



# The Evaluation of Teacher Certification Policy Represented by Its Implementation in the Border Area of Sanggau District of Indonesia

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**Abstract.** This research aimed to evaluate and study the teacher certification program in the border area of Sanggau District, including the implementation of teacher certification program (professional allowance), teachers' performance and teachers' motivation as well as its factors and inhibition. The method used in this research was *evaluation research*. The sampling technique employed was purposive quota sampling obtaining 134 teachers that have been certified in Sekayam and Entikong Sub-Districts. The data were collected through documentation and indirect communication in the form of questionnaire. The data were processed using analytical descriptive method and simple linear regression. This study found that the teacher certification program in primary school in the border area of Sanggau District has been generally implemented well; there was significant effect between the teachers' professional certification ( $X$ ) on working motivation ( $Y_1$ ) with determination coefficient of 0.146, which means that there was still 85.4% that was explained/ affected by other factors, and; there was significant effect between teachers' professional certification ( $X$ ) on the teachers' motivation ( $Y_2$ ) with determination coefficient of 0.081 which means that there was still 91.9% was explained/ affected by other factors.

**Keywords:** Border Area · Teacher Certification · Motivation · Performance

## 1 Introduction

Teacher has integral part in improving the quality of educational management. Teacher is one of the factors determining the quality of education. In order to produce high quality in education sector, then the quality of teacher must be high as well [1]. Indonesia is in the process of implementing education reformation [2]. One of them is to improve the quantity of qualified teachers through professional development program, which is certification. The implementation of teacher certification started in 2007 by the issuance of the Regulation of Ministry of National Education Number 18 of 2007 on Certification for Teachers in their position. The year 2014 is the eighth year of teacher certification in their position. The foundation used for the implementation of teacher certification in 2014 is the Regulation of Government Number 74 of 2008 on Teacher.

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Qualified teacher has always been a demand in various educational institutional level and type, both producer institution (LPTK) and user institution (School). The duty of teacher in anywhere and anytime is always difficult. He must have a number of academic competence as mandated in the Law, especially to become professional teacher. Professional teacher is a job or activities carried out by a person and becomes his life source which needs expertise, mastery, or proficiency according to the quality standard or certain norm and professional education (Law Number 14 of 2005 about Teacher).

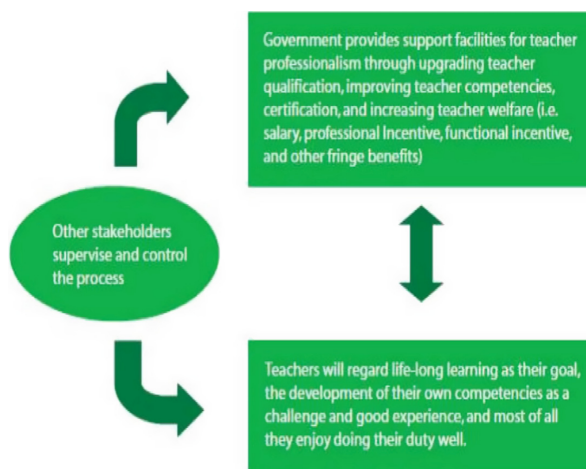
Professional teacher must has academic qualification of at least undergraduate (S-1) or diploma 4 (D-IV), mastering the competences (pedagogic, professional, social and personality), has educators certificate, physically and mentally healthy as well as has the ability to achieve the national education goal. Teacher is obliged to obtain undergraduate degree followed by certification [3].

Figure 1 shows strategy aiming to fasten the teachers' professionalism. There are three main components to ensure the successfulness of the fast process, those are the government, teacher and community (including the parents). The certification framework can be seen in the following.

The framework was adapted from the Guidelines of Teacher Professional Certification Participants Establishment 2012, 2013, and 2014 (Book 1), Agency of Human Resource Development of Education and Education Quality Assurance, Ministry of Education and Culture of Indonesia [5]. Based on the figure, it can be seen the framework of teacher certification that must be followed by teacher in each process.

Certified teachers mean that they have passed their portfolio assessment and can be called as professional teacher. Portfolio is a collection of documents showing activities that have been done by a teacher. The documentation consists of evidence in four competence fields, those are pedagogic, personal, social and professional [5].

Teachers must improve their academic ability and always respond to the development of science. Conventional teaching method must be changed by using teaching approach or



**Fig. 1.** Strategy to fasten the Teachers' Professionalism [4]

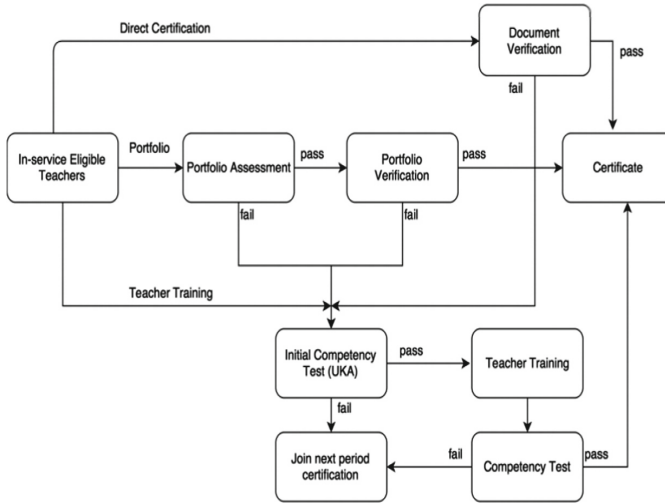


Fig. 2. Certification Process Framework Diagram 2012–2014

strategy integrating various methods according to the materials by involving the students to think critically [5]. Therefore, it becomes challenges for the teachers to improve their self-quality (Fig. 2).

Through the presence of government program of certification, which means that the presence of government appreciation to improve the teachers’ welfare must be in line with the expectation of improving the teachers’ competence, responsibility, skills and all aspects of development to be better than before (certified). However, such matter is certainly not in line with the government expectation yet which is to improve the teachers’ professionalism. In line with the statement adapted from the national accreditation of School-Madrasah in 2013 confirming that one of the eight educational national standards which becomes the assessment, one of them is on the education standard and educational personnel that West Kalimantan is in five lowest among 34 provinces in Indonesia.

Various opinions regarding teacher certification policy in Indonesian inform that there is positive effect such as the finding of indicating that certification contributed significantly on the teacher quality. According to [6] teacher certification program is significantly effective to improve the teacher quality. In addition to the positive effect, there is also gap. Gap which occurs during the implementation of teacher certification based on the finding of the research carried out [7] shows that portfolio assessment was not effective since documents collected can be manipulated by the teacher. Gap from the findings of research conducted by [1] obtained that there was positive response towards personal, pedagogical, social and professional competence. In addition, there was negative response on teachers’ personality and professional competence. This research informed the policy maker to evaluate the certification policy in Indonesia.

Teacher motivation and performance are also the key of priority towards the quality of education since the front line in preparing the future generation is the teacher. Therefore, teacher is demand to have competences that become standard parameter that must be owned by every teacher. The portrait of teacher motivation and performance

which become the concern of researcher in studying the relevance of teacher certification program established by the government is the policy form in improving the education national standard, especially the educational standard and educational personnel. Based on the findings of research conducted by [8], it proposed to the government to maintain the consistency of teacher performance, sustainable class-based performance assessment needed after certification, since teacher certification affects the teacher performance [9].

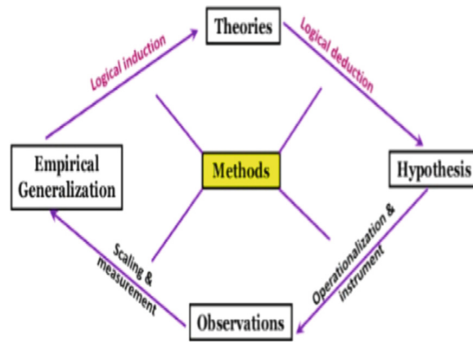
Research carried out by [10] aimed to evaluate the performance of certified teacher, in which the findings indicated that the performance of certified teacher in the aspects of learning planning and evaluation was in good category, while the performance of certified teacher in the presentation and improvement of capacity was in poor category. Meanwhile according to the findings from [11], there was still gap in certified teachers' performance in SMPN 6 Luwuk in planning learning was categorized as poor. Such finding shows that certification process has not produced improvement in certified teachers' performance quality. This result is in line with the findings from [5] showing that there is gap that there was no strong evidence of the effectiveness of certified teachers on students' learning result and teachers' performance.

Based on the findings, both the positive side and the gaps occurred, the central government to those in the regions must evaluate the effectiveness of teacher certification program. The government needs to build a periodic evaluation mechanism to monitor the sustainability of certification [12]. Therefore it needs to be done for the assessment process which refers to the assessment criteria for making decisions. Evaluation aims to determine the adequacy of the program, its objectives, procedures, approaches and functions [13].

Based on the problems, it is necessary to conduct a research to examine how the teacher certification program is implemented related to the government policies in the implementation of teacher certification program as well as the inhibiting factors in the educational personnel sector as mandate bearers in implementing formal education to achieve national goals in Pontianak District area of West Kalimantan Province. The objective was to determine the effect of the certification program on teachers' motivation and performance in the area and its relevance (absorption of professional allowances) together with a fundamental research of the teacher certification program.

## 2 Method

The method used in this research was evaluation research in the form of a survey aiming to conduct a survey to evaluate the policy of teacher certification. Based on the Fig. 3, the survey was based on relevant theories, hypotheses, and observations by using instruments, to conducting evaluation to find empirical data generalizations. The sampling technique used was purposive quota sampling, obtaining 134 certified teachers in Sekayam and Entikong Sub-Districts, West Kalimantan. Data collection techniques were through documentation and indirect communication in the form of questionnaires. The data were processed using descriptive analytical methods and simple linear regression.



**Fig. 3.** Survey Research Process by Walter L Wallace

### 3 Result

The research results found were as follow: The evaluation result of the certification involving the variables of certification, motivation, work, effort, performance, effectiveness, efficiency, and process are as follow:

Based on the Table 1 of evaluation results, it shows that the results of certification were more dominant with the percentage of 80.39%. The motivation result was quite sufficient with the percentage of 60.51%. The results of the work were classified as sufficient with the percentage of 74.92%. The effort result was quite sufficient with the percentage of 74.77%. Performance result was classified as agree with the percentage of 81.65%. Effectiveness results were classified as sufficiently increased with a percentage of 73.73%. The efficiency result was capable with the percentage of 79.73% and the process result was slightly sufficient with a small percentage of 59.66%.

**Table 1.** Recapitulation of Certification Evaluation Based on Variables

Variables	Mean	Percentage	Information
Certification	3.22	80.39	Agree
Motivation	2.41	60.51	Adequate
Work	3.00	74.92	Adequate
Effort	2.99	74.77	Quite sufficient
Performance	3.27	81.65	Agree
Effectiveness	2.95	73.73	Sufficiently increased
Efficiency	3.19	79.73	Capable
Process	2.39	59.66	Slightly sufficient

### 3.1 Determinant Coefficient ( $R^2$ ) Test of Teacher Certification (X) on Work Motivation ( $Y_1$ )

This test was carried out to know whether the dependent variable can be explained by the independent variable or not. The  $R^2$  (*R-Square*) was 0.146. This means that 14.6% of work motivation can be explained by professional certification variable. The remaining ( $100\% - 14.6\% = 85.4\%$ ) is explained by other factors.

### 3.2 Determinant Coefficient ( $R^2$ ) Test of Teacher Certification (X) on Teacher Performance ( $Y_2$ )

This test was carried out to know whether the dependent variable can be explained by the independent variable or not. The  $R^2$  (*R-Square*) was 0.081. This means that 8.1% of teacher work can be explained by professional certification variable. The remaining ( $100\% - 8.1\% = 91.9\%$ ) is explained by other factors.

### 3.3 Significance Test of the Effect of Certification on Work Motivation

Data obtained were recapitulated through the assistance of Minitab 16. The calculation result can be seen in the following Table 2.

The partial effect of professional certification (X) variable on work motivation ( $Y_1$ ) shows that  $t_{count}$  was 4.75 with significance level of 5% and probability value of 0.000. Since  $t_{count} > t_{table}$  or  $4.75 > 1.96$  and the probability was  $0.001 < 0.05$  then  $H_0$  was rejected so that it can be summed up that there was significant effect between teacher professional certification (X) on work motivation ( $Y_1$ ).

### 3.4 Significance Test of the Effect of Certification of Teacher Performance

Data obtained were recapitulated through the assistance of Minitab 16. The calculation result can be seen in the following Table 3.

The partial effect of professional certification (X) variable on teacher performance ( $Y_1$ ) shows  $t_{count}$  of 3.39 with significance level of 5% and probability value of 0.001. Therefore  $t_{count} > t_{table}$  or  $3.39 > 1.96$  and the probability was  $0.001 < 0.05$  then  $H_0$  was rejected so that it can be summed up that there was significant effect between teacher professional certification (X) on teacher performance ( $Y_2$ ).

**Table 2.** Simple Regression Test of Certification on Work Motivation

Predictor	Std. Error	Coef Standard	t	P
Constant	50.856	2.810	18.10	0.000
Motivation	0.274	0.057	4.75	0.000

S = 4.81904 R-Sq = 14.6% R-Sq(adj) = 14.0%

$H_0$ : There was no significant effect of certification on work motivation

$H_a$ : There was significant effect of certification on work motivation

**Table 3.** Simple Regression Test of Certification on Teacher Performance

Predictor	Std. Error	Coef Standard	t	P
Constant	47.117	5.017	9.39	0.000
Performance	0.2826	0.0833	3.39	0.001

S = 5.00201 R-Sq = 8.0% R-Sq(adj) = 7.3%

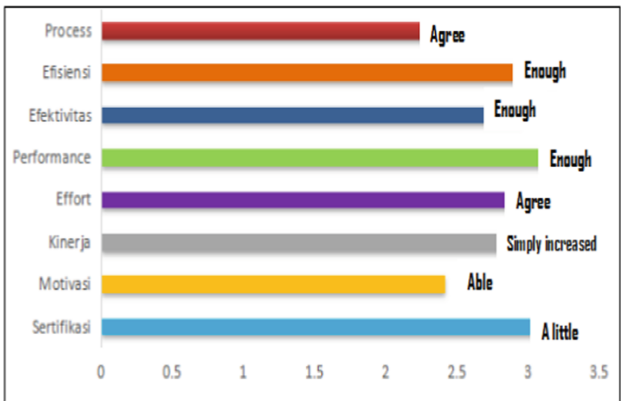
H<sub>0</sub>: There was no significant effect of certification on teacher performance  
H<sub>a</sub>: There was significant effect of certification on teacher performance

### 4 Discussion

Teachers as educators hold a central point in educational institutions, teachers do not only teach or educate, but also serve as guides for student success, so that teachers are required to be professional and qualified. The Indonesian government through the Ministry of National Education tries to improve the quality of teaching in Indonesian schools by launching teacher certification program [1]. The gap that occurs according to [14] is that the improvement of teacher quality has not had any effect on students' achievement.

The effect of certification program is that teachers are more likely to improve the students' learning and increase teachers' retention [15]. Based on the findings of research carried out by [16], there was a significant role in implementing teacher certification in teacher performance. Based on the recapitulation, description and data analysis, it was found that there was a significant effect between teacher professional certification (X) on work motivation (Y<sub>1</sub>). Related to this matter, this acquisition was in accordance with the results of several previous studies conducted by [17] which are in line with these results and stated that the teacher certification program has a significant effect on motivation.

In each individual self, no one does not need supplements, in this case motivation is also a supplement in a person. Teachers at work carrying out their duties will be based



**Fig. 4.** Results of Research Variables

on the encouragement behind the task of doing the job, that encouragement is called motivation. In their duties as educators, teachers need motivation both from within and from outside themselves. According [18] motivation that arises from within a person includes: owned achievements, sense of responsibility, development of individual potential, recognition of teacher positions, and teacher abilities or competencies that must be owned as a requirement to become a teacher. Meanwhile, motivation from outside the individual is more likely to be salary or wages, working conditions and interpersonal relationships. Teachers who have passed the certification program and have mastered four competencies, including pedagogical competence, personality competence, professional competence and social competence are more motivated to develop their abilities. This is due to the recognition, appreciation, experience, sense of responsibility and knowledge they gained during the professional certification exam.

The analysis results of this research indicate that there was a perception with sufficient category for the certification aspect towards motivation (Fig. 4). It was known that the essence of the certification program launched by the government was not fully understood as a program to improve the professionalism of a teacher. Related to this matter, a formula that is able to encourage the teacher motivation is needed so that the certification program is not just a formality, so that anyone who is certified has the expected expertise and has quality awareness.

Furthermore, in the second dependent variable, it can be concluded that there was a significant effect between the professional certification (X) variable on teacher performance ( $Y_2$ ). This achievement was expected to be in line with the statement given by Fasli [19] that quality education is highly dependent on the existence of quality teachers, those are professional, prosperous, and dignified teachers. Therefore, the existence of qualified teachers is an absolute requirement to create quality education system and culture. [20] argued that teacher professional certification is a process to provide certificates to teachers who have met standards as evidence or recognition of their professional abilities as educators. This program is one of the government's efforts to improve the quality of teachers in Indonesia.

Even though it had a significant effect, the analysis results of this research indicate that the performance aspect of certified teachers was in the rare category (Fig. 4) with the interpretation of certified teacher performance in the border areas of Entikong and Sekayam sub-districts has not increased as expected. This is also inseparable from the teacher's motivation that is not yet optimal as people who must have quality awareness [21]. Performance improvement is still closely related to extrinsic motivation as a reward expected by teachers for professional parameters, which is more oriented on salary/wages (financial) factors.

Related to this matter, it certainly still needs attention, because the components of teacher certification that are directly related are also affected by other factors. This can also be seen in Table 4 related to supporting and inhibiting factors. This is also a complaint from the teachers so that not a few of them had disparities in understanding the essence and nature of teacher certification program.

Careful and intensive efforts need to be implemented to create professional (prosperous and competent) teachers. This is an absolute requirement to create a quality education system and practice. The Law of Teacher and Lecturer is a policy to create professional



**Table 4.** Supporting and Inhibiting Factors of Teacher Certification Program

No	Supporting Factors	No	Inhibiting Factors
1	Implementers and teachers already know the standards in participating the teacher certification	1	The objective of teacher certification is not yet fully understood by teachers
2	The quality of implementing human resources is good	2	Lack of service staff for teacher certification
3	There is a manager (coordinator) of the certification program in each sub-district	3	Lack of and late disbursement of teacher certification allowances
4	Availability of teacher certification website	4	Weakness of file archiving 5 (teacher unpreparedness in preparing files that are not well-coordinated)
5	Information technology that is easily accessible via the internet, the existence of KKG, PLPG, and similar training, as well as academic and non-academic qualifications.	5	Most teacher certification allowances are used for personal needs (not to improve teaching and learning facilities and infrastructure)
6	There is good coordination between the <i>Cabdikpora</i> and the school.	6	There are no sanctions that have been applied effectively for acts of portfolio fraud, compliance with 24 teaching hours and discipline of certified teachers.
		7	There are still minimal and limited learning facilities (such as books, media, electricity) and transportation accessibility in several border areas.
		8	Teachers still tend to collide with complicated bureaucracy.
		9	It is still difficult to get a scholarship to continue studies.

teachers and place qualifications and certification as the quality and competence of a teacher. Qualified supervision must be provided in facing various obstacles. There was fact that more than 50% of teachers in border areas were still technologically illiterate and have not used media in learning [22]. Apart from the issue of cost, various challenges and demands will also arise.

Related to this matter, post-certification guidance and empowerment of teachers will also determine the extent to which the success of the certification program meets expectations. Inappropriate guidance and empowerment does not rule out the possibility that certification activities will only be a formality.

Apart from that, the lengthy process for the teacher certification system also becomes a concern and can lead to inefficient management of the teacher certification implementation program. If this long series involving many parties can be overcome, the

teacher certification process will certainly run faster than before. Therefore, the process of conveying information must be done automatically (computerized) and not manually.

## 5 Conclusion

Based on the results of the research conducted, it is summed up that the implementation of primary school teacher certification program in the border areas of Sanggau District is generally implemented well. According to the information obtained from respondents, the implementation of this teacher certification program agreed to be implemented. Post-certification primary school teacher work motivation in the border area of Sanggau District is quite sufficient. The performance of post-certification primary school teachers in the border areas of Sanggau District is categorized as rare, which means that not all aspects that should have an improve in the quality of work are carried out by teachers. There is an effect of teacher professional certification on work motivation and performance.

Teachers are professional personnel at the levels of primary education, secondary education, and early childhood education in the formal education pathway who are appointed in accordance with laws and regulations. The recognition of the teacher's position as professional is proven by educator certificate. It is expected that teachers as professionals can function to increase the dignity and role of teachers as learning agents and function to improve the quality of national education [23]. Through the implementation of teacher certification, it is expected that it will have an effect on improving the quality of learning and the quality of education in a sustainably.

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