYMENT OF TPG
PP Number 74 of 2008 [Article 15 paragraph (5)]	The TPG shall be issued starting from the beginning of the following fiscal year after the person concerned receives a teacher registration number from the Ministry
Government Regulation Number 41 Year 2009 [Article 7]	The TPG shall be issued starting January of the following year after the person concerned receives a Teacher Registration Number from the Department
PMK Number 164 Year 2010 [Article 9 paragraph (1)]	TPG shall be issued starting from January of the following year after the person concerned receives a Teacher Registration Number from the Ministry of National Education
KMA Number 73 Year 2011 (Attachment Point III letter A point 4)	Professional allowances and professional teacher / supervisor allowances are paid starting in January of the following year, starting from the date the person concerned is declared to have passed the teacher certification exam as stated in the educator certificate and obtains NRG
PMA 43 of 2014 [Article 6 paragraph (3)]	Professional Allowances for Non-PNS Teachers are paid starting in January of the following year, starting from the date the person concerned is declared to have passed the teacher certification exam as stated in the teacher's certificate and payment is made after obtaining a Teacher Registration Number

4.2. Teacher Portfolios and the PLPG Training Curriculum

The PSPL and PF assessments are carried out by a certification committee appointed by the Head of the Education Office, led by a project leader who holds the position of head of section or head of division on a daily basis. The assessment of the documents submitted by the certification participant teachers referring to the guidebook 3 is a verification of the suitability of the documents, as well as their respective weights. Thus, the decision making for certification eligibility in the two PSPL and PF channels is only a manifestation of the document portraits that were successfully collected by participants. This is different from the documentation describing the capacity of the International Baccalaureate (IB) version of the teacher, which describes the teacher as the portfolio that will be used.

Table.2 Comparison of Teacher's Portfolio Components

No.	Physical evidence of portfolio or Teacher Certification	Teaching Portfolio IB version
1	Academic Qualifications	Teacher background. (teacher background)
2	Education and Training	Documentation on efforts to improve teaching skills, such as: seminars, workshops, upgrading and so on. Implementation of plans, handouts and teaching notes.
3	Learning Planning and Implementation	Class description: time, levels and content. (class description: time, grade and content).
4	Academic Achievement	Written exam: (National Teacher's Exam, State licensure tests)
5	Teaching Experience & Assessment from Supervisors and Superintended	Records of student work scores, such as tests, quizzes and class projects
6	Professional Development Work	A personal statement about the philosophy and goals of teaching
7	Participation in Scientific Forums	Written reflection on teaching
8	Awards Relevant to the Field of Education	Video / Audio Tape about classroom teaching
9	Experiences as Organizational Manager in the educational and social fields	Observation notes from peers

From the comparison of portfolio documentation as shown in the table above, the depiction of teacher professionalism will be more readable in the IB version. The training that is carried out by PLPG itself takes place by requiring participants to enter the dormitory for nine (9) days where training activities are carried out in a marathon. It is said to be a marathon because the activities are carried out day and night with an emphasis on workshop activities according to the field of study that each participant is able to teach at the original school. The training curriculum implemented at PLPG-Jakarta is described as follows:

Tabel 3. Curriculum Structure of PLPG-UNJ

No	Content Curriculum	Theory	Practice
A	General: Teacher professional development policy	6	-----
B	Principal: 1. Deepening of the Bid material. Studies 2. Deepening of Pedagogy material	20 12	-----
C	Workshop: Development of learning / guidance tools	---	30
D	Learning practice: Peerteaching / peer counseling / ICT guidance practices	---	10
E	Final exam PLPG: 1. LPTK Writing Test 2. Performance Test	2 ---	--- 10
Total		40	50

The field of study material grid as the main material that will build the professionalism of teaching PLPG participant teachers was prepared ⁷ by the Ministry of Education and Culture team. The contents of the grid represent the main competency training emphasis in the pedagogical and professional fields. When asked about the focus of the training which is related to the weaknesses to be fixed, Dr Khaeruddin described that the pedagogical competence of the PLPG participant teachers was relatively good. These assumptions are based on the participants' experiences in teaching. It is a fact that the learning carried out by teachers tends to be monotonous and repeats what has been done on the same topic in the

previous year. This means that minimal innovation and cooperation among teachers is not created in the context of a particular topic learning process.

An issue that is still being debated is the formula for increasing teacher competence. Although the National Education System Law emphasizes points that hope to improve the learning process, the execution steps for teachers are different. The formulation that is considered to be able to realize the demands of the law are teachers who have the competence of educators. Competence is further defined in four domains, but the indicators that measure teachers are competent or not only in two domains. Two domains, namely pedagogy and professionalism, are used to measure the granting of eligibility for certification. In numbers, it can be seen that the improvement in teacher competence is as well as the average teacher competency test (Post test) of the 2016 teacher learning program from the following 2015 PPG participants:

Table 4.5. Average UKG (processed from PLPG UNJ data)

Level	Pedagogic ¹		Professional	
	2015	2016	2015	2016
TK	44.6	65.72	43.01	65.92
SD	42.57	67.52	39.13	65.07
SMP	36.51	63.87	35.01	66.79
SMA	47.79	65.12	33.90	68.20
SMK	43.58	68.52	33.83	72.08
SLB	36.21	67.78	42.79	65.80

4.3. Analysis of the quality improvement formula

In the field of education, the government has established a certification policy for in-service teachers as a measure ⁴⁴ to improve the quality of education in general. Something that is further understood as a measure of the achievement of quality standards in ministerial regulation no. 63 article 20; 2 concerning quality assurance is outlined through (a) performance audits (b) accreditation (c) certification, and (d) other forms of measuring educational quality achievement. Certification itself is an integral part of achieving quality.

Government regulation number 19 of 2005 as a follow-up to the related law explicitly states that process standards ¹⁷ are directly related to the implementation of learning. The form of implementing the desired learning is detailed in article 19, such as an interactive, inspirational, fun, challenging and so on. Meanwhile, Government Regulation No. 74, the context of the realization of a quality education workforce, further describes the rights and conditions for obtaining it up to sanctions that abort.

From what is stated in the laws and government regulations, it is illustrated that teachers are the main resource in the education process so that the legitimacy of professional educators is granted. The awarding of such legitimacy describes an ideal teacher who will improve the quality of ¹¹ education as a conscious and planned effort to create an atmosphere of learning and the learning process so that students actively develop their potential to achieve national education goals. This is in line with what was conveyed by ⁴ Suchman (1995, p.574) ... considers that legitimacy is a generalized perception or assumption that the actions of an entity are desirable, proper, or appropriate with some socially constructed systems of norms, values, beliefs, and definitions.

What was conveyed by the certification executor who is commanded by the directorate general of teachers and education personnel needs to increase teacher competence and fulfill qualifications. This is deemed important to align lawsuits and facts in the field, which according to the sources of this study require serious restructuring. The view is the same between ministerial officials and officials at the education office level that so far many teachers have been assigned based on needs.

The issuance of a ministerial regulation is the first step to fulfill the demands of the law related to improving the quality of education. If the first ministerial regulation concerns certification, namely candy number 18 which was issued in 2007 becomes a guideline for the implementation of certification for in-service teachers. In-service teacher certification is a

consequence of previous policy changes, in which there were no certified teachers.

Subsequently, in 2008 a ministerial regulation was issued with changes to the certification arrangements for teachers appointed by the government and legal entities that provide education together plus the obligation to face 24 hours as a condition for obtaining certification allowances. The ministerial regulation on teacher certification is subsequently issued annually with adjustments based on evaluation of developments in the field. At the socialization stage the teacher is asked to document the activities that are followed in order to increase capacity, such as participation in seminars and training.

This study found that ministry officials took the first steps to focus on standardization of meeting the academic qualifications of all teachers as outlined by law. Although document verification is used as a reflection of teacher competence, it does not reflect efforts to increase competence, but it can become a basic reference and data collection in the context of national teacher development.

Referring to the diction listed in Law No. 20 Article 40 Paragraph 2¹⁷ of the National Education System, it is clear that the idealism of teacher competence to be built through the certification process is the competence to translate the educational curriculum into the learning process during the school period. Teacher professionalism is not limited to mastery of material from the subject being taught, but as stated by Bouly, at all, 2015 it is “comprised⁹ of the cognitive component of professional knowledge and the noncognitive components of beliefs, self-efficacy, and self-regulation. Explanation of personality competence should be a manifestation of the belief or the comfort in presenting something teaching material in an eye-catching manner (tell it with confident / self-efficacy). Meanwhile, social competence is the ability to involve the learning environment as an object or subject of inspiration that will bring the educator to a contextual learning situation (get inspiring or get immerse / self-regulation).

Such a definition demands an improvement in how the measurement of a teacher's competence becomes the ability to design a learning process differently on conditions, facilities or whatever is the background of the teacher as a complement to content / cognitive mastery. Social competence is illustrated by how to involve the community or culture as a means of internalizing learning. Analysis of teacher performance as justification for certification (output). In general, teachers responded well to the teacher certification policy in the sense that it provided significant economic added value. Previously, the job as a teacher was connoted as the profession of "Umar Bakri", a person who dressed simply and rode a bicycle among other professions who had ridden motor vehicles. According to several school principals who were the resource persons of this research, it turns out that after receiving the certification allowance, teachers are more confident and not a few are independently continuing their education at a higher level.

There are other problems such as the development of reason that does not develop during the school period. It is time for schools to not only complete material knowledge as measured by the minimum completeness criteria (KKM).

5. CONCLUSIONS & SUGGESTIONS

1. Teacher certification policy as mandated by law is not implemented as a result of simplification of the implementation formula. There is a disagreement on the translation of the professional context at the executive level. There are many accommodative treatments related to the diversity of teachers in terms of age, years of service and employment status, so that indicators of professionalism experience adjustments which are paralleled by efforts to complete projects.
2. During the implementation stage, the PLPG as the institution entrusted with up-grading was in fact having difficulties with only 9 days. The diversity of the backgrounds of the teacher's abilities makes the training curriculum ineffective. Deepening of the material

becomes dominant, the target of passing the UKG written test makes training like test guidance, while efforts to build professionalism through classroom action research are sidelined.

3. The awarding of professional teacher allowances for those who have been certified has made the teaching profession more prestigious and teachers' self-confidence increases along with increased welfare. The improvement in the quality of learning that is expected to occur is relatively unrealized even though the state school teachers have been certified by more than 90%.

Recomendation

1. To ensure the optimal effectiveness of the certification policy, it is necessary to have consistent implementation starting from planning to implementation with a single understanding and minimizing diversity accommodation. Policy formulations described with indicators of program achievement should be understood and agreed upon by all related parties before a policy is implemented.
2. As well as pedagogic competencies that require understanding the characteristics of students, the concepts of transparency and accountability can be realized by testing the ability of certification participants to prepare lesson plans that are different from one topic with at least two student background situations (urban, rural, coastal, adequate school facilities, limited laboratory facilities) to describe the difference recognition ability of students who are learning.
3. Researchers also suggest a conceptual framework for improving teacher quality with teacher principles as the goal of development and at the same time as the main source of professional development. The systematics of teacher work in all educational institutions needs to be interrelated and mutually building. With the development of network

technology which is controlled by the education office, it is mandatory for teachers to share ideas that are centered on one national teacher web-site so that the contextual learning process is increasingly varied and enjoyable for the educators. Failure to fulfill obligations will impact on the professional allowances that each teacher receives. Accepting the assignment as a teacher, the person concerned is aware of the presence of himself and others at school. Work systematics need to strengthen technology-based communication between teachers and students, teachers and groups of subject areas they serve and are involved in interactions between groups. Communication with students in a web-site network facilitated by the school, then the education office facilitates teacher interaction with NUPTK (teachers unik number) access rights. Along with that professional growth will increase competence through mentoring and further education.

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Vol. 4 No. 1 Juni 2018: 74-81, Vol. 4 No.

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