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The Implementation of Academic Qualification of Primary School Teachers

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Abstract: *Academic qualification for teachers program is a noble policy that can raise the dignity of teachers as a profession, with teachers' quality improvement as the main goal, which will affect in learning quality. Primary school, as the beginning of education for every student, has strategic role. Primary school teachers' role will determine the quality of the students. Improving the role of primary school teachers through qualification improvement is one of the programs launched by the government. The issue of low academic qualification of primary school teachers is not only influenced by funds and the number of primary school teachers (50% of civil servants in Indonesia), but also other factors such as the level of welfare, social, culture, geographic and the exclusion of teachers, as an educator, in political decision-making.*

The implementation of academic qualification for teachers program is the government's duty as the main implementer through the Ministry of Education and Culture, supported by related ministries and local government as operational implementer. Further question is as to how the implementer can implement the policy in reality in regencies or cities as subjects and objects to improve the teachers' academic qualification.

The target of this program is primary school teachers who have bachelor qualifications of Primary School Teacher Education with the complexity of issues they have. A real example of this implementation is the qualification program carried out by the government of Belitung regency. It is expected the this implementation represents the program in Indonesia.

Keywords: *Implementation of qualification, primary school teachers*

A. Introduction

1. Background

The success of development in Indonesia lies in the competence of educators who can produce quality resources with appropriate management, as told by Tjokroamidjojo (1986:80), that: "...attention to the problem of education is a fundamental matter of development and should be associated with the management, enhancement and development of human resources for development." This suggests that education is the key to the success of the nation and in line with one of the indicators of the Index of Human Development (IHD) progress of a nation.

Pragmatically, the main problem of education is the disparity of educational quality that associated with:

- 1) The inadequacy of the availability of teachers, both in quality, quantity and welfare,

- 2) The inavailability of learning infrastructure (eventhough it is available, it is not used optimally),
- 3) The inadequacy of education funding to support the quality of learning,
- 4) The inefficiency and ineffectiveness of the process of learning and ineven distribution of schools, indicated by ineven distribution of the participation of education in the community, such as the gap between the rich and the poor, the city and the village and men and women (general directorate of national secondary Education Management, Ministry of National Education, 2007:1).

Indonesia as a big country with a broad territory (80% of which is sea) and a population of 238 million peoples per 2012 (Indonesian Central Agency on Statistics, 2012) is a country of the 4th largest in the world. With a population of that size, education policy should be a priority in national development as the nation's most potential asset, as expressed by Tjokroamidjojo (1986: 79-80), that "...directed and integrated policy is needed in handling this educational problem".

This suggests that today's education policy has shown to be sophisticated in the process of learning. On the other hand, the management of education has shifted into individual investment and not prioritized education as a major investment of sustainable development of national development, especially regarding the importance of sustainable education for the community in general and improving the competence of educators as a determinant of the quality of their students.

The importance of teachers in determining students' success and improved quality in creating qualified resources has been reflected in the Act no. 14 of 2005 on Teachers and Lecturers. It asserts that teachers are required to have appropriate academic qualifications, competence and certifications, as expressed in Chapter I Article 1, Paragraph 9, that: "Academic qualification is a diploma level of academic education to be possessed by teachers or lecturers in accordance with the type, level, and formal education units at the place of assignment." This suggests that educators must have a minimum qualification standard of education that is implemented through their competence to carry out their responsibilities of functions and tasks of learning.

Academic qualification of Bachelor or Diploma-IV according to the field must be held by the teacher as a formal proof and one of the requirements for certification of educators, which will show that they are professionally competent in their respective fields. In reality, there are still many teachers do not have the required academic qualification yet. The indication is that from 2.92 million teachers, only 51% of them have Bachelor qualification (Kompas, Wednesday, March 7th 2012, p. 1).

Many phenomena encountered in the improvement of academic qualifications, it comes to budget allocations which almost all the regions do not reach the budget quota, as mandated by the Constitution, article 31, paragraph 4, that at least 20% of the budget is allocated for education.

2. Problem

The problem is "How is the implementation of the policy of academic qualifications for teachers in improving the competence of teachers to improve the quality of the nation's resources?"

To answer the problem, this paper will present how the policy implementation of primary school teachers' qualification in Belitung district of Bangka Belitung Islands province improves their qualifications to the level of Bachelor of Elementary School Teacher Education (PGSD). It is expected to provide a representation of the increase of qualification as a whole.

B. PGSD Program in Belitung

The policy of academic qualification improvement program, as implemented by the local government of Belitung district of Bangka Belitung Islands province through the Department of Education, is a launching of program to increase the academic qualification of primary school teachers in fiscal year 2007 through PGSD undergraduate program. By 2012, all the primary school teachers in Belitung district have qualifications of Bachelor of PGSD (although the Ministry of National Education has a target in 2014). Of all teachers, a total of 1,233 primary school teachers spread in five Technical Implementation Unit Department of Education (UPTDP) in each sub-district (see Table 1) must have Bachelor qualifications according to their competence.

Table 1. Number of Teachers Civil Servants (PNS) and Non-PNS in 2007

No	UPTDP	Teachers		Total
		PNS	Non-PNS	
1.	UPTDP Tanjungpandan	465	99	564
2.	UPTDP Sijuk	160	61	221
3.	UPTDP Badau	121	32	153
4.	UPTDP Membalong	184	47	231
5.	UPTDP Selat Nasik	44	20	64
	Total	974	259	1233

Source : Department of Education, Belitung District 2007

Meanwhile, unqualified primary teachers are 1174 (95%) and PGSD's bachelor-qualified teachers are only 59 (see Table 2).

Table 2. Recapitulation of Primary School Teachers based on Education Qualification in 2007

UPTDP Level	Tanjung pandan	Sijuk	Badau	Membalong	Selat Nasik	Total	Annotation
Primary School	-	-	-	1	1	2	
Junior High School	1	3	-	7	4	15	
Senior High School	129*	95	76	100	43	443	*Regina Pacis 4 teachers *SLB (Special School) 1 teacher
Diploma-I	8	1	2	-	-	11	

UPTDP Level	Tanjung pandan	Sijuk	Badau	Membalong	Selat Nasik	Total	Annotation
Diploma-II	378*	113	65	112	13	681	*Regina Pacis 6 teachers *MIN (State Islamic Primary School) 12 teachers *SLB 9 teachers
Diploma-III	7*	-	-	1	-	8	*MIN 1 teacher *SLB 1 teacher
Bachelor	28*	9	10	10	2	59	*Regina Pacis 1 teacher *SLB 3 teachers
Unknown recent education	13*	-	-	-	1	14	*Regina Pacis 1 teacher
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Based on Table. 2, still quite a lot that needs to be comprehensively planned and implemented in the implementation of academic qualification improvement program.

Primary school teachers are the forefront in implementing compulsory basic education with more students than junior high and senior high school teachers. On the other side, primary school teachers have a quite complex problem and are marginalized than teachers of other levels of education. The work area of Belitung district's Department of Education is an archipelago which geographically has distinct characterizations, such as obstacles, challenges, strengths, and opportunities in implementing the policy of academic qualification improvement program.

Several indications in the implementation of qualification for primary school teachers, as presented by Aripin (2009:5), are caused by:

1. The delays in program planning due to the lack of explanation of the objectives as well as the delays in acquiring required data needed by the administrators, such as primary school unit, and Chief of Sub-department of Kindergarten/Primary School in district's and province's Department of Education. It is also affected by the geographic of Department of Education in the province and Belitung district Department of Education, which is separated by sea and limited and expensive transportation and communication infrastructure.
2. The quality of human resources in Department of Education in the province and the district is not adequate. It is caused by several factors, such as the lack of

professionalism, for example, “who is the leader of this program?” this is reflected from the inconsistency such as the changes of staff delegation who presents in the meetings, thus unable to follow the development from the beginning. The other factor is the impact of the division of Bangka Belitung Islands province, which needs professional bureaucracy personnels in managing education bureaucracy.

3. The transfer of Chief of Sub-department of Kindergarten/Primary School in Belitung district to East Belitung district as the division area (Act No. 5 UU of 2003 on the Establishment of East Belitung District).
4. The quality and quantity of the staff of Chief of Sub-department of Kindergarten/Primary School is not optimal in serving primary school teachers spread in 5 UPTDP, and the obstacles of communication and coordination caused by geographical factor, especially for the teachers in the islands, which are in the UPTDP of Selat Nasik and Membalong sub-districts.
5. The unclarity of the handling of the implementation of academic qualification improvement program for primary school teachers in improving their competency to the Bachelor level of PGSD by the Chief of Sub-department of Kindergarten/Primary School. This is marked by the number of teachers asking about the program, as to when and how.
6. The unclarity of the priority of the teachers to follow the program, whether it is based on age, years of service, voluntary, or the status of the teacher (civil servants or not).
7. The unclarity of the handling of the teachers whose grade and rank above IV/a (8.4%), and whose age above 50 (13,8%) in the program.
8. The lack of competence of the teachers with PGSD Bachelor qualifications (5%) and educator certifications (0.16%).
9. Empirically, the score of teacher competency is still under average, with an average of 380 from the national maximum score of 1,063 for every criteria of the competency.
10. The implication of the welfare of the teachers due to the unliquified fund for the teachers who has passed the certification test.

The mentioned indications were caused by the implementation of the policy of academic qualification carried out by the Department of Education Belitung sub-district in the aspects of:

1. The ability of the implementor from the Department of Education in communicating the policy of academic qualification in accordance with their field, which is still unclear and less meticulous in the planning.
2. The inadequate quality and quantity of human resources in the Department of Education, which indicates on the inconsistency of the objective and the unclarity of the achievement of the policy of academic qualification program.
3. The implementor is not anticipating the conditions of geographic, cost, and the ability of field staff in the province, districts, and sub-districts.
4. The unclarity of the management of bureaucracy in the Department of Education , which causes confusion for the field staff and the teachers as participants (Aripin, S., 2009:4 elaborated from Edward III, 1980).

These issues become materials to solve the problem of improving academic qualification for primary school teachers. The academic qualification program affects the competence of primary school teachers in Belitung district, as mandated in the Act No. 20 of 2003, Act No. 14 of 2005, Governmental Regulations No. 19 of 2005 and Governmental Regulations No. 74 of 2008, which stated, in essence, that every teacher must have Bachelor qualification in accordance with their competence.

C. Several factors which influence the academic qualification to the level of Bachelor PGSD

1. Factor of Communication

Department of Education as implementor the policies in education has an authority to implement academic bachelor qualification program for primary school teachers through the PGSD undergraduate program. The implementation of communication factor is already well underway, regardless the size of the scope of organization. The most important thing is how the program is, continuously and consistently, carried out by the Department of Education, in accordance with the target of the program every fiscal year as well as the achievement of the program until 2012 and right on target. This is to maintain the sustainability and continuity of the program concerning the life of the organization, delivered by one party to another party (Siagian, 2008:307).

2. Factor of the Resources of the Implementor

The quality and quantity of the resources of the implementor of the teachers' academic qualification program is adequate, where the role of the resources (the officers of the Department of Education – Chief of Sub-department of Kindergarten/Primary School holds an important role in the success of the program (Hasibuan 1997:54). This indicates that the management of the program in servicing the participants of the program is adequate.

Challenges and problems in the implementation of academic qualification program is that the implementor tries to anticipate the future development with consideration to the national identity in building the nation, as nationally confirmed by Saefullah (2007:121-122), that: "improving the quality of Indonesian human resources needs to understand the context of Indonesia because the improvement is intended for development purposes in Indonesia."

3. Factor of Disposition

The factor of disposition towards the teachers' qualification improvement shows that the role of Department of Education is adequately supportive. Even intensive finance support has been given by the government of Belitung district to all the civil servant teachers based on their class and rank, by the name of workload benefit incentive, which is allocated from the fund local government budget (APBD) every month. In addition, there are special incentives for the islands of Seliu (Membalong UPTDP) and Mendanau (Selat Nasik UPTDP). The special incentives are meant to stimulate performance motivation, to improve their competence as educators, to provide added value to their competence through education at an accredited LPTK, to provide appreciation to excelled teachers with material and nonmaterial incentives (such as monthly workload incentive),

to prioritize qualified and certified teachers to participate in trainings and upgrading, and to promote activities in districts, provinces, national and even international.

It is indeed quite difficult in practice because improving academic qualification, which is an in job service training, requires teachers to enroll the PGSD undergraduate program, provided that it should not interfere their working hours, as required by the Ministerial Regulation of National Education No.8 of 2009 on the Professional Education Program for Pre-position Teacher. The composition and condition of primary school teachers in general are: a). above 30 in average age; b). female in majority; c). live in islands; d). lack of accredited LPTK to take and organize certification tests.

4. *Factor of Bureaucratic Structure*

The accuracy of the Department of Education as implementor in giving service will be indicated by their service to the primary school teachers who participate in the program, which is supported by a flexible and conditional bureaucratic structure to remove fragmented work execution which hinders coordination of the implementation of academic qualification and certification for the educators. This is consistent with the idea of Edwards III (1980:143), "*hindering coordination is perhaps the worst consequence of bureaucratic fragmentation.*" The significance of the impact of bureaucratic structure in the implementation of the policy of academic qualification of the competency of primary school teachers in Belitung district is consistent with the idea presented by Edwards III (1980 : 141), "*the structure of the organization that implement policy have a significant influence on implementation,*" where the bureaucratic structure in the implementation of this program is not inseparable from the dimensions of SOP and fragmentation, as stated further, "*two prominent characteristics of bureaucracies are standard operating procedures (SOPs) and fragmentation*".(Edwards III, 1980:125).

The existence of the SOP in the program implementation makes the service for the teachers routine and in accordance with the procedure. Edwards III further stated that:

"SOPs save implementors valuable time, allowing them to take shortcuts in dealing with most daily decision. They also provide uniformity in the action of officials in complex and widely dispersed organizations, which in turn can result in greater flexibility (person can be transferred easily from one location to another) and greater equity in the application of rules. (Edwards III, 1980 : 141).

The academic qualification program for teachers is a routine activity which requires standard procedures concerning participants recruitment, implementation of the education of qualification (started from the registration process), tutorial sessions which do not interfere their work hours, routine and continued guidance for Class Action Research (PTK) and Professional Skills Practice (PKP), end-of-semester and PKP exams and graduation. Those for factors (communication, resources, disposition and bureaucratic structure) are affecting the success and failure of the program implemented by the Department of Education of Belitung District, which is expected to be achieved holistically.

Conclusion

Primary school teachers as educators have a very important and determining role in the progress of a nation, such as the Indonesian people who have complex homogeneity.

Policy is a guideline for action to the administrators in running the primary teacher qualification program to the level of PGSD Bachelor to improve their competence as a teacher and not just a pursuit of legal formality and welfare in a narrow sense.

The primary school teachers qualification policy implementation requires a variety of tools to support its smoothness by taking into accounts the factors that influence the achievement of qualifications for the teachers to the level of PGSD Bachelor on target and on time, through a clear communication of program objectives, and supported by adequate human resources, proper and accurate disposition and bureaucratic smoothness.

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ABSTRACT

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Challenges and problems in the implementation of academic qualification program is that the implementor tries to anticipate the future development with consideration to the national identity in building the nation, as nationally confirmed by Saefullah (2007:121-122), that: "improving the quality of Indonesian human resources needs to understand the context of Indonesia because the improvement is intended for development purposes in Indonesia."

3. *Factor of Disposition*

The factor of disposition towards the teachers' qualification improvement shows that the role of Department of Education is adequately supportive. Even intensive finance support has been given by the government of Belitung district to all the civil servant teachers based on their class and rank, by the name of workload benefit incentive, which is allocated from the fund local government budget (APBD) every month. In addition, there are special incentives for the islands of Seliu (Membalong UPTDP) and Mendanau (Selat Nasik UPTDP). The special incentives are meant to stimulate performance motivation, to improve their competence as educators, to provide added value to their competence through education at an accredited LPTK, to provide appreciation to excelled teachers with material and nonmaterial incentives (such as monthly workload incentive), to prioritize qualified and certified teachers to participate in trainings and upgrading, and to promote activities in districts, provinces, national and even international.

It is indeed quite difficult in practice because improving academic qualification, which is an in job service training, requires teachers to enroll the PGSD undergraduate program, provided that it should not interfere their working hours, as required by the Ministerial Regulation of National Education No.8 of 2009 on the Professional Education Program for Pre-position Teacher. The composition and condition of primary school teachers in general are: a). above 30 in average age; b). female in majority; c). live in islands; d). lack of accredited LPTK to take and organize certification tests.

4. *Factor of Bureaucratic Structure*

The accuracy of the Department of Education as implementor in giving service will be indicated by their service to the primary school teachers who participate in the program, which is supported by a flexible and conditional bureaucratic structure to remove fragmented work execution which hinders coordination of the implementation of academic qualification and certification for the educators. This is consistent with the idea of Edwards III (1980:143), "*hindering coordination is perhaps the worst consequence of bureaucratic fragmentation.*" The significance of the impact of bureaucratic structure in the implementation of the policy of academic qualification of the competency of primary school teachers in Belitung district is consistent with the idea presented by Edwards III (1980 : 141), "*the structure of the organization that implement policy have a significant influence on implementation,*" where the bureaucratic structure in the implementation of this program is not inseparable from the dimensions of SOP and fragmentation, as stated further, "*two prominent characteristics of bureaucracies are standard operating procedures (SOPs) and fragmentation*".(Edwards III, 1980:125).

The existence of the SOP in the program implementation makes the service for the teachers routine and in accordance with the procedure. Edwards III further stated that:

“SOPs save implementors valuable time, allowing them to take shortcuts in dealing with most daily decision. They also provide uniformity in the action of officials in complex and widely dispersed organizations, which in turn can result in greater flexibility (person can be transferred easily from one location to another) and greater equity in the application of rules. (Edwards III, 1980 : 141).

The academic qualification program for teachers is a routine activity which requires standard procedures concerning participants recruitment, implementation of the education of qualification (started from the registration process), tutorial sessions which do not interfere their work hours, routine and continued guidance for Class Action Research (PTK) and Professional Skills Practice (PKP), end-of-semester and PKP exams and graduation.

Those factors (communication, resources, disposition and bureaucratic structure) are affecting the success and failure of the program implemented by the Department of Education of Belitung District, which is expected to be achieved holistically.

D. Closing

Primary school teachers as educators have a very important and determining role in the progress of a nation, such as the Indonesian people who have complex homogeneity. Policy is a guideline for action to the administrators in running the primary teacher qualification program to the level of PGSD Bachelor to improve their competence as a teacher and not just a pursuit of legal formality and welfare in a narrow sense.

The primary school teachers qualification policy implementation requires a variety of tools to support its smoothness by taking into accounts the factors that influence the achievement of qualifications for the teachers to the level of PGSD Bachelor on target and on time, through a clear communication of program objectives, and supported by adequate human resources, proper and accurate disposition and bureaucratic smoothness.

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THE IMPLEMENTATION OF ACADEMIC QUALIFICATION OF PRIMARY SCHOOL TEACHERS

Sofjan Aripin

Malang, June 13, 2012



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INTRODUCTION

A. Background

- Academic qualification of PST
- Primary school is strategic role.
- The issue of low academic qualification of primary school teachers

B. Problem

How is the implementation of the policy of academic qualifications for teachers in improving the competence of teachers to improve the quality of the nation's resources?



PGSD PROGRAM IN BELITUNG

1. The Implementation of Academic Qualification for PST
2. The Several indications in the implementation of qualification for PST
3. The Indications were caused by the implementation of the policy of academic qualification



SEVERAL FACTORS WHICH INFLUENCE THE ACADEMIC QUALIFICATION TO THE LEVEL OF BACHELOR PGSD

1. *Factor of Communication*
2. *Factor of the Resources of the Administrator*
3. *Factor of Disposition*
4. *Factor of Bureaucratic Structure*
(Edward III, 1980)



CLOSSING

1. Primary school teachers as educators have a very important and determining role in the progress of a nation,
2. Policy is a guideline for action to the administrators
3. The primary school teachers qualification policy implementation requires a variety of tools to support its.
4. The administrator must be pay attention of a clear communication of program objectives, and supported by adequate human resources, proper and accurate disposition and bureaucratic smoothness.



TERIMAKASIH
THANK'S YOU