



REVIEW ARTICLE

TEACHER'S CERTIFICATION" A BEST PRACTICE OF MANAGING TEACHER'S CAREER AS A PROFESSIONAL TEACHER

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ABSTRACT

Strengthening human resource development (HRD) is the priority of the government of Indonesia to face the free competition in a free progressively labour market which expands the opportunities for employers and employees amongs ASEAN countries. In line with that, Indonesia puts the education sector as a way of sharpening the professional, managerial, and skills of HRD. Therefore, the Ministry of Education and Culture (MoEC) set up strategic plan for 2010-2019 to improve the quality of education through empowering teachers to keep their roles educate and teach children to be strong and competitive graduates as well as workers among ASEAN countries. This mission is accelerated through an implementation of a best practice of managing teacher's career as a professional teacher called 'teacher's certification

INTRODUCTION

In most countries, human resource plays a very important role. The government of Indonesia puts the program of the human resource development (HRD) as the priority program to be implemented in order to face the free competition in a free progressively labour market in the era of globalization and ASEAN Economy Community (AEC). In line with that, Indonesia puts the education sector as a way of sharpening the professional, managerial, and skills of HRD, while English plays a key role as an international and regional language of business. Therefore, the Ministry of Education and Culture (MoEC) set up strategic plan for 2010-2019 to improve the quality of education through empowering teachers to keep their roles educate and teach children to be strong and competitive graduates as well as workers among ASEAN countries. The knowledge and experience of a teacher give a greater influence and effect on student's learning achievement which is an indicator of the success of education. Therefore, Indonesia has to work hard to improve the quality of teaching and learning instructional by improving a standard of teachers profession. This mission is accelerated through an implementation of a best practice of managing teacher's career as a professional teacher called 'teacher's certification' which means that a teacher from preprimary school until senior and vocational school should have at least the Bachelor of Arts (Strata I) or Diploma IV as a standard of professional teacher and fulfill the requirements of professional teacher such as a number of teaching hours, research product, frequency of teachers'

present in school, and others. This innovation is based on the Law 20 of 2003 about the national education system including the function and purpose of education, the rights and obligations of citizens, parents, communities, government, national education standards, curriculum, education personnel and their roles and responsibilities, finance, management, evaluation, accreditation, and certification. This innovation is also based on the Law 14 of 2005 about teachers and lecturers, government regulation 19 of 2005 on National Education Standards of eight areas (content, process, graduate competency, teacher standards, school facilities, education management, funding, and assessment), the MoEC regulation 74 of 2008 about compulsory for teachers to have a certificate of bachelor's degree or a four-year diploma (S1 or Diploma IV) and the regulation of MoEC 16 of 2007 about standard academic qualification and teacher's competence. The implication of the innovation, MoEC sets up a policy to improve teacher's quality by enhancing his/her competence and skill because a teacher plays important roles in enhancing students performance and skill. In the same time Indonesian government increases his/her salary or income by giving a monthly additional allowance for certified professional teacher which is equal to his/her monthly salary. This innovation seems to be efficient and effective to motivate teacher, however there is still problem to increase teacher's knowledge as well as managing school particularly the unreached school teachers in some remote areas to get the S1 or Diploma IV as a standard of professional teacher. Therefore, MoEC works collaboratively with local government and local authority as well as other institutions to train school principal in managing school and the teacher in enhancing his/her competence and skill of teaching process.

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The objectives of this study is to findout: 1) number of headmasters and teachers as well as /qualified teachers including the positive and negative impact of the teacher certification, 2) how to get a certification of professional teacher, 3) inspection, supervision and monitoring of school policies, practices, and innovation, 4) policies and practices related to administration and management of education, and 5) the problems and challenges faced by government/ administration in effective educational management.

Literature Review

Due to the tight competition of workers in the era of globalization and ASEAN Economy Community (AEC), it cannot be denied that it is important to have high quality human resources. To fulfil the needs to have high quality human resources, the government in this case Ministry of Education and Culture (MoEC) should empower teachers by improving their quality so that they will be professional teachers, then they will be able to produce high quality human resources as well professional workers in school. Therefore, MoEC since 2007 set up a policy to improve teacher's quality by deciding a program of teacher certification which means a certification for a teacher to have a right to teach at the school levels as a professional teacher. For school teachers for example, a teacher should have a certification of a professional primary school teachers as well as the secondary school ones. A teacher's certification for the primary school teachers employs a certification of class teacher while a secondary school teachers keep a subject teacher. This policy involves the central government, Teacher Training Institution (TTI) or universities which have a teacher program, provincial and district of education office, and schools.

Professional Teacher

A professional teacher is a teacher that must have good competence such as intellectual, social, moral, individual, and spiritual (Surya (2003:28), while Tilaar (1999:205) promotes a profile of professional teachers: mature and good personality, having knowledge and good skill to motivate students, have a good commitment to help students in doing their learning process, responsible to monitor student's learning process, and be able to think systematically. Teachers should share and deliver knowledge, empower others to develop their abilities, talents, explore their potential competencies in a psychologically safe and socio culturally, enrich environment, creative, open in accepting diversity and uniqueness of children of all backgrounds, (TAN. 2007: xxxii). This challenge affects not only their professional qualifications but also their individual personality and professional roles in the educational system, class, school, and neighborhood (*Urban in TAN. 2007:176*). New competencies are demanded to go far beyond the administration or management of the technical aspects of personnel management such as recruitment, induction, teacher registration, budgeting for professional development and the setting up of appraisal systems and procedures (Middlewood and Cardno 2001:13). In addition, the typical modes of professional teacher's development can be a study group among peers to share information, teachers observe other teachers, an expert teacher coaches one or more colleagues, mentoring new educators by experienced colleagues, team conducts regular meeting to plan lessons, problem solving,

improving performance, and/or learning a new strategy, conduct online courses, workshops, conferences to learn from a variety of expertise from around the state or country, and proprietary programs by private vendors, the teacher as reflective practitioner, taking responsibility for learning to improve the quality of professional performance (Mizell, 2010, Levin, 2010, Caena 2011).

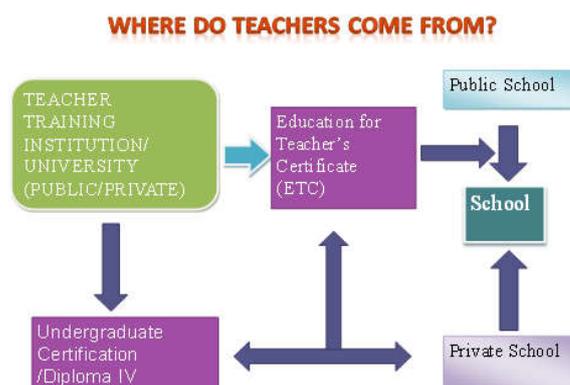
The importance of teacher certification

There are several activities that the teacher should have ensured transparency and accountability in educational administration: teaching task, schedule of teaching minimum 24 hours each week, yearly program (a program for one year), semester program, designed syllabus, teaching program, teaching activities based on the planning, using text book and reference, instrument of evaluation, assessment of the student's quiz, giving homework to students, documentation of student's task, analyzing the result of students task, giving remedial teaching to low learner's students, the data of teacher's administration, having agenda of teaching, having a guide book about designing syllabus, developing teaching and learning material, doing developing material, writing article, doing action research (<http://datadapodik.com>). Theoretically as well as practicality, the assessment of teacher's certification has some advantages in improving the quality of teachers, as follows:

- Help teacher develop his/her profession;
- Develop a standard of teacher's competence to know what aspect the teacher does not know, what he/she needs to be improved and how to improve his/her quality, and how many teachers are to develop (Mulyasa, 2007);
- As a tool for recruitment of the teacher. Through the assessment of competence, it is hoped that the teachers be recruited are those who have pedagogic, professional, social, individual competences, creative, professional, and innovative;
- To enforce teacher to conduct effective and efficient teaching and learning using a suitable teaching methodology, using IT in teaching and learning process, develop teaching material, evaluate as well give feedback the teaching and learning activities.

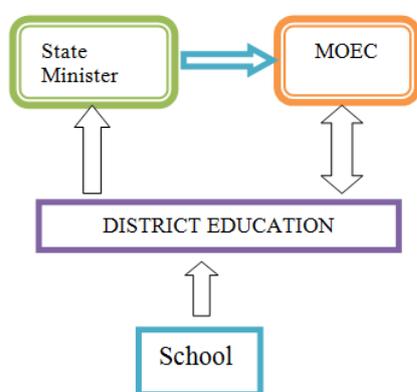
The structure of educational administration and management of the teacher certification

Where do teachers come from?



Previously, teacher from preprimary school up to senior secondary school should have a certification from teacher training institute or university which has a teacher training program. But since the government policy was set up in 2005, a teacher can be graduated from other institutes or universities. Therefore, to control the quality of teachers the government set up a policy about certification of professional teacher by having competences (pedagogical, academic, individual, social) and skill in teaching and learning process as (Rule of Teacher and Lecturers chapter IV article 13). The recruitment of teachers in public public and private schools are different. The public schools teachers are recruited by the State Minister or Control of Machinery of the State while private schools teachers are recruited by the foundation based on the needs of each school under the foundation.

How are the teachers be recruited? (The structure of public teacher's recruitment)



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The recruitment of teachers follows the following procedures

the school identify the number of needed teachers (class teachers for preprimary and elementary school and the subject teachers for junior and senior secondary as well as vocational school). Data of the teacher's candidate is sent to district education to be proceed to educational provincial office. From educational provincial office, the data will be sent to MoEC. MoEC decided the number of teachers to be recruited for public teachers. Having identified the number of teachers needed for every school, MoEC announces the number of the teachers' candidates which have fulfilled the requirements through on line, then the teachers apply at the State Minister. MoEC appoints the teacher training institutes to conduct a test and a training for the selected teachers. During the process of selecting the candidate teachers, all candidates use computer on line to fulfill the administration as well doing the test. After finishing doing the test, the candidates is informed directly whether he/she passes the exam or not. On the other hand, the recruitment of private school teachers varies from one foundation to another. In general, the candidate teachers of private schools are given a test and interviewed by the school principals and the foundation.

System of teacher recruitment

The system of teacher management focuses on policies, practices, and innovation relating to education qualification

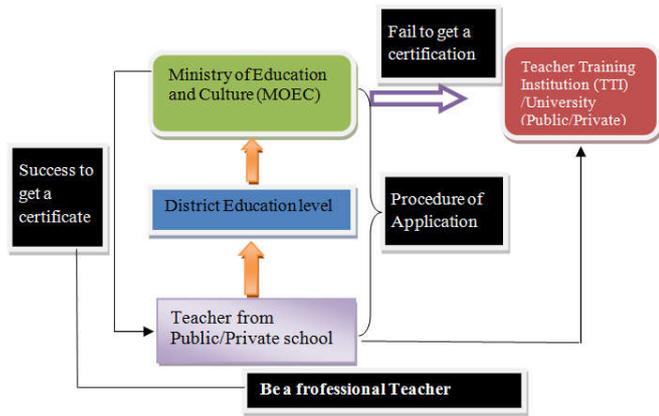
and training recruitment, deployment, transfer, professional development, and accountability of teachers. The recruitment of the teachers was previously using portofolio which means that a teacher sent Bachelor/Strata 1 (BA/S1) certification, research report, teaching experience, certificate of professional teacher, and other documents. These documents are assessed by the team from the appointed teacher training institution or universities. If they fulfill the requirements, the teacher will be given a certification of professional teacher, then he is given an additional salary which is equal to his regular or monthly salary. The article 14 of 2005 about teachers and lecturer says that a teacher who does not have diploma IV or Bachelor of Arts/S1 stratification should have a certificate of education and teaching experience at least 10 years.

The regulation states: 1) a teacher whose master or doctor degree and has achieved the level of IV/B for the government rank of public service is directly given an Education Certification (DGEC), 2) a professional teacher through portofolio (PTP) is given to the teacher whose BA/S1 certificate (graduate from TTI/university) and those who have no S1 certification but should have level IV/a or have been 50 years old and have been teaching minimum for 20 years, and 3) a professional teacher by Education and Training (PTET), and the teacher who is appointed after the regulation is set up, the certification is conducted through Education of Professional Teacher (EPT). The recruitment of PTET and EPT is done by TTI. TTI will verify the teacher document sent by the district educational office then TTI will give a written test about general knowledge, English, major subject, and interview about the teacher's motivation and talent. If they pass the test, they will be sent to TTI to attend the training which will be done in a tutorial, workshop, seminar, and teaching practice at some schools. The subject matter given in the training will be a part of policy in determining teacher's tasks in school, testing of the teacher competence, a supporting certification salary, evaluation of teacher's work, and the sustainability of professional development.

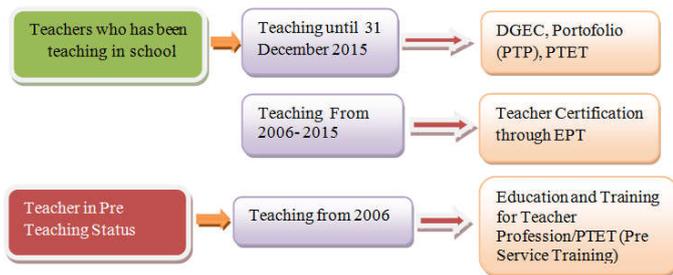
The regulation of 14 year 2005 article 82 states that the teacher and lecturer who have no academic qualification and certificate of education should compulsory fulfill the requirement of certification in 10 years. For a teacher whose certificate of a professional teacher before the regulation implemented is directly given a certification while a teacher who was appointed to be a teacher after the regulation is implemented, the training for certification is given after attending on the job the training. During the implementation of the system, the government evaluates the efficiency and effectivity of the teaching process of the certified teachers.

The findings of the evaluation conducted by the MoEC, the recruitment of the professional teachers using fortfolio has many weaknesses, such as the teacher did not show his or her capabilities in managing teaching process as well as evaluation of students learning achievement. Therefore, from 2011 the government took another way of recruitment of professional teacher called education and training teaching profession. This training is conducted by the appointed Teacher Training Institute/university for 90 hours or 9 days. From 2015, this program is conducted for one year.

The structure of selecting and training of a professional teacher



The following procedure is teacher’s group and structure of teacher certification



Nowdays, there are 1.6 million teachers of the three million teachers who have not got certification of education. Teachers who have no teaching certification until December 2015 are not allowed to teach (the regulation of 14 year 2005). This regulation raises a problem where some schools particularly in remote areas do not have enough teachers. Reducing teachers makes the teaching process unable to run well. The regulation also says that teachers who have been teaching from 2006 until 2015 can get the teachers’ certification through Education of Professional Teacher (EPT). The teachers in pre-teaching status and have been teaching from 2006 can get the teachers’ certification through Education and Training for Teacher Profession/PTET (Pre Service Training). The teacher who has been teaching until December 31. 2015 may get the teachers’ certification through DGEC, portofolio (PTP), and professional teacher by Education and Training (PTET).

The process of teachers’ certification uses IT such as the announcement of the education and training participants who have been successful of the assessment, the information of registration, the information of the acceptance of the training participants, the announcement of the result of the assessment and examination and the rank of the candidates of the participants of the training is done on line (www.sergur.kemdiknas.go.id).

MATERIALS AND METHODS

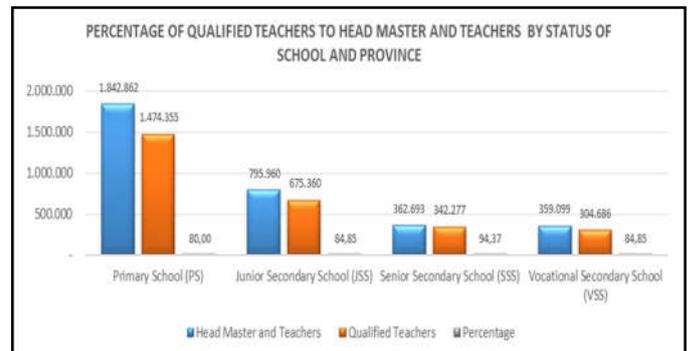
This study employs a desk study to analyze a document of teacher certification, especially the implementation of teacher certification at school in provincial and district level. The result of the analysis was verified with the stakeholders in provincial and district education as well as teachers in several provinces and districts through Focus Group Discussion (FGD). The verification was also conducted with the group of education

policy makers and Education Sector Analysis and Capacity Development Partnership (ACDP) in Jakarta. In analyzing the data, the researcher described and analyze the secondary data, strategies to enhance the teacher’ profession, and sequencing the empirical data gathered from resource persons. The process of analyzing data used the procedures: examining, categorizing, tabulating the frequency of events, recombining evidence, using arrays to display the data, creating displays, ordering the information, using various interpretations, triangulation, and making a conclusion.

Findings of the Study

Findings of the research as follows:

Number of headmaster and teachers as well as qualified teachers



Source: MoEC 2015 to be analyzed

Qualified teachers are teachers whose minimum undergraduate certification (Bachelor of Arts/S1 or Diploma IV). The number of primary school teachers is the highest but the percentage of the qualified teachers is lower about 80 percent than the JSS, SSS, and VSS. This condition is because many PS teachers still do not have BA/S1 or D IV certification due to the most of primary schools teachers were graduated from the secondary school teacher training while teachers of JSS, SSS, and VSS are graduated from Teacher Training Institute/university. However, since 2008 all teachers from PS to SSS or VSS should follow the the MoEC regulation 74 of 2008 which states that it is compulsory for teacher to have a certificate of bachelor’s degree or a four-year diploma (S1 or Diploma IV).

Now, from 2.294.191 public teachers and permanent teachers from the foundation, only 1.580.267 teachers have already got teachers’ certification through direct given certification, portofolio, and teacher training of certification, and the rest are still attending the training (Pranata: <http://bangpung.blogspot.com/2015/09/siap-siapmulai-tahun-2016-guru-harus.html>).

Positive and negative impact of the teacher certification

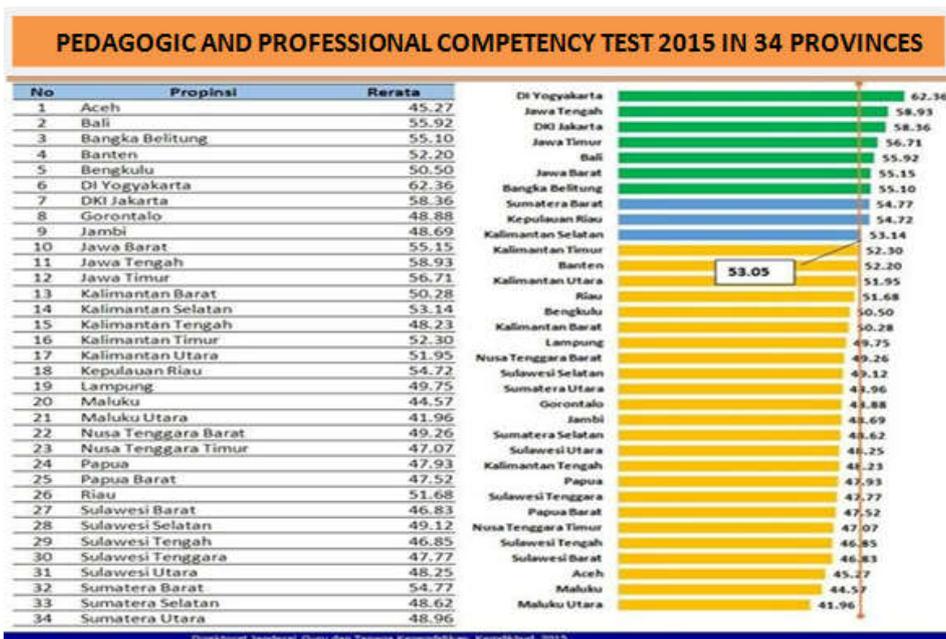
Positive impact: First, the motivation of high rank SSS graduates to enter Teacher Training Institutions (TTI) as a producer of teachers gives an opportunity for TTI to get better quality of teacher candidates than the previous years before. Second, the quality of teacher particularly in teaching process is better than before due to their quality of their teaching planning, teaching process, and evaluation of student’s learning as the effect of their regular training, discussion, and seminar

they attend. Third, the learning outcomes is higher than before the teacher's certification. Fourth, after the policy of the teacher certification was set up followed by giving the supporting salary to certified teachers, the teacher's income is higher than before 2005 where the income of teachers was lower than the other professional careers for the same level of education such as the bank employee, lawyers, doctors, and others and also is lower among ASEAN countries. Therefore, at the time the status of teacher's profession in Indonesia is regard lower than other status. Now, their status become better and better, mind set of society to teacher's status also becomes positive or even better than other careers, and their family becomes more and more welfare.

Negative impact: There is a small impact of teacher's certification towards the teaching and learning instruction in the class, particularly their teaching improvement. This is also because the standard of certification is lower which makes the new teachers are easy to fulfill the requirement including the test of teacher's competency while the long teaching experience teachers still find difficult to pass the competency test. Now, more than 1,6 million teachers have already got teacher's certification, however it seems that this certification has not improved the quality of teacher's teaching yet, and has not improved quality of students' learning outcomes yet (Agung, 2016:7) as seen in the following result of pedagogic and professional competency test in 2015.

considered the improvement of design program and knowledge as a basic for enhancement of teachers' academic qualification and teachers' certification, (4) there has not been implemented the development of continuing professional development yet (MoOEC strategic plan 2015-2019).

Aspects to be examined at the teachers' certification: According to the rule of Teacher and Lecturers chapter IV article 13 that a professional teacher should have good competencies on pedagogic, professional, social, and individual competences. Pedagogic competence consists of understanding the student's individual characteristics, planning the teaching and learning activities, evaluation of student's learning achievement, and development of student's characteristics. Professional competence is a teacher's competence to master the subject he/she teaches, developing teaching material, design teaching activities using ICT, learning evaluation, developing teaching and learning program, evaluate student's activities, understand science and technology related to his/her subject, and understand the policy of education. Social competence is a teacher's competence as a part of society to communicate effectively with students, colleagues or other teachers, students' parents, and other community around the school. Individual competence means that the teacher should be mature creative, critic, eager to study, long life learning, well mannered, honest, and humanism, have good morality and character, apply the



Source: MoEC 2015

Note: The Result Pedagogic and Professional Teacher Competency Test 2015

Propinsi (province), rata-rata (average)

Maximum = 100

Minimum = 10

Average = 53.05

Standard deviation =12.65

Number of teachers = 2.430. 427

The weaknesses of teacher certification: There is no linear relation between the improvement of teacher's qualification and teachers' profession towards the students' achievement. This is caused by (1) there has not been implemented the teachers' system of competency test as a part of process of student's learning outcomes yet, (2) there has not been implemented a validity, transparency, and continuity assessment of teachers' work yet, (3) there has not yet

religious message, stable, and wise. The indicator of teacher's achievement towards the standard of his/her competencies based on the result of the test of teacher competence conducted by Directorate of Teacher, MoEC, as follows. There were 2.430.427 teachers given a test with the minimum standard of competency 55 (Strategic Planning of Education 2017). The average result of the test was 53.05 which is lower than the standard determined by the government.

How to get a certification of professional teacher

Through portofolio: The regulation of MOEC No. 18 Year 2007 says that to get a professional teacher certification, a teacher should have:

- A certification of Bachelor of Arts/strata one (S1) or Diploma IV (D IV)
- A certification of the training of the teacher's competence and skill
- Teaching experience in formal education for five years
- A lesson plan consisting of objectives of the teaching and learning, teaching material, teaching method, technique, evaluation, and the use of ICT
- An evaluation result of pedagogic, professional, social, and individual competence from the supervisor
- Academic achievement indicated by the teachers' performance in the academic competition conducted by MoEC, the district or provincial office of education, and the certification of skill in certain subject
- A certification of seminar, workshop, or training, at the level of village, sub-district, district, provincial, national, and international or other additional task from school principal.

The pathway of teachers' certification through portofolio's certification

- A teacher sends the documents of portofolio to district office of education to be assessed by the team (the experts from teacher training institute, administrator from district and provincial educational office, and other relevant personnels from MoEC)
- If the portofolio has fulfilled the standard score determined by the team, the teacher will be given a certification of education
- If the assessment of the document has not fulfilled yet the standard of score determined by the team of consortium of teacher's certification, a teacher should improve themselves by self study or attend the course to achieve the score of 841 to 849 of 1-100 the scale
- If he/she is successful or pass the test, he/she will be sent back to educational district office

Through education and training: The certification of professional teacher through education and training during 2 semesters (MoEC regulation No. 40 Year 2007) for the junior teachers at the primary and junior secondary school is conducted by the teacher training institute (TTI) or university appointed by MoEC (MoEC regulation No. 122/P/2007 about higher education who may conduct the training for teacher certification).

The pathway of teachers' certification through education and training certification

- Teacher should register at District of Educational Office
- District office assesses the document, then chooses two junior secondary school teachers of each subject and two primary school teachers
- Copy of the document is sent to central office (Directorate of Higher Education)

- TTI or universities conducts the training for the primary and secondary school teachers
- Participant determine the system of credit per semester (SCS)
- Participant should attend the education and training for two semesters and pass the final exam. If they fail the examination, they will be given a chance twice to attend the reexamination. If they are not still successful, they will be sent back to the district educational office to get a personal guide to develop teaching activities.

Inspection, supervision and monitoring of school policies, practices, and innovation

Inspection, supervision, monitoring, and evaluation are the keys to achieve the goals and objectives of teacher's certification programmes. Monitoring is an ongoing process that regularly measures progress towards goals and objectives of teacher's certification programmes. It allows teacher's certification program staff to make change during the certification program or project cycle to ensure that they stay on track to achieve their goals and objectives. There are three institutions that conduct the evaluation and monitoring, i.e. The central government (MoEC), the District Educational Office and District of Religious Affair, and the Teacher Training Institute/Universities who conduct the training. The central government (The Directorate of Teacher MoEC) chooses some activities of teacher training in certain districts as a sample of evaluation and monitoring to understand the effectivity and efficiency of the teacher's certification program and to know the problems in implementing the program. It is in line with the government program called a Nine President's Programmes (Nawacita) that the quality of teacher should be high whether the teachers who have got the professional teacher status or not and they should show performance well in teaching as well as having good pedagogic and professional competences. The objectives of the District Educational Office and District of Religious Affair to conduct monitoring and evaluation of the program is to know the impact of the program of the certification towards the work of teachers and to identify and analyze problems of the implementation of the certification programs for a recommendation to MoEC. Monitoring also aims to know: a) the planning of training is able to be implemented well, b) the work of training towards the improvement of the teachers' competence in implementing the 2013 curriculum, and c) the efficiency of budget and finance in the training.

TTI/Universities evaluates the implementation of the training focusing on the activities of the workshop and training which aims to strengthen teacher's competencies of his/her subject and teaching methodology. The procedure of evaluation is that the evaluator takes a video about the teacher activities during the workshop, then followed by *Focus Group Discussion* (FGD) to discuss about the video attended by the evaluator and the representatives of each instructor of each subject study.

Policies and practices related to administration and management of education

According to the rule of 2003 No 20 about national educational system, article 11 about the rule of government and the district office, it is compulsory to serve and to make easy for the

stakeholders to improve the quality education. In addition, the rule of teacher and lecturer and the rule of government of 2008 No 74 state that a teacher should have academic qualification and healthy both physics and mental to conduct national objectives. In relation to the rules above, article 1 (11) the rule of 2005 No 14 says that teacher's certification is a process of giving an educational certification to a teacher and a lecturer. Then, article 8 the rule of 2005 No. 14 manages about a teacher who should have an academic qualification, competence, healthy both physics and mental to conduct national objectives. Chapter 2 article 2 of the regulation of republic of Indonesia No 14 year 2005 about teachers and lecturers states that a teacher has a role as a professional teacher for pre-primary school, primary, junior and senior secondary school as well vocational school. A teacher should have an educational/teacher certification. This regulation is acted out by the government regulation no 74 year 2008 about teacher and lecturer which states that a teacher is a professional educator with the main task to teach (plan and conduct instructional teaching and learning, doing evaluation, train students, guide, train, evaluate student's learning activities). A teacher should also have academic qualification, competence (pedagogic, professional, social, and individual), healthy, and have an ability to fulfil the objectives of national education. On the other hand, a teacher has a right to get a monthly additional salary which is equal to regular salary.

As a consequence, if the teacher cannot fulfil the academic qualification, lack of competence and unable to fulfil the 24 hours teaching task a week in a class (one hour is 45 minutes) without a recommendation from the ministry of education, he/she is not given an additional salary or a professional support salary and subsidize from the government. The policy of the teacher's certification has not given a right to the honorarium teachers who teach at both from public and private schools eventhough they have been teaching for more than 5 years. It means that there is a gap between civil servant and the honorarium teacher in the form of the salary and allowances. Teacher's certification through block model is very tight and very time consuming because it is conducted for 10 days starting from morning until 10 o'clock p.m. It is suggested that training is conducted for 20 days from morning until 5 p.m. Participant is also be given a task to make a paper or report everyday after the training is over at 10 p.m. Physically, the participants may feel tired and do not have time for rest. Based on the rules above, the responsibility of related institutions in the implementation of teacher certification is as follows:

Ministry of Education and Culture (MoEC): MoEC is responsible for deciding a policy and producing regulation of teacher's certification. However, the regulation cannot be implemented well due to the inconsistency and contradiction of the national regulation which always changes every year. Other constraint is the weaknesses of coordination among MoEC, the Ministry of Religious Affair, and the Ministry of Finance in distributing budgeting, process of teacher's certification, a process of teacher's registration number.

Teacher's Certification Consortium (TCC): The main task of TCC is to design a standard of the process and the result of the teacher's certification as well as to synchronize the policy of the teacher's certification. However, there are still many problems found by TCC, as follows:

- TCC as a policy maker in determining a policy of teacher's certification found difficulties in coordinating among institutions so that TCC cannot take a decision to overcome the problems found in implementing the teacher's certification
- TCC keeps a role in designing an evaluation of the teacher's certification, however TCC has not conducted monitoring and evaluation of the implementation comprehensively yet. For example, the evaluation does not occur to the training material as happened in some training conducted by universities or institute of teacher training.

Teacher Training Institution (TTI): TTI has a role to conduct education and training for professional teacher which was on the Memorandum of Understanding (MOU) between TTI and the Office of Human Resource Development (HRD), and provincial educational office in 2012. Another important role of TTI is to determine the successful and failed of the participants in the examination after they have been attending the training. However, the standard of determining the passing grade at each TTI is different. This is due to the needs of each TTI to keep the quality standard of the graduates. For example, in TTI Public University Surabaya East Java the number of failed participants is 77 % for biology while in TTI Public University Malang also in East Java the number of participants who failed the final test is 40% for geography and 55% for English. The different strategies used by every TTI is to keep their quality of their training. The problems often found in managing the training is the lack of finance, so that the committee is difficult to find the cheaper accommodation for the participants.

Institution for Educational Quality Assurance (IEQA): IEQA is an institution which has a very important role to train both teacher and administration staff and has a capacity to conduct a teacher certification. However, IEQA has not been keeping its role as it is. One of the main tasks of IEQA is to determine the number of teachers including their personal data and other documents to participate in the training at each district/municipality. To verify the data of the teacher as the training participant, IEQA work collaboratively with the district educational office.

Educational Provincial Office (EPO) and the District of Educational Office (DEO): In managing the teacher's certification, EPO and DEO set up a committee of teacher's certification at the province and the district/municipality level. EPO and DEO have a function to verify the data of the participants, coordinate the related organization/institution, managing the activities starting from planning, implementation, and sustainability of the activities. However, there is still a problem of the delivering information of teacher's certification to all participants, such as there has not been optimally socialization of training material so that there are still many teachers who have not known about certification material. In addition, there is a time limitation for EPO and DEO to socialize the program.

Provincial and District Religious Office: The task of Provincial and District Religious Office is more similar with the task of provincial and district educational office in conducting teacher's certification. In this office, the data of

participants is still using manual system so that they find difficult to update the data of the participants. The registration number of religious teachers is still done by MoEC and this makes the process of teacher's certification is rather late.

The problems and challenges faced by government/administration in effective educational management

- The rule No 14 Year 2005 about teacher and lecturers states teacher should have S1 or D IV academic certification and educational certification until the end of 2015. However, until now there are still a lot of teachers who have not achieved the target and not complete the requirement of the rule.
- There are many teachers who have academic certification and educational certification, however they do not have enough competences (ACDP/Education Sector Analytical Capacity and Development Partnership)
- The regulation of the policy of the teacher's certification has not given a right to the honorarium teachers who teach at the public school, the guide book of the implementation is often late to deliver to the team, no regular evaluation of the teachers who have been appointed to be professional teacher by giving them certification, whether they are consistent to implement their professional in the process of teaching and learning in the class or not.
- Ironically, from 3.015.315 teachers whose teacher's number (number of education and administration/NUPTK, only 1.6 million teachers that have certification. It means that there still 1.4 million teachers who do not have NUPTK yet.
- There are 2.7 million teachers in 2015 where 60% of them have not got academic qualification (not graduate from S1 or D IV) (MoEC)

There are also some problems found in the process of implementation of teacher's certification, as follows:

Registration of the candidates: Formally, all data of the teachers are sent directly to the district education office (both soft and hard copy), then the district of education sends those data to MoEC in Jakarta. However, the process of sending the data through on line sometimes is inaccuracy. For example, the data of such a person who has already died or retired is still registered in the data of MoEC, while the weaknesses of the hard copy with a long list of the data cannot be updated by the office of district education.

Socialization: The frequency of socialization of the teacher's certification is still limited so that many teachers are unable to understand comprehensively about the implementation of the teacher's certification. The effect of this, there are still many candidates do not prepare all document well. This is also caused by the late of sending the technical regulation to district of education, so that the team of socialization are unable deliver the system or the regulation of the teacher's certification well to all candidates. For example, the regulation of Ministry of Education No 11 Year 2011 about teacher's certification for teachers who have been teaching is registered on March 10, 2011, however this regulation was sent to the

District Educational Office on April 2011. In this case, the delivery and socialization of the regulation by the team cannot run well. Another problem of the socialization is that there is a lack of coordination among the institutions involved in the teacher's certification such as district educational office, teacher training centre, religious district office, and institute of teacher training. (<https://isomudin63.wordpress.com>).

Quota of the teacher's certification

The quota of the teachers to be certified every year is very limited, so that the target of teacher's certification in 2014 cannot be fulfilled as it is stated in the regulation No 14 Year 2005 article 82 (2) which says that: teacher who does not have academic qualification and certificate of education must fulfill the requirement within 10 years.

Conclusion

Having described and discussed the teacher' certification from several angels such as the policy, the aims, procedures, and the units or institutions involved and responsibility of the certification, procedures, it can be concluded that teacher's certification gives an efficient impact to enhance the quality of education particularly the teaching and learning process. In order to be a professional teacher, a teacher should have or acquire strong competences (pedagogical, academic, individual, social) and this reflects to his/her skill and competence in his/her activities particularly in the teaching and learning process. The recruitment of the teachers previously used portofolio which means that a teacher sent the document to district educational office such as Bachelor of Arts (BA/S1) certification from teacher training institution or universities, research report, teaching experience, certificate of professional teacher, and other documents. These documents are assessed by the team from the appointed teacher training institution or universities. If they fulfill the requirements, the teacher will be given a certification of professional teacher then he is also given an additional salary which is equal to his regular or monthly salary. This additional salary improves teacher's income which was previously lower than the other professional careers for the same level of education such as the bank employee, lawyers, doctors, and others. Other advantages of teacher' salary are to develop teacher's profession, develop a standard of teacher's competence, teacher conducts effective and efficient teaching and learning, teacher's status becomes better than other careers, and their family becomes more and more welfare.

The institutions responsible for implementation of teacher's certification are as follows

- Ministry of Education and Culture (MoEC) is responsible for the policy and regulation of teacher's certification.
- Teacher's Certification Consortium (TCC) is to design a standard of the process and the result of the teacher's certification as well as to synchronize the policy of the teacher's certification.
- Teacher Training Institution (TTI) has a role to conduct education and training for professional teacher based on the ministerial regulation using Memorandum of Understanding (MOU) between TTI and the Office of Human Resource Development (HRD). Another

important role of TTI is to determine whether the participants pass the examination or not after they have been attending the training.

- Institution for Educational Quality Assurance (IEQA) is responsible to train both teacher and administration staff and has a capacity to conduct a teacher certification.
- Educational Provincial Office (EPO) and the District of Educational Office (DEO) set up a committee of teacher's certification at the province and the district/municipality level which has a function to verify the data of the participants, coordinate the related organization/institution, managing the activities starting from planning, implementation, and sustainability of the activities.
- The task of provincial and district religious office is more similar with the task of provincial and district educational office in conducting teacher's certification. In this office, the data of participants is still using manual system so that they find difficult to update the data of the participants. The registration number of religious teachers is still done by MoEC and this makes the process of teacher's certification is rather late.

Inspection, supervision, monitoring, and evaluation are very important to achieve the goals and objectives of teacher's certification programmes. There are three institutions that conduct the evaluation and monitoring, i.e. The central government (MoEC), the District Education, and the Teacher Training Institute/Universities who conduct the training. The Directorate of Teacher at MoEC chooses some activities of teacher training in certain districts as a sample of evaluation and monitoring to understand the effectivity and efficiency of the teacher's certification program and to know the problems in implementing the program. The tool of evaluation of the teacher competencies is the result of test of teacher competence (UKG) which has been attended by 1.6 million teachers. The district educational office and District of Religious Affair conduct monitoring and evaluation of the program is to know the impact of the program of the certification towards the work of teachers, to identify and analyze problems of the implementation of the certification programs, and to give a recommendation to MoEC. Monitoring also aims at making guarantee of the quality of teacher's certification including the training: a) to know the preparation of training, b) the implementation of the training, c) to make guarantee that the training run well, d) to know the work of training towards the improvement of the teachers' competence in implementing the 2013 curriculum, e) to know the efficiency of using the budget and finance in the training. The Teacher Training Institute (TTI)/Universities evaluates the implementation of the training focusing on the activities of the workshop and training done by each of the institute of teacher training and universities. The workshop is a part of the training to strengthen teacher competencies of his/her subject and teaching methodology. The procedure of evaluation is that the evaluator takes a video about the teacher activities during the workshop followed by *Focus Group Discussion* (FGD) about the video attended by the evaluator and the representatives of each instructor of each subject study.

Recommendation

Based on the findings and the conclusion of the research, there some recommendation addressed to be taken out:

- For MoEC, due to the changing of the recruitment of the professional teacher from portofolio in 2011 to education and training teaching profession, it is recommended that the training of the teacher at Education and Training (PTET) and Education of Professional Teacher (EPT) should emphasize to strengthen the professional and pedagogic competences other than social and individual competencies because those competencies play a very important role in helping teachers improve their teaching activities as well as managing class.
- It is important to enforce the teachers to use the additional professional teacher salary to support their professional activities related to their teaching improvement, such as attending seminar, workshop, or buying books because since they get the salary, they never use their money for professional teacher but for consuming out of the improvement of their professional, such buying a car, houses, and others.
- Rule of 2005 No 14 which says that certification is a process of giving educational certification for teacher and lecturer either through training or individual development aiming at giving a chance for all teachers to get teachers' certification. However, teacher's certification through training conducted by the teacher training is very tight and very time consuming because it is conducted for 10 days starting from morning until 10 o'clock p.m. Besides attending tutorial participant is also be given a task to make a paper or report everyday after the training is over at 10 p.m. Physically, the participants may feel tired and do not have time for rest. It is suggested that training be conducted for 20 days from morning until 5 p.m.
- The government should conduct annual test for teachers to know their improvement of their competencies. If they have no progress or they do not improve their competencies and skills, the salary should be stopped and the certification should be reevaluated again. This is important to encourage the teachers keep their commitment to improve their competencies and teaching profession.
- The government should conduct regularly monitoring and evaluation to know the progress and the teaching improvement of teachers who have already got the certification and the additional salary,

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