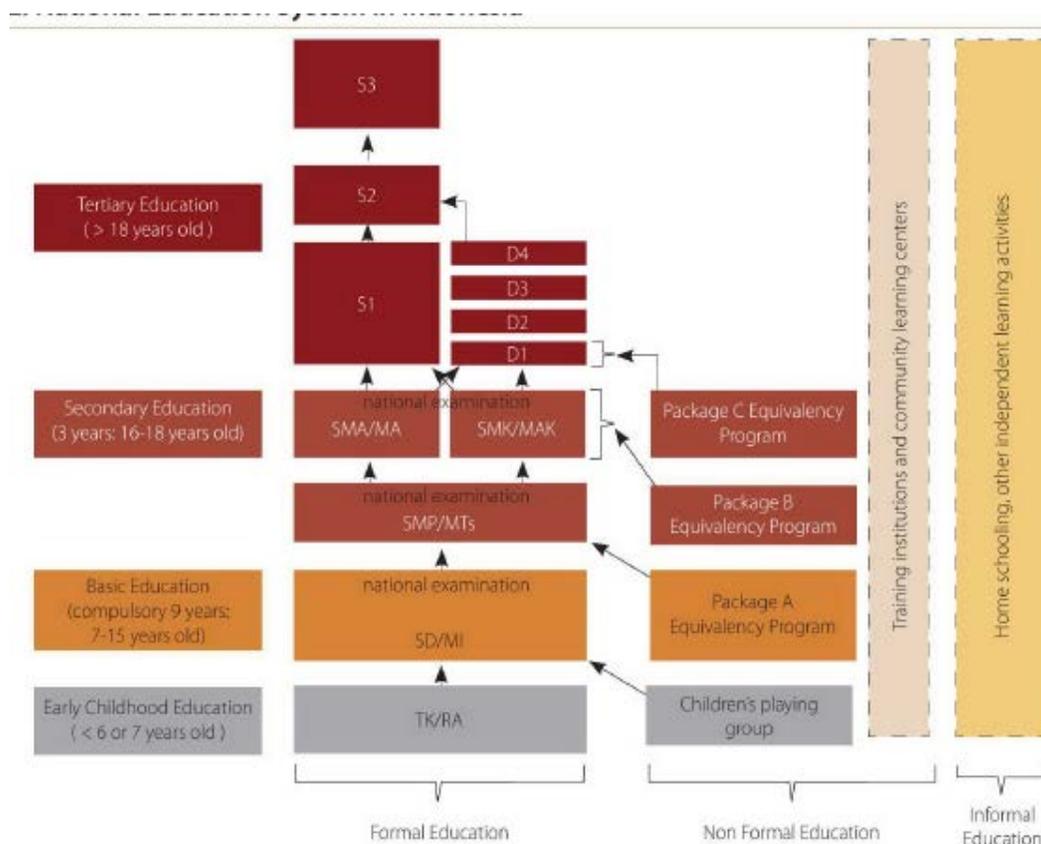


PROFESSIONAL STATUS OF TEACHER: CASE IN INDONESIA

A. General Information About The Educational System in Indonesia

The national education system in Indonesia¹ accommodates three tracks: formal, non-formal and informal education (Figure 1). Formal education is structured consecutively, starting with pre-school or early childhood education, running through basic education (primary and junior secondary education) and senior secondary education, and concluding with higher education. Non-formal education enables lifelong learning by allowing people to pursue an educational path at any point of one's life, substituting for and/or complementing formal education; such learning takes place in training institutes or community learning centers. Informal education may take the form of home schooling or other independent learning activities.

Figure 1: National Education System in Indonesia¹



Two ministries administer the national education system in Indonesia—the Ministry of Education and Culture (MoEC) and the Ministry of Religious Affairs (MoRA). The education levels of MoRA-administered schools mirror those of MoEC schools (from pre-school to higher

¹ Source: Elaboration based on Law 20/2003 and The Southeast Asian Ministers of Education organization/SEAMEO (2006).

education), enabling movement from one to the other. Both deliver the same compulsory curriculum, with a distinct emphasis on religion in MoRA schools. But while MoRA's governance is centralized, with provincial and district offices reporting directly to MoRA instead of to the head of the local government MoEC's governance is decentralized, with the bulk of decision-making and service delivery devolved to local governments.²

The private sector plays a substantial role in the delivery of education in Indonesia, but quality varies enormously. Private schools are run by non-governmental institutions, such as foundations, religious or other grassroots organizations. These schools have largely filled the gap left by public schools in poor and rural areas, while some cater to students from wealthier families. Up to 91 percent of MoRA's Islamic schools are run by foundations linked to mass Islamic organizations. When it comes to MoEC schools, private providers represent a larger share of the total as the education level increases. The government supports private schools through regulations and by deploying civil service teachers (a relatively small number compared to the number of schoolhired teachers).

Since the local government autonomy law in 2001, district governments are responsible for managing the two main assets at the primary and secondary education levels: schools and teachers. Legally, primary and secondary schools are owned by district governments. In fact, civil service teachers are legally district government employees, although the hiring process, like that of other civil servants, depends on a number of central government ministries, including the Ministry of Finance (MoF) and the Ministry of State Personnel and Bureaucracy Reform (MenPAN). Even contract teachers are largely district employees, although some are hired directly by schools. MoRA's management structure is different, since it maintains a centralized system for its public schools and civil service teachers, and relies more heavily on private funds. Provincial governments have very limited authority when it comes to schools, mostly coordinating districts at the basic and secondary levels of education, including with regard to staff development and the provision for education facilities.

The central government formulates policy, issues regulations/guidelines and standards at the national level, and still directly controls higher education. MoEC, together with the National Education Standards Agency (BSNP), develops national education standards in eight areas: content/curriculum, processes, graduate competencies, education staff, facilities and infrastructure, management, financing and educational assessment.

MoEC also issued Minimum Service Standards (MSS) for all education levels and the recent Joint Decree (2011) on redistribution of civil service teachers. When it comes to higher education, the Directorate General of Higher Education within MoEC has a key role, with authority to issue and revoke permits for institutions of higher learning and tight control over the public higher education system. Salaries for civil servant lecturers in both public and private universities are disbursed by the central government. However, few higher education institutions have some autonomy (PT-BH), as long as they are in compliance with the norms and quality assurance standards developed by MoEC.

² In 2015 Higher Education merged into the Ministry of Research and Technology

Both central and district governments are responsible for developing and managing the teaching force. The current teacher certification program, for instance, is led by MoEC in coordination with district governments. The ongoing scheme to redistribute civil service teachers provides another example: regulations and technical guidelines are introduced by MoEC, while the analysis of teacher needs and redistribution are led by districts (for redistribution within districts) and by provincial governments (for redistribution across districts). The central government also sets quotas for professional certification.

Other central government agencies remain in charge of setting pay rates for civil servants and transferring district government budgets. MenPAN, MoF and the National Civil Service Board (BKN) play key roles in the hiring of civil service teachers and determining civil service quotas, while the selection, deployment and management of civil service teachers are handled by district governments³.

B. Current Situation Of Teacher In Indonesia

The regional differences in the distribution of teachers by education level are very sharp: richer districts, especially those in Java and Bali, have access to more educated teachers (Tabel 2). The share of teachers with a senior secondary or below education is under 20 percent in all districts in Java, whereas in some districts in Papua or Sulawesi, it reaches 60 percent. Making the distribution of teachers more equitable by ensuring that poor and remote schools have an equal share of qualified and experienced teachers might raise overall levels of learning and narrow learning disparities.

Table 2: Teacher characteristics by location⁴

	Location				Total
	Remote	Rural	Urban	Borders	
Total number of teachers with at least an S1 degree					
Primary	10,407	214,667	119,869	2,233	347,176
Junior secondary	8,789	193,255	134,468	4,288	340,800
Total	19,196	407,922	254,337	6,521	687,976
Percentage of teachers with at least an S1 degree					
Primary	14	24	38	26	27
Junior secondary	69	76	78	76	77
Total	22	36	52	46	40
Total number of teachers					
Primary	74,757	890,290	317,623	8,476	1,291,146
Junior secondary	12,757	254,721	172,044	5,642	445,164
Total	87,514	1,145,011	489,667	14,118	1,736,310
Percentage of total teachers					
Primary	6	69	25	1	100
Junior secondary	3	57	39	1	100
Total	5	66	28	1	100

³ World Bank Report, March 2013: *Spending more or spending better: Improving educational financing in Indonesia*

⁴ Source: NUPTK Data (2010) Notes: Border area - on the border with another district, Remote area - BPS classification based on six criteria (economy, human resources, infrastructure, fiscal capacity, accessibility, poverty). Also adopted from World Bank Report, March 2013

There are several means which will influence the teacher distribution problem; namely: improve school quality in rural areas, improve facilities in rural areas, formulate policy to oblige new teacher to teach in the rural areas, ease certification for rural area teachers, give incentive for rural areas teacher by the central government, and raise the additional salary for rural areas teacher by the district government. The six means will be explained and assessed in more detail as follows:

1. Improve school quality in rural areas

Since nowadays there is a difficulty to move teacher from one district to other district, a policy to attract new teacher to apply in the rural areas become important. By improving the school quality in rural areas, it is expected that more new teacher are interested to teach in the rural areas. The improvement embraces the infrastructures, school and teaching facilities and information access. Yet it should be denoted that this improvement need both good teacher and infrastructures.

2. Improve facilities in rural areas

It could be denoted that the public facilities availability in the cities is better than the public facilities in the rural areas. Many people think that comfort and convenient live can be get by living in the cities. This reason attracts more teachers to work in the cities. The rural areas facilities improvement, for instance the transportation infrastructures and health care facilities, will help to attract more teachers to the rural areas. This improvement will also take a long time frame.

3. Formulate policy to oblige new teacher to teach in the rural areas

If there is a possibility to move teacher from one district to another district, the policy to oblige new teacher to teach in the rural areas can help to fill teacher vacancies in the rural areas. After several years teaching in the rural areas, they might choose where to teach. Two advantages achieved from this policy means is that it will not cost a lot of money and it may distribute the teachers to rural areas in a relative short time.

It should be considered that the obligation for new teachers to teach in the rural areas might cause the teacher profession lose its attractiveness in the future.

4. Ease certification for rural area teachers

Every teacher should be certified before they acquire the professional allowances. The facilities for rural areas teacher to obtain their certification will attract teacher to move from cities to rural areas. The facilities given may be in the form of the additional credit given to rural areas teacher so as to be added to their certification portfolio grade. Although this policy means does not require a lot of money, able to solve immediately and feasible to be implemented; it should be denoted that this policy might affect the teacher quality since there is easiness for rural areas teacher to be certified. Less qualified teacher may be certified although they do not fulfill the requirement.

5. Give incentive for rural area teachers by the central government

The financial incentive given to the teachers in rural areas will attract teacher to teach in the rural areas. However this incentive should be given by the central government.

6. Raise the additional salary for rural areas teacher by the district government
 Since the autonomy, the district government is obliged to give additional salary to the teachers based on their capability. When the rural areas government wants to attract more teachers to teach in their district, the government might raise the amount of the additional salary. The additional salary can be given in different schemes, for instance transportation fee or additional monthly salary

C. Becoming Teachers In Indonesia

Becoming teachers in Indonesia are required to take an additional course in teacher certification. Teacher certification program, mandated by the Teacher Law (Law Number 14, year 2005 on Teachers and Lecturers), is one of the programs that the government of Indonesia (GOI) has implemented to reform national education system. With it, GOI expects to boost teacher competencies, pedagogy, personality, social and professionalism.

The certification program was meant to improve student learning by upgrading teacher qualifications, increasing teacher motivation, and attracting better qualified people into the profession. *First*, requiring a bachelor's or S1 degree and the certification training program were intended to upgrade qualifications. *Second*, it was noted that teachers usually held second jobs, which may have partly explained high rates of absenteeism; the increased salaries associated with certification were meant to improve teacher livelihoods so they could be dedicated to teaching exclusively in one school. In order to support this, a minimum teaching load of 24 hours was required to be eligible for certification. *Finally*, by increasing the salary potential, the program intended to attract better students into teaching, which will in the long run improve the quality of education.

A brief description the pattern of implementing teacher certification are presented as follows:

1. Year 2007-2009
 Competency Test Pattern through Portfolio Assessment that began in 2007 was mandated by Regulation of the Minister of National Education Number 18 Year 2007. The certification was implemented through portfolio assessment to obtain a teaching certificate.
2. Year 2009-2010
 Three pattern of certification namely (1) Competency Test; (2) Portfolio Assessment; and (3) Professional Teacher Education and Training (PLPG, Program Latihan dan Pendidikan Guru)
3. Year 2011--- now
 Patterns Professional Teacher Education and Training (PLPG) conducted by LPTK appointed by the government. Participants of this program is a teacher as civil servant or not civil servants who have passed the Teacher Competency Test.

Basically, there are two types of teachers development in Indonesia: in-service and pre-service teachers. The process for the former to get the certificate is relatively more convoluted than the latter. These in-service teachers need to write a portfolio which later must be submitted to Dinas Pendidikan (local technical agency) who will submit the dossier to LPTK⁵. In LPTK, two

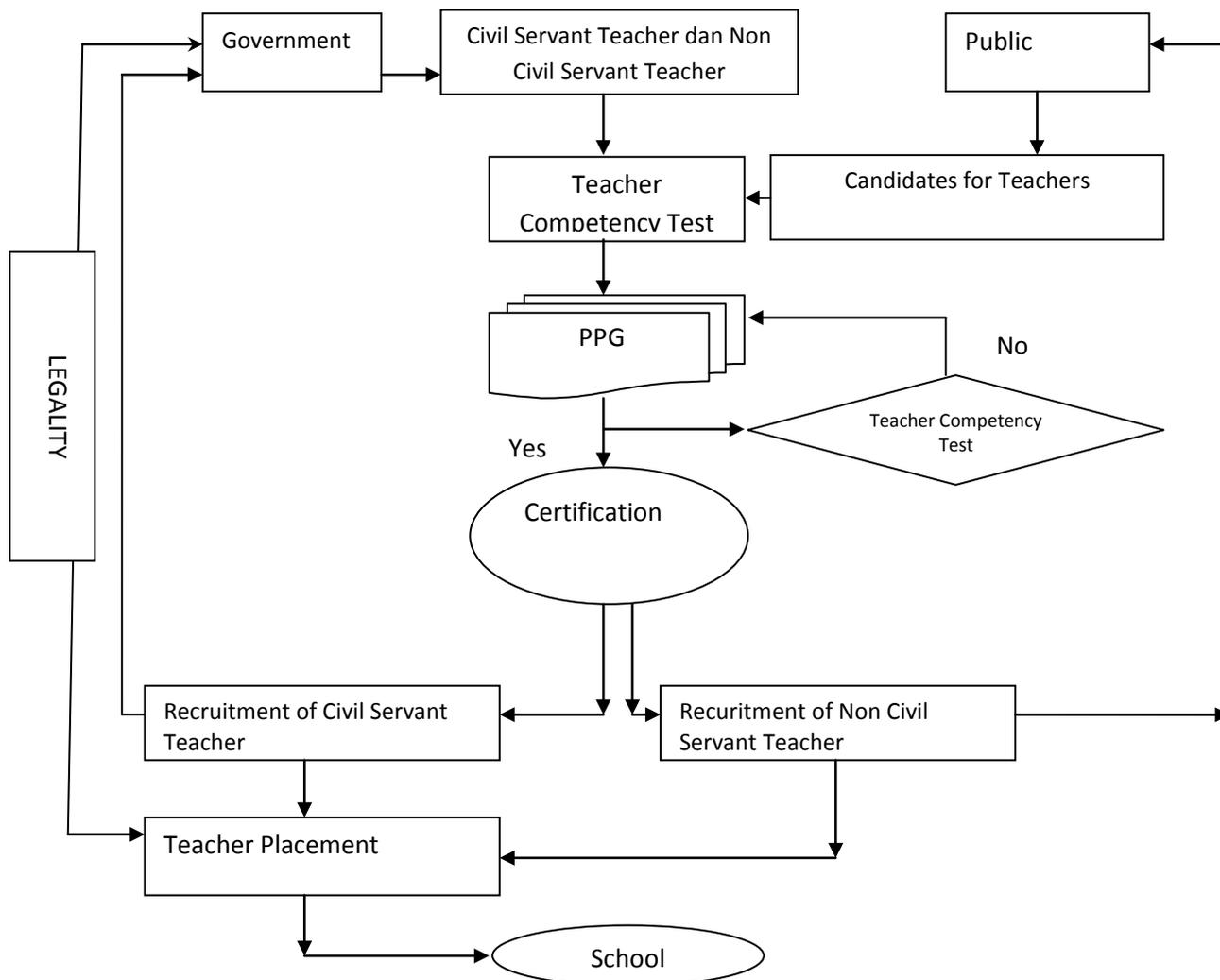
⁵ LPTK : Universities are mandated to carry out the Portofolio Assessment , Education of Teacher Profession (PPG), and Education and Training of Teacher Profession (PLPG)

evaluators are selected to review the teacher's portfolio. If the evaluators agree that the minimum standard has been met, then the LPTK grants the teacher the certificate. On the other hand, if they think the teacher has met the minimum standard but has some documents to complete then LPTK will ask the teacher to complete all the requirements. If the teacher has not met the minimum standard then LPTK offers two options either (1) teacher can enroll in Portfolio and Education training for Teacher profession (PLPG) or (2) they have to revise their portfolio to be submitted later for next evaluation. After submitting the revised version, if the evaluators from LPTK still think the teacher's achievement is below the standard then the teacher has to enroll in the PLPG program.

Upon the completion of the PLPG program, teachers will be evaluated by means of the competence test. If they pass the test then they will be certified. If they fail, then they are allowed to sit for the re-take competence test. Once they pass, they will get certified.

In the future teacher certification program implemented only through Education of Teacher Profession (PPG). The following figure 2, a recommendation for teacher certification mechanism through PPG.

Figure 2 : Mechanism of Teacher Profession (PPG)



D. Capacity Building

Teachers' professional development is a key of capacity building by embedding the professional development in the context of the process. It must be thought of as a long-term process, which begins with initial preparation and only ends when the teacher retires from the profession. This approach to the education and development of teachers requires a transformation of processes and policies that support teachers, their education, their work and their growth in the profession.

1. Professional-Development Schools (or PDSs)

PDSs are partnerships between teachers, principal and university faculty members created in order to improve teaching and learning on the part of their respective students, and also in order to unite educational theory and practice. The school develops partnerships with university in the field which allow them to be more informed about the daily practices and situations encountered in classrooms, feel supported in their work with student-teachers, and also have the opportunity to link theory and practice more naturally and frequently.

2. Outstanding Teacher Award

Indonesia Ministry of Education recently presented awards to high achieving teachers as a part of their ongoing relationship to improve the quality of education in Indonesia. The teachers were recognized for their outstanding integration of skills, project based teaching methodologies, and the effective use of technology in the classroom.

3. Teachers' and Principal' Networks (TPN)

TPN bring teachers, school principal and supervisor together to address the problems which they experience in their work, and thus promote their own professional development as groups. These networks can be created either relatively formally by institutionalizing the relationships, communication and dialogue. The model that involves teachers, supervisor and school principal, in different schools, who share a best practice or activity to be worked on. He also presents strong arguments for the importance of having these networks managed by principal themselves, and also that the network generate a process by which teachers can communicate, address issues, observe each other's work, bring in people who are experts in other fields, etc.

4. Training for School Office Staff (Tenaga Administrasi Sekolah)

Training for school office staff is the acquisition of knowledge, skills, and competencies as a result of the teaching of vocational or practical skills and knowledge that relate to specific useful competencies. Training has specific goals of improving one's capability, capacity, productivity and performance.

5. The New Teacher Induction Program

The New Teacher Induction Program has been designed to support the growth and professional development of new teachers. It is the second step in a continuum of

professional development for teachers to support effective teaching, learning, and assessment practices, building on and complementing the first step: pre-service teacher education programs. It provides another full year of professional support so that new teachers can develop the requisite skills and knowledge that will enable them to achieve success as experienced teachers in Indonesia.

6. Continuous Professional Development

The kinds of professional development have been made in Indonesia to improve teacher professionalism such as, PKG (Pusat Kegiatan Guru or Centre for Teacher Activity), KKG (Kelompok Kerja Guru or Teachers Working Group), and MGMP (Musyawarah Guru Mata Pelajaran or Forum of Teacher-subject) that allow teachers to share their experiences in solving the problem they face in teaching activities. The programs proposed in it will be melting the daily-faced problem in learning and teaching and improve teachers' innovation and creativity for the successful of the students.

7. Publications On Learning Award

One of the main concern of MoEC is to foster the continuous improvement of the quality of teaching. In line with this concern organizes the " Publications On Learning Award". The Award recognizes outstanding initiatives that improve the quality of teaching and can be applied and extended beyond their institutions of origin.

8. Career Development

This is the most important step in CPD. In order to develop a skill or improve teachers competency in a certain area, teacher have to practice what have learned and have an opportunity to build competence. Decide together what will be the milestones of progress toward successful acquisition of skills and the target completion dates for each milestone . Teacher set schedule of check-in meetings to be able to give status reports and receive feedback and advice from supervisor and/or principal throughout your development activities

E. Incentives And Welfares For Teacher

The government has planned to certify all the teachers in the end of the year 2014. So, in 2015, all teachers have been approved as qualified teacher. In spite of accomplishing the plan, government needs to consider the amount of the teachers in 2014, the process of the certification, and last but not least is the financial. The financial implications of teacher certification are considerable and will shape the education budget in the future.

Figure 3 shows the average salaries of the working population with at least an S1 compared to the official civil service teacher salary scale, assuming a normal progression along the scale. Even the salaries of non-certified civil service (PNS) teachers compare favorably to the average wage of the working population with at least an S1, making the teaching profession attractive, especially in the early years. But certification doubles teacher salaries; certified teachers, therefore, are substantially higher paid, in general, than the average population with an S1. Thus

a civil service teaching position with the eventual possibility of certification is an attractive career choice - as was intended by the teacher law, which sought and still seeks to attract the best and the brightest to the profession.

By far the largest cost will be that of the professional allowance which will double the base salary of each certified teacher. Each year an increasingly larger portion of the education will go toward teacher pay as new teachers enter the system and in-service teacher succeed at the certification process. As additional, for the professional allowance, it comprises approximately 91% of the total certification-related cost over the next 10 year. To put the cost in perspective, by 2015 the professional allowance alone will be approximately two-thirds of the total 2006 education expenditure in real terms. Taking other salary cost into account (base salary, the new functional allowance and special area allowance), by 2012 the amount allocated to salaries alone will be more than the total education expenditure of 2006. In nominal terms by 2015 the amount going to salaries alone will be 170 trillion, which is more than double the total 2006 education expenditure.

