

The Implementer Disposition of Teacher Certification Policy in Indonesia

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Abstract

This research aims to examine and analyze the implementers disposition in the implementation of teacher certification policy in Makassar City and to know how is the disposition affects in successful implementation policy. This research is descriptive by using a qualitative approach. Sources of data in this study are primary data from the informants and secondary data using library research. This research used qualitative methods so that researcher as the manager of the research to be one of the instruments for collecting data, and also as the key instrument. Data was gathered by way of interviews, observation, and documentation. The results of research showed that the attitude of the implementer requiring payment of the certification candidate is not in accordance with the rules that apply in the recruitment of candidates for certification, and the issue has an effect of the implementation on successfully teacher certification policy. The implementers policy must follow procedure in accordance with the established guidelines or regulations.

Keywords: implementation, implementers, teacher certification, policy

1. Introduction

1.1 *Quality of Education*

Quality of education is a prime requirement in the realization of a nation which is progressive, modern, and prosperous (Jalal, 2007). There is not one progressive, modern, and prosperous nation which does not possess quality education in system and practice. One component of quality education systems and practice is the quality of the instructors. Teacher quality is a prerequisite to improve education quality.

Related to the importance of teachers in improving the quality of education, it is the professional quality of instructors that becomes the foremost triggering factor in increasing education quality (Kim, 2005). It is further proposed by Kim, that education quality cannot exceed teacher quality. Change in education depends on the actions and thoughts of teachers (Sudrajat, 2008). Both of these proposed opinions indicate the execution of innovation and reformation in the education system is highly dependent on the role of the teacher.

In line with the demand for an increase in the quality of education, the government of Indonesia instituted a policy in the form of *Statute No. 14 Year 2005* pertaining to instructors, and *Statute No. 19 Year 2005* regarding the National Standard of Education. Based on Law Number 74 Year 2008 on Teacher and Lecturer and National Education Ministry Regulation Number 11 Year 2011 on Teacher Certification, the certification process consists of four methods: 1) awarded certification, 2) portofolio, 3) special education, and 4) training for teacher professional.

Without meaning to simplify the complex effort of actualizing quality education, one way to overcome the problem of education is by possessing adequately competent teachers. It is important to possess competence because of its essential role in the development and demonstration of educational conduct, but it is more than merely learning particular teaching skills. Rather, it is the combination and application of skills and knowledge which are interlocked in the form of real conduct (Mulyasa, 2008).

One means of proving the competence of instructors is through certification. This goes along with the research done by Hidayat (2014) entitled *Analysis on the difference between the teaching performance of certified teachers and non-certified teachers*, which shows that teacher certification program was successful in improving teachers; performance at SMP Negeri Jakarta Timur. Teacher certification is the policy and the means the government uses to enable teachers to be labeled as professionals and to be eligible to receive compensation for the acknowledgement of professionalism which they carry.

From a total number of 15,202 teachers in Makassar the number of teacher who had been certified between 2006 to 2011 were 6,250 people (Regional Education Department of Makassar, 2011).

Implementation of the teacher certification policy is not easy as it is affected by a factor that according to Edward (1980) is a variable that can determine success in the implementation of a policy, that being the disposition and attitude of the implementor. Based on the importance of the role of disposition in policy implementation, specifically pertaining to teacher certification policy, the problem to be examined in this research is the role of the implementor's attitude in the implementation of teacher certification policy, and how this attitude affects the success of the policy's implementation.

1.2 Implementation of Teacher Certification Policy in Indonesia

Implementation represents a stage in a policy's cycle which largely determines the success or failure of the policy. Implementation is the carrying out of basic policy decisions which are normally in the form of regulations, but may also be in the form of a decision passed down by executive or judicial bodies. Normally this decision will identify a problem needing to be solved, expressly state a desired outcome, and lay out methods to structure and organize the process of implementation (Mazmanian & Sabatier, 1983).

Dunn explains that the implementation of a policy is more of a practical effort, enveloping both execution and direction: "Policy implementation involves the execution and steering of laws of action over time. Policy implementation is essentially a practical activity, as distinguished from policy formulation, which is essentially theoretical" (Dunn, 1981).

Therefore we understand that implementation is an activity that follows a decision. A decision is always intended to achieve a specific goal. In order to achieve that goal, there must be some series of actions. So it can be said that implementation is the operationalization of various activities in order to achieve a particular aim. The nature of implementation is that it cannot operate without the influence of internal and external factors. These factors must be sufficiently controlled (Salusu, 1998).

A more concise yet clear understanding has been suggested by Keban and Gordon. Policy implementation is a phase wherein an already adopted policy is carried out by specific units by mobilizing available funds and resources (Keban, 2004). Gordon (1986) states that policy implementation is connected with various activities directed toward the realization of a program.

Grindle gives a broader explanation compared to Keban, stating that policy implementation in truth is more than just the mechanical clarification of political decisions into routine procedures via bureaucratic channels, but also involves the conflict of deciding who obtains what within a given policy (Grindle, 1980).

Edward explains that the main problem with public administration is a lack of concern about implementation. He says that without the effective implementation of a decision, policy makers will not succeed. Based on this statement, Edwards suggests paying attention to four basic points for effective policy implementation: communication, resources, disposition or attitude, and bureaucratic structure (Edward, 1980).

Based on the opinions stated above, it can be asserted that implementation is a process involving a number of resources including people, funds, and organizational ability, carried out by the government or the private sector (individual or corporate). This process is intended to achieve a predetermined goal set forth by the policy makers.

It can be concretely stated that policy implementation in the context of public policy is the carrying out of a decision initiated through statutes, governmental laws, or local laws in order to achieve targets and goals for society. Therefore it should be explained that the public policy implementation referred to in this research is public policy implementation regarding teacher certification in Makassar as determined in Statute 14 year 2005.

In reference to Edward's opinion that there are four dimensions that determine success in policy implementation, the implementer's attitude is the third important factor mentioned regarding the public policy implementation process. This is based on the idea that the policy implementer must not only know what must be done and have the ability to do it, but must also have a desire and tend towards a positive attitude when carrying out a given

policy.

Disposition has to do with the willingness of the implementer to carry out a given public policy. Capability alone is not enough without the willingness and commitment to implement a policy (Nugroho, 2009). Disposition includes the personality and characteristics of the implementer such as commitment, honesty, and a democratic attitude. One factor that influences the effectiveness of a policy is indeed the attitude of the implementer.

If an implementer agrees with the content of a policy, he will therefore happily implement it. On the other hand, if their perspective is different than that of the policy maker, then there will be problems experienced in the implementation process. A given policy or program must be supported by a competent and capable policy implementer for a policy to succeed. The implementer is an important factor in successful policy implementation. This is in line with the view of Meter and Horn (1974) that an attitude of acceptance or rejection on the part of the implementing agent has a substantial influence on success or failure in the implementation of public policy.

The disposition of an implementer which is in line with policy standards and goals is also an important factor. An implementer can fail to implement a policy if they reject the goal of a policy. Conversely, acceptance and proliferation of the standard and goal of the policy on the part of the party responsible to implement a policy means there is high potential for successful implementation. Furthermore, the intensity of the implementer's disposition can affect the achievement capability of a policy. A lack or limitation in the intensity of this disposition can cause failure in policy implementation (Meter & Horn, 1974).

Statute 14 year 2005 regarding teachers states that certification is the process of presenting an education certificate for teachers and lecturers. In 2006, Indonesia started implementing a nation-wide program of teacher certification with the aim to certify as many as 2.3 million teachers by 2015 with the budgetary cost of as much as US\$ 5,600 million (Fahmi, Maulana, & Yusuf, 2011). This education certificate is official proof and acknowledgement that a teacher or lecturer is a professional. This certificate is the given acknowledgement that possesses the competence to carry out an educational service at a particular educational unit after passing a competency test given by a certification board (Mulyasa, 2008, p. 33). Teacher certification is the process of presenting an education certificate to a teacher. This education certificate is given to teachers that have fulfilled the standards pertaining to a professional educator. Professional educators are an essential requirement in creating quality education in system and practice (Jalal, 2007).

2. Method

This research is descriptive with a qualitative approach as it attempts to understand a phenomenon or state various factors and information about an object such as an individual, group, community, or organization holistically, extensively, and in detail by describing with words and language within a particular context.

Sources of data in this study are primary data and secondary data. In this study, the primary data source is the amount of data to be captured from informants who are considered representative acquired intentionally (purposive) to get information regarding to the focus of research through in-depth interviews, observation and document from implementers. Secondary data sources are the data that are obtained by using library research as the theoretical foundation relating to the implementation of teacher certification policy in Makassar.

Table 1. Research informants

No	Informants	Number of persons
1.	The Head of Education Agency of Makassar	1
2.	The Staff of Education Quality Assurance Council (LPMP)	1
3.	The Staff of Education Agency of Makassar	2
4.	Principal	1
5.	Certified teachers in 2011	4
6.	Teachers participated in Preliminary Competency Test (UKA) in 2012	7
Total		16

This study used qualitative methods so that researchers as the manager of the research to be one of the instruments for collecting data that cannot be replaced by other person, in other words that the researcher as the key instrument. Data was gathered by interviews, observation, and documentation. Data was analyzed

qualitatively through the following phases: data display, data reduction, member check, data triangulation, data finalization, data conclusion, and data argumentation.

3. Results and Discussion

Policy implementation can influence the successful achievement of the goal of a program as it is a decisive phase in the policy process. This process involves dynamics and problems faced and will flow toward the effect and goal of a public policy. For this reason, an effective implementation process is necessary in order for the decision of a leader to succeed.

Teacher certification is public policy and therefore must be implemented effectively. This is based on the fact that involved in this policy are various government institutions including the Director General of Higher Education, Educational Human Resources Committee and Guarantor of Education Quality, Director General of Secondary Education, Director General of Primary Education, Director General of Early Childhood Education, Institution for Teacher Education, Institution to Ensure Education Quality, Provincial Department of Education, and the Local Department of Education, and therefore the implementation process is rather complex. This complexity requires good and effective socialization, clear and explicit coordination, and must consider supporting and impeding factors in the implementation of teacher certification policy.

Socialization has to do with the basis, goal, target, and benefit of teacher certification policy as well as the procedure and manner in which it will be implemented. Coordination involves the clarity of direction, goals, and actions including: a clear division of tasks among implementers, coordination of preparation, implementation, and follow-up, compilation of a name list organized by appointment priority, participant appointment in accordance with NUPTK Online quota, and coordination with the NUPTK team in the uploading of participant data.

Supporting and impeding factors in implementation are related to the issues of effective policy implementation as suggested by Edward (1980) being communication, resources, disposition or attitude, and bureaucratic structure. Teacher certification policy cannot be clearly understood if not communicated well. Communication in the implementation of teacher certification is the conveyance of information from the policy maker to the implementer which is then passed on to the teacher to be certified. Communication holds an important role is passing on the messages and decisions of a policy in a way that can be sufficiently understood and accepted.

Based on the data provided by Educational Agency of Makassar, the numbers of teachers have been certified in Makassar starting from 2006 to 2011 are 6.250 people. Teacher certification has begun in 2006 yet the implementation of the policy just began in 2007. Nevertheless, the quota for 2006 is still provided. The following table shows the number of teachers have been certified in Makassar.

Table 2. The total number of certified teachers based on the levels of education in Makassar

No	Levels of Education	2006	2007	2008	2009	2010	2011	Total
1.	Kindergarten (TK)	-	81	15	58	88	99	341
2.	Primary School (SD)	76	342	320	411	339	569	2.057
3.	Junior High School (SMP)	19	289	332	375	438	430	1.883
4.	Senior High School (SMA)	-	361	292	317	103	187	1.260
5.	Vocational School (SMK)	-	180	47	254	102	135	718
	Total	95	1.253	1.006	1.415	1.070	1.420	6.250

Source: Data obtained from Education Agency of Makassar, 2011.

In 2012, the number of teachers and super intendent participated in Preliminary Competency Test (UKA) are 1.504 people. From those numbers, 1.308 participants were passed and 196 were failed. The number of teacher and superintendent participated in Competency Test in Makassar is presented in the following table.

Table 3. The number of UKA participants in 2012 based on education levels in Makassar

No	Education Levels	Number of Participants	Failed	Passed
1.	Kindergarten (TK)	173	6	167
2.	Primary School (SD)	565	135	430
3.	Junior High School (SMP)	264	27	237
4.	Senior High School (SMA)	248	12	236
5.	Vocational School (SMK)	191	14	177
6.	Special School for Disabled Students (SLB)	58	0	58
7.	Superintendents	5	2	3
Total		1504	196	1308

Source: Data obtained from Education Agency of Makassar, 2012.

Successful policy implementation highly depends on the ability to utilize available resources. People are the most important resource in determining successful implementation. Implementation of a policy must be supported by resources in order to run well. Although the contents of the policy may have been clearly and consistently communicated, if the implementer lacks resources, then the implementation will not proceed effectively.

Besides being supported by a competent and capable implementer, a policy or program also requires a good attitude on the part of the implementer in order to be successful. The attitude of the implementer is an important factor in successful policy implementation. If resources are sufficient and an implementer knows what must be done, implementation can still fail as a result of issues with bureaucratic structure. Standard Operating Procedure for the implementation of teacher certification policy has been laid out in the Participant Appointment Manual.

Of the four supporting and impeding factor that have been described, this research is focused on the disposition or attitude of the policy implementer. An attitude of acceptance or resistance on the part of the implementer will influence the success potential in public policy implementation. If implementers agree with the content of a policy, they can happily carry out their task. On the other hand, if their perspective is different than that of the policy maker, then there will be problems experienced in the implementation process.

This research found that the attitude of the implementers of teacher certification candidate recruitment at the Department of Education is very enthusiastic in regards to implementing teacher certification policy. This is evident in the good service they provided to the certification participants such as giving an explanation regarding the process of certification candidate recruitment. The implementation committee also provided good service by answering various questions posed by certification participants as well as giving information via telephone. Such attitude indicates that the certification implementer supported the implementation of teacher certification in the region. In line with that, Edward (1980) maintains that the attitude of the implementers is crucial to support the effectiveness of a program. They should not only have capability in implementing it but also have positive attitude toward it in order to make the program successful.

Research results also revealed that the Department of Education has stated that in teacher certification recruitment there is no administration fee for the participants. The teacher has only to prepare the necessary documents and take a competency exam to determine their passing of the training given in accordance with what has been established by the LPMP. However, a conflicting response was found among teachers who had undergone the certification recruitment process in regards to the administration fee. According to these teachers, a fee had indeed emerged in the recruitment process that was required to be paid by the candidate. It was not actually explicitly communicated that this fee should be paid, but it appeared in the form of consumption fees, building rental, administration, overtime, and A1 Form fees. There was no explicit statement requiring payment in this communication, however, the certification participants interpreted it as implicitly obligatory. Implementer attitudes such as mentioned above from an institutional and organizational perspective shows a continued lack of commitment to the execution of task, function, and authority. This thought is in line with the opinion of Taylor and Wasicsko (2000) who define disposition as personal qualities and characteristics possessed by an individual including attitude, beliefs, desire, appreciation, values, and adaptability.

Although the implementers have stated that the fees paid by participants are, amongst other reasons and

arguments, not obligatory, this has not dispelled the perception and belief of participants that undergoing the certification process requires funds. According to participants, the payment issue was presented during the certification in a soft manner as if it was voluntary or by way of the indirect passing on of information through a series of individuals.

This situation could actually have been anticipated by the certifying board by involving third parties in the recruitment process, for example institutions of higher education. This is in accordance with the view of Antonie (2008) stating that a relevant implementer would be able to understand the benefits of a solid evaluation system. In addition, the government must heed payments that appear throughout the certification process and tend to be expensive. If this could be accomplished by the government, then the tendency toward permits of these issues in the certification process, whether by the implementer or the participant, could be anticipated. This runs parallel to the opinion of Jacobowitz, Michelly, and Marully (2010) which states that disposition is the tendency toward particular actions under certain circumstances based on a set of attitudes, values, and beliefs. This same perspective has been conveyed by Villegas (2009), that disposition is the tendency of an individual to act in a certain way under certain conditions based on their beliefs. In the realm of education, the disposition that has been agreed upon is a professional attitude, values, and behavior as should be expected from an educator (UMUC, 2012).

Various efforts of teachers during the certification process are in a way understandable as they reflect their fundamental need to obtain certification and the wages that come along with it. This is in line with the perspective of Schulte, Edick, Edwards, and Mackiel (2004) who define disposition as a pattern of behavior that is often exhibited without being forced and conscious and voluntary thought habits which is intentional and oriented toward a broad goal. Yet these efforts are in violation of existing regulations. Policies set forth by central and local governments are still limited at this time in regards to funding. Many funding issues in the central government and local governments are filtered down and create a ripple effect in situations such as the aforementioned recruitment process and the issues involving fees.

The financial dimension referred to in this research lies in the recruitment process carried out by certain parties within the group of recruitment managers. Although it has been acknowledged that this fee is relatively minor being around 100,000 (hundred thousand) Indonesian Rupiah, it can still give a negative impression to certification candidates. If we compare this fee with the wages of certified educators, it is quite small and insignificant. Because of this, teachers do not make an issue out of the presence of this fee. Their thoughts are on how a teacher can obtain certified status as quickly as possible by whatever means necessary with the hope of receiving the wages that accompany certification.

Noting the facts related to the disposition of implementers, it can be said that their disposition can hinder the process of teacher certification policy implementation as it is not in accordance with the set guidelines. This is also true of the attitude of certification candidates that will always employ any means necessary to receive professional certification, even if these means are against regulations. Although both parties do not view their behavior as a problem, in reality it is a problem since according to the guidelines for the implementation of teacher certification, there is no fee required of participants. Implementer disposition could become a supporting factor if the implementer is from the local department of education and truly follows procedure according to the manual and regulations that are in place. Jack (2013) supports this fact by stating that when the attitude of perspective of the implementer is different than that of the policy maker, the policy implementation process becomes far more complicated. In order to effectively implement, not only must the implementer understand what must be done and have the ability to do it, but must also possess the desire to carry out the policy. According to Ahmad (1993), in the education system, the power users, the staff, develop relationships and maintain expectations depending on the attitude of the policy implementer. In addition, Damon (2005) reminds of the use of disposition to uphold political beliefs and of the importance of assessing dispositions that bind operational behavior which results in improvement of the learning process.

Recruiters of teacher certification candidates should always build their service attitude upon a commitment to proper intent in the passing on of information and to serve certification candidates in a timely, accurate, and acceptable manner. High commitment on the part of an individual will produce strong commitment on the organizational level to providing prime service to teacher certification candidates. Commitment of implementers as the outworking of their responsibilities and their entrusted authority is still subject to regulations and policies set forth by the government in the form a teacher certification manual.

4. Conclusions

The disposition of implementers which requires fees from certification candidates is not in accordance with existing regulations regarding the recruitment of teacher certification candidates. This has an effect of the successful implementation of teacher certification policy. A proper attitude possessed by the implementer in the implementation of teacher certification policy is essential to the success of the policy. Implementers must carry out procedure according to the guidelines and regulations. Policy implementers must not only know what must be done and possess the capability to accomplish it, but they must also have the desire and the tendency toward a positive attitude needed to implement the policy.

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