

## TEACHER PROFESSIONAL DEVELOPMENT

**Zulfitri**

Tarbiyah Faculty of IAIN Langsa  
zulfitri@iainlangsa.ac.id

### Abstract

Professionalism of teachers is often attributed to three factors are quite important, namely the competence of teachers, teacher certification and teacher professional allowance. The third factor is the background that was allegedly closely associated with the quality of education. Professional teachers as evidenced by its competence shall promote the establishment process and product performance which can support the quality of education. Competent teachers can be evidenced by the acquisition of teacher certification following an adequate allowance according to the size of Indonesia. Today, there are a number of teachers who have been certified, it will be certified, has gained professional allowance, and will acquire the professional allowance. The fact that the teachers have been certified is a strong assumption, that the teacher already has competence. The problem that arises then, that the teacher is assumed to have had the competence which is only based on the assumption that they have been certified; it seems in the long term it is difficult to be accountable academically. Evidence have been certified, the teacher is present condition, which is generally a quality teacher resources shortly after certification. Therefore, the certification is closely related to the learning process, the certification cannot be assumed to reflect the competence of a superior lifetime. Post- certification should be an early milestone for teachers to constantly improve competence by means of long-life learning. To facilitate the improvement of teacher competence, it is necessary that a competence is initiated in order to manage the development of teachers' professionalism.

**Keywords:** Professionalism, Teacher Development, Competence

### A. The Background of Study

Teaching is a development in personal encouragement cultivation to grow the next stepping role of education frontiers. It is a medium of conceiving the legacy, knowledge, aptitude, socials and so on to pass on the next generation. It carries the spirit of growing a seed to tree, big tree with branches, and even a rain forest. The tree analogy to acknowledge teaching is interesting. By taking tree, the teaching spirit life within the teacher to the students. Lanier said that to truly professionalize teaching, in fact, we need to further differentiate the roles a teacher might fill. It is just as a big tree with connected branches and roots.<sup>1</sup> Thus, to make it clear defined, the teacher is actually a big tree that is connected to the branches, the students, and the roots, the teacher predecessors.

The Role of teacher demand consciousness in promoting teaching process. This consciousness is a remarkable brand a good teacher. A good teacher can be essentially defined as a teacher who helps the student to learn. The teacher contributes to this in a number of ways. The teacher's role goes well beyond information giving, with the teacher having a range of key roles to play in the education process. What one sees as good teaching, suggests Biggs (1999), depends on what conception of teaching the teacher has.<sup>2</sup> As suggested by Harden et al, Two concepts are based on the strategies of teacher-centered and student-centered education. (1). Teacher-centered strategies are focused on the teacher as a transmitter of information, with information passing from the expert teacher to the novice learner. (2). Student-centered strategies, in contrast, see the focus as being on changes in students' learning and on what students do to achieve

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<sup>1</sup>Judith Taack Lanier, *Redefining the Role of the Teacher: It's a multifaceted profession a closer look at what being an educator really means*. The Internet Journal of Education; ED. 2. Pg. 27 – 50 TEFLIN. (1997)

<sup>2</sup>Biggs J. "What the student does: teaching for enhanced learning". Higher Education Research & Development 18: 1. (1999)

this rather than on what the teacher does.<sup>3</sup>Furthermore, Shuell stated that “If students are to learn desired outcomes in a reasonably effective manner”, Then he also suggested that the teacher’s fundamental task is to get students to engage in learning activities that are likely to result in their achieving those outcomes.<sup>4</sup>

It is helpful to remember that what the student does is actually more important in determining what is learned than what the teacher does. The inclusion requires teachers to accept the responsibility for creating schools in which all students can learn and feel they belong. In this portion, teachers are crucial because of the central role they play in promoting participation and reducing underachievement, particularly with the students who might be perceived as having difficulties in learning. It considers broad issues of achievement, underachievement and participation, and the roles, responsibilities and identities of teachers, as well as the development of their skills and knowledge. In particular it argues for the central role of teachers in promoting inclusion and reducing underachievement, particularly when dealing with the students who are perceived as having difficulties in learning. Aside from rethinking their primary responsibility as the directors of student in learning, the teachers are also taking on other roles in schools and in their profession. They are working with colleagues, family members, and others to set clear and obtainable standards for the knowledge, skills, and values it should expect the students to acquire. They are participating in day-to-day decision making in schools, working side-by-side to set priorities, and dealing with organizational problems that affect their students' learning.

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<sup>3</sup>Harden RM. “*The integration ladder: a tool for curriculum planning and evaluation*”. *Medical Education* 34: (in press) (2000).

<sup>4</sup>Shuell, TJ. *Cognitive conceptions of learning*. *Review of Education Research* 56: 411-436.(1986).

## **B. The Attributes of Teacher Qualifications**

There are three factors that are quite important, namely the competence of teachers, teacher certification and teacher professional allowance. These factors that have emerged in all areas of education have changed during the past decades, with major changes to the role of teachers, together with the introduction of new approaches to the curriculum and assessment. In addition, the legislation has seen changes in how difficulties in learning are conceptualized from special educational needs to additional support for learning. It also has implications for how teachers are trained and supported in their professional development.

### **1. The Competence of Teacher**

To the standard competence of the teacher, the professional education associations began working to develop standards for teacher competence in student assessment out of concern that the potential educational benefits of student assessments be fully realized. The Committee appointed to this project completed its work in following reviews of earlier drafts by members of the measurement, teaching, and teacher preparation and certification communities. Parallel committees of affected associations are encouraged to develop similar statements of qualifications for school administrators, counselors, testing directors, supervisors, and other educators in the near future. These statements are intended to guide the pre-service and in-service preparation of educators, the accreditation of preparation programs, and the future certification of all educators. A standard is defined here as a principle generally accepted by the professional associations responsible for this document. By establishing standards for teacher competence in student assessment, the associations subscribe to the view that student assessment is an essential part of teaching and that good teaching cannot exist without good student

assessment. Training to develop the competencies covered in the standards should be an integral part of pre-service preparation. The standards are intended for use as:

- (a) A guide for teacher educators as they design and approve programs for teacher preparation
- (b) A self-assessment guide for teachers in identifying their needs for professional development in student assessment
- (c) A guide for workshop instructors as they design professional development experiences for in-service teachers

An impetus for educational measurement specialists and teacher trainers to conceptualize student assessment and teacher training in student assessment more broadly than has been the case in the past.

The standards represent a conceptual framework or scaffolding from which specific skills can be derived. Work to make these standards operational will be needed even after they have been published. It is also expected that experience in the application of these standards should lead to their improvement and further development. There are seven standard competences for a good teacher. The standard competences are as follow:

- (1) Teachers should be skilled in choosing assessment methods appropriate for instructional decisions.
- (2) Teachers should be skilled in developing assessment methods appropriate for instructional decisions.
- (3) The teacher should be skilled in administering, scoring and interpreting the results of both externally-produced and teacher-produced assessment methods.
- (4) Teachers should be skilled in using assessment results when making decisions about individual students, planning teaching, developing curriculum, and school improvement.

- (5) Teachers should be skilled in developing valid pupil grading procedures which use pupil assessments.
- (6) Teachers should be skilled in communicating assessment results to students, parents, other lay audiences, and other educators.
- (7) Teachers should be skilled in recognizing unethical, illegal, and otherwise inappropriate assessment methods and uses of assessment information.

Teachers who meet this standard will have the conceptual and application skills that follow. They will know those laws and case decisions which affect their classroom, school district, and state assessment practices. Teachers will be aware that various assessment procedures can be misused or overused resulting in harmful consequences such as embarrassing students, violating a student's right to confidentiality, and inappropriately using students' standardized achievement test scores to measure teaching effectiveness.

## **2. Teacher Certifications Program by Indonesia Government**

Government of Indonesia held a certification program to enhance the professionalism of teachers by using portfolio assessment. This research discusses about the effectiveness of certification programs to enhance the professionalism of teacher in Indonesia. In Indonesia, a nation-wide program of teacher certification was started in 2006 with a target of certifying around 2.3 million elementary and secondary teachers in 2015. With this large-scaled certification program, all teachers in Indonesia will eventually be certified by 2015. The budgetary cost of this program is estimated to be about US\$ 460 million. To the best of our knowledge, with this program's magnitude, this could be the biggest teacher certification program in the developing world, if not in the world.

The objective of this study is to analyze the impact of the teacher certification program on students' achievement. To this end, we carried out a survey of both certified and noncertified elementary school teachers, recorded the national-standard exam score of their students, as well as the teacher's relevant characteristics. Considering that the teacher's likelihood of being certified is endogenously determined by their characteristics, such as their qualification. Teacher certification program, mandated by the Teacher Law, is one of the programs that the government of Indonesia has implemented to reform national education system. With it, it is expected that the program intentionally boosts teacher competencies, pedagogy, personality, social and professionalism.<sup>5</sup>

Basically, there are two types of teachers in Indonesia: in-service and pre-service teachers. The process for the former to get the certificate is relatively more convoluted than the latter. In this section we will only describe the process for the in-service teachers, since the government stated in 2005 that all in-service teachers should have teacher certificate within 10 years period. A teacher in Indonesia is classified as in-service if they meet one of the following criteria (i). S1 or D-IV graduate; (ii). Having teaching experience; (iii). Having accumulated professional credits equivalent to grade IV-a; and, (IV) Acting as a supervisor (pengawassatuanpendidikan) in the current application. These in-service teachers need to write a portfolio which later must be submitted to DinasPendidikan (local technical agency) who will submit the dossier to LPTK.

In LPTK, two evaluators are selected to review the teacher's portfolio. If the evaluators agree that the minimum standard has been met,

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<sup>5</sup>The main reference for this section is UU. No. 14/2005 on Teachers and Lectures, PP No.74/2008 on Teachers, and Kepmendiknas No. 16/2007 on Standard of Academic Qualification and Teacher Competence.

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 Educational 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. However, if they do not pass the test, they will be transferred to the local education technical office for further training.

As reported by Ministry of Education, international test evidence has identified deficiencies in the academic achievement of Indonesian students and suggests the need to improve the quality of teachers. In recent years, further research evidence has underlined some of the major reasons for weakness in teacher quality. These provide an agenda for action and foreshadow some of the initiatives in the Teacher Law.<sup>6</sup> A study of teacher working groups in Indonesia (KKG/MGMP) identified them as a critical support mechanism for teachers at the local school-cluster level.<sup>7</sup> Whilst providing a potentially effective continuous

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<sup>6</sup> F. Jalal, M. Samani, M.C. Chang, R. Stevenson, A. Ragatz, & S.D. Negara, *Teacher Certification in Indonesia: A Strategy for Quality Teacher Improvement*. Jakarta: Ministry of National Education, 2009.

<sup>7</sup> World Bank's overhead presentation of study findings, *Teacher Working Groups in Indonesia: A Study to Understand the Current Situation and Identify Opportunities for Increased Effectiveness*. Jakarta, 2008.



professional development network; the study found there is need to strengthen this mechanism through greater activation by district offices; access to more adequate funding; training for working group management committees; greater access to workshop leaders and professional trainers; greater guidance in conducting training programs; closer regulation of cluster meetings; access to innovative trainers; and leadership training for key members of the group.

### **3. Teacher Professional Allowance**

A recent World Bank report focuses on the impact of the Teacher Law and its reforms, on teacher knowledge, skills, and motivations in Indonesia. The report also looks at student learning outcomes. In 2005, the Indonesian government had passed the Teacher Law in an effort to improve education in Southeast Asia's largest economy, specifically by raising the quality of Indonesian teachers. Under the new law, teachers must complete a four-year college degree to obtain certification, and continue to improve their skills. The World Bank notes that "teachers who obtain certification then receive a professional allowance that effectively doubles their salary. By 2015, Indonesia's 2.7 million teachers expect to be certified."

This World Bank report, entitled "Teacher Reform in Indonesia: The Role of Politics and Evidence in Policy Making", also explores the impact of the Teacher Law on the financing of education, and on the distribution of teachers throughout Indonesia.<sup>8</sup> The report posted several findings in teacher allowances. The finding is described below, as follow:

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<sup>8</sup>World Bank's overhead presentation of study findings, *Teacher Reform in Indonesia The Role of Politics and Evidence in Policy Making*. Credited by Mae Chu Chang, Sheldon Shaeffer, Samer Al-Samarrai, Andrew B. Ragatz, Joppe de Ree, and Ritchie Stevenson. Directions in Development Human Development. 2014

The promise of higher salaries has increased the number of students training to be teachers, from 200,000 students in 2005 to over 1 million teacher aspirants in 2010.

The promise of higher salaries has also prompted teachers to complete the required four-year degree, so that in 2012, the number of certified teachers increased to 63 percent, compared to 23 percent in 2005. The quality of students applying for teacher training has improved. For example, based on a sample from 15 universities, the average scores of candidates for primary school teachers were higher than the average scores of graduating high school students nation-wide. The increased salary has prompted teachers to drop their second jobs, and many teachers claim to no longer face income difficulties.

Certification has not increased teachers' competencies, nor has it improved student learning outcomes. The costs of salary-doubling has put pressure on the education budget and potentially crowded out other interventions to improve quality. In 2013, nearly USD 4 billion dollars - or 13 percent of the education budget - went to the professional allowance alone

These finding also mentioned that in practice, however, the procedure of teacher certification has been far from perfect. Hastuti, who gathered teacher certification data from six regencies/ municipalities (kabupaten/kota) in Indonesia, mentioned that the implementation of teacher certification had several weaknesses. Horizontal coordination between institutions, varying degree of socialization of the program,

informational discrepancies are some of the weaknesses that they had identified.<sup>9</sup>

The raise of remuneration for certified teachers is an important element in the program. This, particularly, has been warmly welcome by many elements of Indonesian society as being a teacher has been commonly considered analogous to low-paid profession. However, actually there are four types of payment in teacher certification program: (1) remuneration or cost of professional allowances; (2) cost of pre-certification; (3) cost of certification process; and, (4) cost of upgrading after certification. The largest cost will be the professional allowance or about 91 percent of total certification related cost.

### **C. Research Method**

The research used a qualitative method. The samples of the research were gathered by using purposive sampling and snowball sampling techniques. Its data were gathered through library research, in-depth interview, observation, and focus group discussion (FGD). They were then analyzed by using interactive model of analysis. The model consists of three main steps including: data reduction, data display and conclusion. Data reduction refers to the process of selecting, focusing, simplifying, abstracting, and transforming the “raw” data that appear in written-up field notes. Data reduction occurs continuously throughout the life of any qualitatively oriented project. Data display can be defined as an organized assembly of information that permits conclusion drawing and action taking. A simple measure of estimating the impact of teacher certification on student’s achievement, such as the exam score, is by

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<sup>9</sup>Hastuti, Sulaksono B, Akhmadi, Syukri, M, Sabainingrum,U and Ruhmaniyati. “Implementation of the 2007 Certification Program for Practicing Teachers: A CaseStudy of Jambi, West Java, and West Kalimantan Provinces.” SMERU ResearchReport, June. (2009).

comparing the mean of the exam score of students taught by two different groups of randomly selected teachers: the certified and non-certified teachers.

To estimate the impact of teacher certification the researcher conducted a teacher survey with the aim to collect information that includes teacher characteristics, professional affiliation, innovation in teaching, and most importantly the students' average national exam scores on subjects: English Language Subject. The researcher conducted a survey to two groups of teachers: teachers who have been certified and those who have not yet been certified.

The researcher purposively choose teachers from both certified and non-certified groups based on the following conditions: (1) the teachers must teach final year student in 2009 or earlier so that we can collect their national exam score; (2) they have to be the class primary teacher not a sport or art teacher which mean they are responsible to teach English Language, the subject we will use to see student's performance. It should be noted that for the certified group, we only include teachers whose application for the certificate had been approved prior to 2010 to make sure that the time is adequate to see the impact, if any. For the student's performance we use the nationally-standard exam score averaged over students whom the teacher is responsible to teach. The subject is English Language. These exams are standardized nationally so we could use it as means of comparison between teachers indifferent groups and areas.

#### **D. Finding and Discussion**

Certification program is a process of granting certificate to teachers who have met certain requirements. Certification is done through four ways, including portfolio assessment; training for teachers; direct

certification, and professional education for teachers. Certification aims to improve the quality of teachers and teachers' welfare. But, in the fact, this goal cannot be achieved because the method used still contains some weaknesses. Portfolio assessment is the recognition of professional experience of teachers in the form of an assessment of the collection of documents that describe:

Academic qualifications; Education and training; Teaching experience; Planning and implementation of learning; Assessment of the supervisor; Academic achievement; The work of professional development; Participation in scientific forums; Organizational experience in the field of educational and social development. Relevant award in the field of education.

Portfolio assessment is followed by a teacher who has a graduate academic qualification (S-1) or a diploma four (DIV), or do not meet the academic qualifications of the S-1 or D-IV when they are aged 50 years and has 20 years' experience working as a teacher. Training for teachers is teacher certification through professional training for teachers who:

- (1) do not have the readiness for self-assessment portfolio;
- (2) do not pass the portfolio assessment, and
- (3) they are declared as ineligible teacher for direct certification.

Direct certification is a certification by giving educator certificate directly for teachers who already have academic qualifications S-2 (master) or S-3 (doctor). Professional education for teachers is organized educational programs to prepare teachers to master the full competence of teachers in accordance with national standards of education so that educators can obtain an educator certificate.

Ministry of National Education acknowledges that the certification program has not succeeded in improving the quality of teachers in Indonesia.<sup>10</sup> In the case of Indonesia, because of the instruments used for the certification, the certification program has had a number of different consequences: The attractiveness of the teaching profession has increased. More high school graduates apply for places in the country's teacher education institutions, and there is some indication that the increased competitiveness has also led to increased quality of the candidates enrolled. At the same time, however, universities providing teacher education have responded to market forces, leading to an increased intake of new students. This process might further contribute to the general oversupply of teachers in the country and dampen the beneficial effects on the average quality of the intake.

#### **E. Conclusion and Suggestion**

Government of Indonesia held a certification program to enhance the professionalism of teachers by using portfolio assessment. Portfolio assessment method has drawbacks. The teachers were suspected of cheating on their documents. The certified teachers do not show significant performance improvement, though they have received an additional allowance as much as their basic salary. Therefore, the government changes the portfolio assessment method with the education and training for teachers. Thus, certification sets minimum quality standards and provides recognition and higher levels of pay for teachers who adhere to these standards. Therefore, we need to create a better solution on how to improve this teacher certification program. The improvement in the system can be developed by experts in greater detail

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<sup>10</sup> Ministry of National Education, Minister Rule No.11 Year 2011. Regarding Certification for Teacher. Jakarta: State Secretariat, 2011.

but in any case, they need to have characteristics, at the fullest extent, of a performance-based system. Some elements of those characteristics, but not limited to, among others are: (a) it should reward better teachers (as reflected by student's performance, as final goal, or other efforts as intermediary goals) and penalize lessperforming teachers using the same criteria; (b) it should reward teachers when their performance improved over time and penalize them when they perform consistently worse than before; (c) the emphasis of the performance-based system should be stated very explicitly and clearly in the rule of the game; and, (d) it should be credible.

The example of practical version of the amendment to the system can be as follows: (a) Stating and emphasizing very explicitly that the increase in remuneration can be cancelled when teachers do not perform a minimum standard of services and performance and show this as a credible rule. Minimum standard of services can be a minimum time to spend at school. This will regulate teacher's other side-jobs, such as teaching in other schools so they can concentrate more on preparing classes or even concentrate on giving more attention to the least performing students; (b) Using indicators that are as close as possible to student's performance as key evaluation criteria and the additional incentive system must be based on these criteria. For example, teacher who can improve their student's national exam score will be rewarded financially as well as non-financially (awards is among the example). It should be noted that there is no need to just use solely national exam score, as it can only apply to certain subjects, for example, but also use other innovative evaluation indicators that can be tailored according to different needs; (c) Complementing the fixed amount remuneration (as already reflected in the current system) with variable financial incentives, based

on performance. Other than national exam score, nationally standardized student's evaluation of teachers can also be attempted. This can monitor teacher's performance at least overtime. When they get consistently poorer and poor reevaluation from students over time then the teacher's should get warning and penalized. Another example of alternative basis for additional compensation is additional roles and responsibilities to be taken by teachers that are aimed to improve student's performance; and, (d) Eliminating some requirements of portfolio on professional development that are loosely associated with student's performance. There could be longer list of rooms for improvement when all stakeholders and experts can think again and improve the certification programs. There could be even more options when we learn more about what other countries are doing in their attempt to improve the quality of education process and at the same time improving the living conditions of teachers. The problem with the current certification program in Indonesia is that despite its relevant and much needed role to improve teacher's welfare, its impact on the quality of education process is unclear. This is an urgent call for revisions in its design and better governance in its implementation.

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The Committee that developed this statement was appointed by the collaborating professional associations: James R. Sanders (Western Michigan University) chaired the Committee and represented NCME along with John R. Hills (Florida State University) and Anthony J. Nitko (University of Pittsburgh). Jack C. Merwin (University of Minnesota) represented the American Association of Colleges for Teacher Education, Carolyn Trice represented the American Federation of Teachers, and Marcella Dianda and Jeffrey Schneider represented the National Education Association. (1986)

The main reference for this section is UU. No. 14/2005 on Teachers and Lecturers, PP No.74/2008 on Teachers, and Kepmendiknas No. 16/2007 on *Standard of Academic Qualification and Teacher Competence.*

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