

A Reflective Perspective of In-Depth Qualitative Inquiry on Teachers' Preparation Policies and Execution for Vocational High School in Indonesia

Didik Nurhadi¹, Ming-Chang Wu²

¹Universitas Negeri Malang, Indonesia; ²National Yunlin University of Science and Technology, Taiwan

E-mail: didik.nurhadi.ft@um.ac.id

Abstract. This study investigates teachers' preparation policies and the policy execution in vocational high school in Indonesia. Using a qualitative method, the researcher selected university members who have been involved in teacher preparation programs and or policy making in Indonesia as the participants. The data collection and analysis were undertaken according to research questions focused on the governmental policies and the implementation of teachers' preparation. This result shows that teacher preparation policies in Indonesia were enacted based on the teacher and lecturer law in 2005. Afterward, in 2007, the minister of education upgraded a policy through two regulations, the teacher's qualification and competencies, and teacher certification. To get teacher certificate and incentives from the government, vocational high school teachers should make portfolios and join series of training. This, certainly, effectively encourages many youngsters to become a teacher. The policy of teacher certification was updated and upgraded again by the government through teacher education program through either in-service or pre-service. The teacher preparation policies are conducted by Indonesian government through teacher certification, that focuses on the quantity of certified teachers based on the national standard. Consequently, teachers will face difficulty in creating graduates with high competency standards and high competitiveness in the global market. Teacher quality improvement should be done clearly with the orientation on international standard.

Keywords: Teachers' Preparation, Policies, Execution, Vocational High School, Teacher Certification, Indonesia

INTRODUCTION

Teachers are professional educators with the primary task of learning, teaching, guiding, training, assessing, and evaluating learner at all level of educations (Teacher and lecturer Law, 2005). The quality of teachers can determine the success of the school, and it can improve educational outcomes (Smith, 2008; AITSL, 2011). Vocational high school teachers also play important roles in creating graduates with high competency standards and high competitiveness in the global market (Slamet, 2013). Therefore, teachers are supposed to be competent in teaching proficiency (Ministry of Education, 2010a).

One of the components comprising qualified teachers is teachers' learning, the practice of teaching, and students' learning (Kang, Cha, & Ha, 2013). According to teacher certification regulation (2007), professional teacher has four competencies: pedagogical, social, personal, and professional competencies. AITSL (2011) explained national professional standard of teachers consisted of professional knowledge, professional practice and professional engagement. Whereas, Training and Development Agency (2007) stated that teacher's professional attributes were professional knowledge and understanding, and professional skills. Professional knowledge of vocational high school teachers is reflected on their knowledge and research concept to respond the needs of their students, to know their students well, to know the content of their subjects and its curriculum, to understand effective endeavors and strategies in their learning and teaching programs, as well as to use their knowledge to make their students understand the content better (AITSL, 2011).

Therefore, teachers' preparation program should provide appropriate policies and practice to achieve its professional goals. In fact, Indonesian teachers have gained an increase of competence

through education and training programs as well as through non-educational training programs (BPSPDM & PMP, 2011). In addition, since 2007, the government also has been conducting quality improvement programs through professional training and education to improve the teaching and learning qualities of teachers (Ministry of Education, 2010a & 2010b).

Meanwhile, the crucial problem in teacher evaluation is that the evaluation is only carried out during the preparation for school accreditation process. The schools conducted it merely based on the project. Consequently, the evaluation made by the schools was less effective and not deep enough. Eventually, it could not be used to evaluate teachers' preparation. Based on this issue, this research was conducted to investigate teacher s' preparation policies and its execution in vocational high schools in Indonesia. The hope is to improve the teacher policies and to increase the teacher qualities effectively.

LITERATURE REVIEW

Developmental History of Vocational High School in Indonesia

The mission of education according to the Ministry of Education (2014b) consists of five missions: increasing the availability of educational services, expanding the affordability of education services, enhancing the service quality and the relevance of education, achieving equity in obtaining educational services, and ensuring the award for education. The Directorate of coaching for vocational high school explains it in six missions: (1) improving and expanding equitable access to quality school, (2) improving quality through contextual-based Information and Communication Technologies (ICT), (3) empowering graduates through entrepreneurial and competence development expertise, (4) creating graduates adaptable to changes in technology and business environment at national and international levels, (5) strengthening governance through the implementation of CMS-based quality management system, and (6) creating schools with good brand image through various communications media (Directorate of coaching for vocational high school, 2014).

In 2014, major programs of vocational high school were established based on an evaluation carried out three years before. The programs planned by the Directorate of coaching for vocational high school consisted of nine things: (1) application of good moral and character education; (2) development of schools through a creative human spirit, innovation, sportsmanship, and self-employment; (3) improvement on evaluation system, accreditation, and certification; (4) improvement on the quality and capacity of the infrastructure according to the national standards; (5) improvement and expansion of the use of ICT in the school field; (6) provision of e-books; (7) empowerment of communities and businesses; (8) coordination among ministries and or institutions of central and local government, as well as (9) alignment between education and the needs of the business and industrial world (Ministry of Education, 2014b).

According to Directorate General of Secondary Education (2015), the development trends of vocational high school have been increasing from 1995 to 2015. This had been evidenced by the increasing number of schools from 3,700 to 12,828 and by the increasing number of students from 1,570,000 to 4,303,201. Mustapha (2013) also explained that the development of school in Indonesia was seen on the increasing number of private vocational high schools, from 3,000 schools in 1995 to 8,701 in 2010.

To develop vocational high school system in the effort to increase students' competency standards, the government has allocated large operational funds. One of the ways is dual-system education between schools and the industry partners to apply the concept of link and match (Djojonegoro, 1998). School and teacher qualities were also improved by the government. Based on data from the Ministry of Education (2014b), the percentage of accredited vocational high school has increased until 30% in 2014. From 2009 until 2014, the percentage of schools with ISO 9001: 2008 certificate has been reaching 100%. Meanwhile, the percentage of teacher with bachelor qualification

has increased from 85.5% to 98%, and the percentage of authorized teachers has increased from 32% to 90%.

Meanwhile, the current of problems of vocational high schools were the number of students and unbalanced distribution of study programs, the quality of teachers, the quality of graduates, infrastructure, competence standard, management, and finance (Directorate of coaching for vocational high school, 2014). Mukhidin and Handayani (2014) described one solution, which is through the improvement of teacher preparation in teacher education. Lim and Pannen (2012) also explained that teacher's preparation in educational competencies was essential to build the capacity through development of ICT usage in teaching and learning process. Then, the quality of teachers will improve in facing global challenges (Jusuf, 2005).

In summary, major programs of vocational high school were established based on an evaluation carried out three years before. Whilst, the developing trends of schools have occurred from year to year, in terms of the increasing number of both students and schools. The government has allocated fund to develop school system and increased student competency standards through dual system education. Meanwhile, the current problems of vocational high schools are the number of students and the distribution of study programs, quality of teachers, quality of graduates, infrastructure, as well as competency standards, management, and finance. One way to solve the problem was improving teacher's preparation in teacher education and building the teacher's ICT.

Vocational High School Teachers in Indonesia

Teachers play important roles in creating graduates with high competency and competitiveness (Slamet, 2013; Nurhadi, 2015). Therefore, teacher's competency in vocational high schools should be improved to support the pioneering of international standard schools in Indonesia. Competencies needed by professional teachers are the expertise particular field, competence in organizing and implementing learning according to the characteristics of the students, competence in teaching according to the needs of students and according to the existing condition, capability in developing student's potential, mastery at basic principle of learning based-competency, competence in developing curriculum based-competency to encourage the involvement of students in learning, competence in designing and implementing learning based-competency, and competence in assessing the process and the result of learning to refer to the whole educational purposes.

Meanwhile, some governmental policies related to implementation of teacher preparation for vocational high school are the policy of the national education system, teacher and lecturer policy, standards of national education, academic policy on standard qualification and teacher competencies, policy of teacher certification, and policy of educational program for professional teachers. They are taken to improve the quality of teachers (Ministry of Education, 2012).

In Indonesia, the initial education for vocational high school teacher is conducted by educational universities, such as Educational University of Indonesian, State University of Jakarta, State University of Yogyakarta, State University of Surabaya, State University of Malang, State University of Semarang, and other universities (Ministry of Education, 2012a; Directorate General of Higher Education, 2015). Graduates of teacher education should have the capability to understand the characteristics and potential of learners, to facilitate sustainable development, to communicate knowledge, skills, and attitudes of students, to master the theories, principles, and procedures in designing learning programs. In addition, they also need to manage learning in classes and schools to develop the processes and learning outcomes of students as well as to carry out assessments to improve the processes and learning outcomes of students to develop their potential and to foster an attitude. On the other hand, they need to use approaches and methods of action research to improve learning and to publish ideas and research results related to the field of education (Educational University of Indonesia, 2014).

Since 2007, the government has been implementing certification program as an effort to improve the quality of teachers. The program was expected to improve the quality of learning and the quality of education in Indonesia. One of the requirements to register for certification in 2014 was teacher competency test. It was done based on the evaluation of the certification implementation. Certification requirements for vocational high school teachers were divided into two, general and specific. General requirement is for teachers who have not been certified, active in teaching in school, and have academic qualification from accredited study program. Specific requirement was for teachers who were appointed as overseers for education units, have magister or doctoral degree from accredited university in the relevant field of education (Ministry of Education, 2014a).

In summary, vocational high school teachers have the crucial roles in creating learner with high competency and competitiveness. Several policies related to the improvement on the quality of teachers were issued by government; they are policies of academic qualification and teacher competencies, teacher education, and teacher certification.

METHODS

This research used qualitative method with a case study and ethnographic strategy. The researcher selected seven university members who have been involved in teacher preparation programs and/or policy-making in Indonesia as participants. The researcher used interview questions focusing on teacher preparation policies and its execution in vocational high schools in Indonesia. Then, the research data were classified into two groups: teacher preparation policies and policy execution.

The data of this study was investigated deeply to understand the professional perspectives of experience, activity, will, etc. The observation deals with the understanding on teacher preparation policies and its execution for vocational high school. The researcher uses an iterative process to the question phenomena and proposes explanations until he get a complete narrative description. Furthermore, the qualitative data were scored and analyzed theoretically.

The data analysis was used to manage the research findings and to uncover the implications of this study. The researcher presents the data authentically by directly quoting the on-site observation notes from the informants. Reconstruction was conducted systematically by meaningful interpretations and implications through comparison on the data collected from the in-depth investigations, so the best internal reliability can be reached. Furthermore, subjective, and skewed interpretation was avoided by keeping constant reflection and objectively referring the data resources and the background of when and where they were documented.

RESULTS AND DISCUSSIONS

Teacher Preparation Policies

The governmental policies of teacher preparation are certainly so essential due to the teachers constituted the person who provides learning both directly and indirectly to learners (Corrigan, Alessandro, & Brown, 2013). Several policies for Indonesian teachers were laws, government regulations, and regulations of ministry of national education. They were issued as the legal basis of the execution in the field. These policies were expected to give welfare to teachers, so they can develop their teaching and learning and create graduates with competency appropriate with the current need of stakeholders or industries (Slamet, 2013). Khasawneh, Olimat, Qablan, and Abu-Tineh (2013) explained that teacher constituted human-resource education, which determined the standard for vocational students.

The government issued the laws regarding national educational system and teacher in 2003. According to the laws, teachers are a professional educator who builds planning, implementation, and assessment for the teaching process. Furthermore, the laws also explain the rights and obligations of

teacher, and the educational qualification of the teacher. The rights of the teacher include income and welfare, award according their performance, career improvement, as well as facilities to conduct their jobs. More specifically, in 2005, according to teacher and lecturer laws, teachers of vocational high schools must have bachelor degree or four-years equivalent degree, teaching competencies (pedagogical, social, personal, and professional), and have the certificate of professional teacher. The certification of professional teachers is conducted because professional teachers affect the skill of labor force to compete in the global market (Adamson, 2012).

In 2007, the regulation of professional teachers regarding the qualification standard of the teacher academics and the teacher certification in detail was issued by the government. According to these policies, teachers' academic qualification for vocational high school can be reached through formal education or a test of feasibility and equality. The minimum academic requirement is bachelor's degree or four-year equivalent degree of the relevant subjects from accredited college. While, the feasibility and equality test can be obtained from authorized colleges, namely Education University of Indonesia, State University of Jakarta, State University of Yogyakarta, State University of Surabaya, State University of Malang, State University of Padang and other universities with the authority to implement them, either public or private (Directorate General of Higher Education, 2015).

According to governmental policies, four competencies of qualified teacher are the pedagogical competency, social competency, personal competency, and professional competency. Pedagogy competency is the ability to manage learning including understanding toward learners, design, and implementation, evaluation of learning, and the development of learners to actualize its potential range. The personal competency is the ability to have a steady, mature, wise, adult and authoritative attitude, to be the model for learners, and to have noble character. Social competency is the ability to communicate effectively with students, fellow educators, educational personnel, parents, learners and the surrounding communities. Professional competency is the ability to master the learning material widely and deeply, which allows teachers to guide the learners meeting the standards of competence (Teacher and lecturer laws, 2005; Regulation of academic qualification and teacher's competencies, 2007).

This policy was issued by the minister of education to implement teacher certification program nationally, conducted by universities that have teacher preparation program. This certification is carried out through the competency test, so the teacher participating in the program can acquire educator certificate. In one hand, it is conducted for certification process, to set the necessary requirements for joining teacher certification, as well as to organize institutional of teacher certification. On the other hand, it is also to improve educational qualifications, competences, and the performances of their teaching, as well as to develop a system of incentives and promotion or teachers' career increase reflecting increased competence and performance of teachers.

The certified teacher will get incentive as a professional teacher based on the governmental policy of 2009. It is done to improve the welfare of teachers, so they are motivated to improve the quality of their teaching and learning as well as to fulfill the minimum national standard of professional teachers. The incentive is given monthly with the value of equal to one-time salary (Teacher's incentive regulation, 2007).

The Execution of the Teacher's Preparation Policies

Teacher preparation policies are executed by the central government, the government of regency/city/province, minister of national education, and college. The central government is responsible to allocate budget for the implementation cost of teacher preparation and incentive for certified teachers. It also determines the number of teachers joining the certification program each year. According to the Ministry of education (2014a), regional government and district/city/provincial educational offices have the task to check the administration of teachers who will join the certification

in every year. The minister of national education has the responsibility of implementing all activities regarding teacher's certification and determines the quota of teacher certification. Universities are the authorized institutions carrying out teacher's certification (Teacher and lecturer laws, 2005).

Based on teacher certification regulation (2007), the certification is based on teacher's portfolio and teacher-training program starting in 2007. First, the teachers should arrange their portfolio if they register for teacher certification program at the regional level. Hereinafter, the educational office at the district or city will do corrections and selection on teacher's certification documents. This is undertaken to check whether all documents are complete according to the requirements of teacher's certification. This is done before the documents are sent to the universities, the institutions responsible for the teacher certification (Ministry of National Education, 2007).

As the executor of teacher certification, universities must have been accredited nationally. They will verify the documents sent by the regional government. The documents will be selected and sorted based on the result of their scores. It is done to determine participant teachers who will follow the certification. The participant's information will be announced online on the universities' website or at educational offices on each district or city. The central government determines the quota of the certification. Figure 1 describes the mechanism of certification for vocational high school teachers in 2007 - 2014.

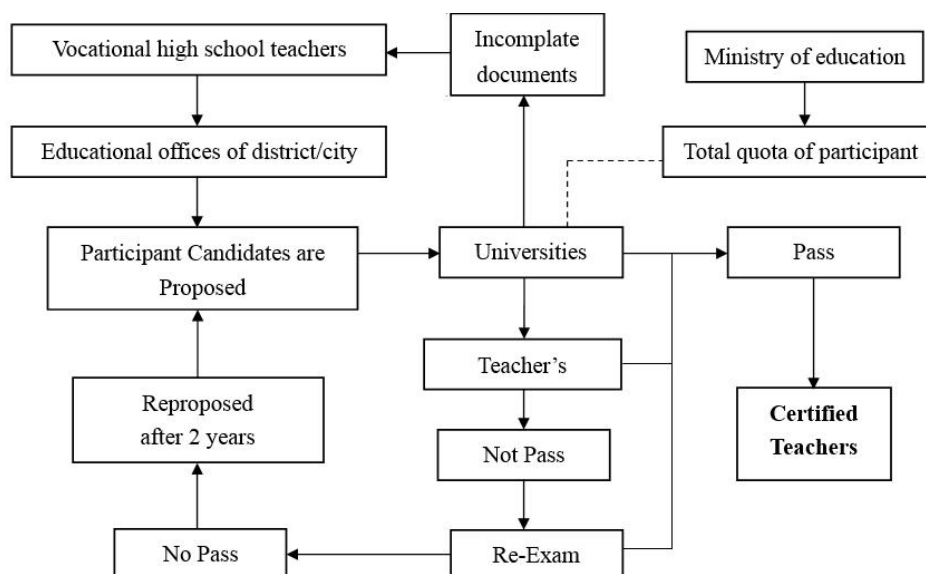


Figure 1. The Mechanism of Teacher Certification Process for Vocational High School in Indonesia

Start from 2015, based on teacher education regulation (2010), the government implements different system of certification process. The certification is conducted through in-service and pre-service teacher education. The executor's institution remains the same with the previous system. To become a participant, the teachers of vocational high school must pass teacher competency examination held by quality assurance agencies in Indonesia. After the participants pass the exam, they can enlist themselves to the university that effectuates in-service teacher educational program. The program has four stages: (1) recognizing past learning; (2) implementing workshop or training; (3) strengthening teaching ability within the school for six months; and (4) executing final exam held in the school (Ministry of Education, 2014a).

Bales (2006) explained that teacher education program must be carried out professionally and accountably by the state for each region under the responsibility of the policy maker. Bell and Youngs

(2011) also described that programs, program size and structure, and participants' beliefs about professional practice in teacher education needed to get crucial attention.

CONCLUSION

The results of this study showed that Indonesian government has issued some policies to improve the quality and the welfare of teachers. Those policies are the national educational system, teacher and lecturer laws, qualification for teacher academics and teacher competencies, teacher certification, as well as teacher incentive. These are conducted to be the measure of professional teachers, so they can increase their quality of teaching and learning based on the need of the learner and competency standards, which must be received by the learner based on national educational standard.

The execution of teacher preparation policies is also conducted by central government, the government of regency/city/province, minister of national education, and universities that have the authority to conduct the teacher educational programs and that they have been accredited nationally. During 2007-2014, the teacher certification had been undertaken through teacher portfolio and teacher training. The teachers who have passed the process will be given the certificate informing their status as professional teachers. In its development, this certification uses a new system, which is through in-service teacher education in 2013. Generally, the execution of teacher preparation policies is still oriented on the quantity of certified teachers based on the national standard. Consequently, the certified teachers will be difficult to create graduates with high competency and competitiveness in the global market. For teacher quality improvement, future policies should focus on the process of qualities and clear competency standard for vocational teachers orienting on international standard.

REFERENCES

- AITSL. (2011). *National professional standards for teachers*. Australian Education Ministers: Australia.
- BPSPDM & PMP. (2011). *Quality assurance of education through programs*. Jakarta, Ministry of Education and Culture.
- Directorate General of Higher Education. (n.d.). *Higher education database*. Retrieved April 01, 2015, from <http://forlap.dikti.go.id/prodi>
- Directorate General of Secondary Education. (n.d.). *The main data secondary education*. Retrieved Maret 10, 2015, from <http://dapo.dikmen.kemdikbud.go.id/portal/web/>
- Directorate of coaching for vocational high school. (2014). *The outlines of the coaching programme for vocational high schools*. Retrieved April 05, 2015 from: <http://www.ditpsmk.net/juknis/index.html>
- Djojonegoro, W. (1998). *Human resources development through vocational high school*. Jakarta: PT. Jayakarta Agung Offset.
- Educational University of Indonesian. (2014). *The guidelines on the implementation of UPI education: The academic year 2014/2015*. Bandung: University of Indonesian Education.
- Jusuf, H. (2005). Improving teacher quality, a keyword for improving education facing global challenges. *Turkish Online Journal of Educational Technology*, 4(1): 33-37.
- Kang, H. S., Cha, J., & Ha, B. (2013). What should we consider in teachers' professional development impact studies? Based on the conceptual framework of desimone. *Creative Education*, 4(4), 11-18.
- Lim, C., P., & Pannen, P. (2012). Building the capacity of Indonesian education universities for ICT in pre-service teacher education: A case study of a strategic planning exercise. *Australasian Journal of Educational Technology*. 28(6): 1061-1067.

- Ministry of Education. (2010). *Strategic plan for the ministry of education and culture 2010-2014*. Jakarta: Ministry of Education.
- Ministry of Education. (2012). *Teacher in position in 2012: Book 2 technical guidelines for teacher in rayon LPTK*. Jakarta: Directorate General of Higher Education.
- Ministry of Education. (2014a). *Certification of teachers in 2014: Book 1 guidelines for determination of participants*. Jakarta: Ministry of Education.
- Ministry of Education. (2014b). *Policy directions of Directorate of Coaching Vocational High School 2015*. Jakarta: Ministry of Education.
- Ministry of National Education. (2010). *The ministry of national education strategic plan 2010-2014*. Jakarta: Ministry of National Education.
- Mukhidin & Handayani. (2014). Curriculum Development of Agroindustrial Technology Education Based Indonesian National Qualifications Framework. *Proceedings of the National Convention of Technology and Vocational Education Association 7 in FPTK Education University of Indonesia*. Bandung, Date: 13-14 November 2014, ISBN: 978-602-72004-0-1.
- Regulation of Academic Qualification Standard and Teacher's Competencies, 16 I.D.N. (2007).
- Slamet, P. H. (2013). Developing vocational school model for the future. *Journal of Cakrawala Education*, 17(1): 14-26.
- Smith, E. (2008). Raising standards in American schools? Problems with improving teacher quality. *Teaching and Teacher Education: An International Journal of Research and Studies*, 24(3): 610-622.
- Teacher and Lecturer Law, 14 I.D.N. (2005).
- Teacher Certification Regulation, 18 I.D.N. (2007).
- Teacher Educational Regulation, 9 I.D.N. (2010).
- Teacher's Incentive Regulation, 41 I.D.N. (2007).
- Training and Development Agency. (2007). *Professional standards for teachers, why sit still in your career?. London: Training and Development Agency for Schools*. Retrieved on January 25, 2015 from: www.tda.gov.uk