

The Analysis of Teacher Policy in Indonesia

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Abstract

The present qualitative research aims to investigate teacher policy in Indonesia viewed from international teacher standard revealed in the Teacher Policy Development Guide of United Nation. There are four dimensions as the focus of analysis: underpinning values, the purpose, key principles of implementation and key dimension for comprehensive teacher policy. Content analysis was employed to gauge the data from the rule of law on teacher and lecturer in Indonesia number 14 year 2005 about teacher and lecturer that is more specifically broken down into policy number 74 year 2008 about teacher. In addition, the researcher carefully investigated four dimensions revealed in the Indonesian teacher policy document as well as highlighted the results in the form of table. The findings confirmed that Indonesia has a comprehensive policy dealing with education system and teacher which reflects several international standards and features as well as accommodates local values. On the other hand, teacher policy in Indonesia is still presented in general language instruction without a specific implementation guide. To conclude, both policies have different languages and terminology in some extend but it has the same basic idea in terms of human right and democratic values both in the context of teacher policy and education in general.

Keywords: Teacher Policy; International standard; Values

INTRODUCTION

Indonesia is an archipelago country that is about 5,000 kilometres spread between the Indian and Pacific Oceans. It consists of 17,508 islands and categorised as the fourth largest country in the world with more than 250 million populations. Suffice it to mention that Indonesia is a diverse country ethnically and culturally since there are more than 700 variety of languages spoken as a first language or indigenous language (Asian Development Bank, 2015). Another crucial information about Indonesia is that a religion country with more than five religions which are officially acknowledged by government and Muslim is indicated as the majority. Indonesia has considered these variety of ethnics, religions, cultures and other backgrounds and put them into account in all policy making process, particularly in the process of developing educational policy (World Bank, 2014).

As developing country, Indonesia has to pay attention on education reform by considering the construction of social, political, economic and cultural change because these change are the reason why a policy is constructed (Taylor et al., 2006). It cannot be denied that researching education cannot be conducted without setting it with the broader context of social life, reform, and the problem of change as those values underpinned within the education (Bell, 2020). Furthermore, the awareness and affirmative action from Indonesian government is urgent to respond the increasing number of students with about 50 million and 2.6 million teachers in

more than 250,000 schools. According to OECD report (2015), this number puts Indonesia as the third largest education system in Asia region and the fourth largest in the world (after China, India, and United States). It is also due to the theory that mention educational policy development is also strongly influenced by trends in central government about effective governance (Perry et al., 2010).

The reform has been started in 2005 where Indonesian government approved a comprehensive teacher and lecturer law to ensure the quality of educational management and educational development process in Indonesia As a response, government decide to make rule of law number 20 year 2003 about national education system that will be a fundamental policy reference for education reform in Indonesia (Chang, Shaeffer, et al., 2014). More specifically, it covers the values and principles within the education practice, vision, and mission, right and obligation of education stakeholders, teachers, school and university, early education, informal education, religion education, inclusion education, curriculum, education facilities and many other aspects of education. However, this essay focuses on the analysis of specific policy dealing with teachers that is revealed in the policy number 14 year 2005 about teacher and lecturer and it is more specifically broken down into policy number 74 year 2008 about teacher. Moreover, this essay also covers Indonesian teacher policy analysis based on international policy standard revealed in the united nation.

In this part, the present research discusses an overview of standard and features of teacher policy in Indonesia. Basically, the idea of teacher policy in Indonesia is formulated as an effort to increase the quality standard of Indonesian teacher as well as encounter teacher shortage problem occurred at remote areas of Indonesia (Alireja & Spicer, 2008). More specifically, teacher problems in Indonesia dealing with lack of quality and quantity, less paid, still consider as low social status and the intervention of political power (Chang, Al-Samarrai, et al., 2014). Another problem found is that teachers' absenteeism at school and poor learning environment which need urgent action and regulation to strengthen the support and supervision of the teaching and learning process (Asia Development Bank, 2014). Teacher policy is developed to eradicate those problems. It is believed that quality of education will mainly influence welfare, prosperity, security and peaceful life (Nurhattati et al., 2020). Furthermore, Indonesian government has been struggling to improve teachers' competencies for almost 20 years through such educational reforms (Syamsuri et al., 2020).

There are seven features can be concluded from teacher policy in Indonesia as follows:

The Purpose and Role of Education

This policy has a clear and specific purpose toward professional educators who are able to educate, to teach, to guide, to direct, to train, to assess and to evaluate learners at the whole education level. It seems that the policy views students very special so they have to be educated by professional educators with those criteria.

Underpinning values

As a diverse country, Indonesia considers many values and take some different social and cultural background into account in the process of policy development (Tobias et al., 2014). However, it can be concluded that there are three core values can be driven from this policy:

Religious and attitude

The policy clearly states that one of the teacher' role is to create a religious student. This seems abstract but it happens in Indonesia. In fact, government insert religious values to educational policy and practically in curriculum. Moreover, religious value is crucial in Indonesia because

the assumption believed says that the more religious students are, the better attitude they have. The attitude refers to behavioural tendency and positive characters (Oxford, 2005).

Democratic and human right

The policy upholds and strongly considers democracy values and human right in which everyone has right and freedom to learn, to do what they believe, to work according to their professional skill and to have a public service from country. Having a good education is one of the people's right.

Local culture

Since Indonesia is multicultural country, every region has right to adapt the national policy considering the local cultural condition. For example, policy doesn't require the recruitment of traditional music or dance teacher but once particular region needs it then the policy is contextualised.

Target Group

Teacher in Indonesia can be generally defined as two types: government teacher and private teacher. Government teacher is recruited and paid by government but private teacher is recruited and paid by school or private institution. In term of prosperity, government teacher seems to be more prosperous since the salary is allocated from national budget and paid regularly by government. However, private teacher is only paid by the school or a private institution where they belong to. Apart from this condition, teacher policy in Indonesia targets both type of teachers and implemented in the whole region of Indonesia.

The Goals

The main goal of this policy in term of quality aspect is toward qualified teachers who have pedagogic competency, personal competency, social competency, and professional competency. In term of quantity, this policy encounters the teacher shortage problems in Indonesia. More importantly, in legal protection aspect, this policy is expected to protect teachers gaining their rights along with their obligation to teach. The other goal from this policy is toward prosperous teachers since they are considered as less paid profession (UNESCO, 2014) and the financial aspect is always becoming an issue in developing countries. In short, through this policy, teachers will be more qualified and professional as well as prosperous with full legal protection without any discrimination.

A Guide for Action Plan

I try to find such a fixed guide of action plan from this policy but it is not revealed in the policy since it is not specifically timing targeted policy. I conclude that the action plan is more detailed broken down in regional level since they have to contextualise the general language and instruction of national policy.

Program to Meet Goals

There are several programs are mentioned in this policy to meet the target:

Certification

It is given to the teacher who have teaching certificate, pass the selection test and experiencing teacher profession training. This program seems to be a trigger for teachers to improve their skill as well as to participate in teacher profession training conducted by government. At least, there are three main targets for teaching training: the improvement of competency, professionalism and certified teacher (Mahpudz, 2014).

Remuneration

The policy mentions about types of remuneration will be gained by the teachers once they are selected becoming government teacher: profession remuneration, functional and subsidy remuneration, special remuneration, equality remuneration and additional remuneration. However, the remuneration is not for all teachers unless they have fulfilled the criteria dealing with teaching experiences, teacher status and qualification.

Punishment

Punishment will be addressed to those who cannot meet academic qualification, don't have competency and teaching certificate, cannot meet 24 hours teaching hours, against the law and don't accept or run the obligation instructed by government.

Recruitment, employment and mutation

The initial step of being professional teacher in Indonesia is recruitment process where teacher candidates apply and will be selected according to meritocracy basis. After being selected, the teachers will be employed in particular area around Indonesia, teachers have to be ready to be placed, and once they settled in the area they have to be ready for mutation as well.

Budget and Resources

In term of budget and resources, central government allocate 20% of the total 100% national budget to education including allocation for teachers' salary. Moreover, regional government also shares the budget to support the implementation of educational programs. It can be concluded that the budget is sufficient to run the policy.

METHOD

Understanding national and local policy cannot be simply done by analysing the internal issues without relating them to international issues. We need to refer and reflect it with another dimension of policy (Taylor et al., 2006). A policy can be driven because of three factors: external environment that relates to influential issues from certain interest group or community as well as international society, domestic political environment that connects to political tendency within the cabinet and presidential board and public sector and internal organisation process that links to budget constraints, evaluation etc. (Parson, 1995).

The present research is part of qualitative study that employs content analysis. The main focus is on investigating teacher policy number 14 years 2005 about teacher and lecturer that it is more specifically broken down into policy number 74 years 2008. Teacher policy Development Guide from United Nation was employed as the instrument to analyse the Indonesian teacher policy. There are four dimensions as the focus of analysis: underpinning values, the purpose, key principles of implementation and key dimension for comprehensive teacher policy. In addition, the researcher carefully investigated four dimensions revealed in the Indonesian teacher policy document as well as highlighted the results in the form of table. Discussions were made by comparing and contrasting the dimensions with those incorporated in the Teacher policy Development Guide of United Nation.

RESULTS AND DISCUSSION

The values revealed in Teacher Policy Development Guide seems very general dealing with the fundamental value of education where teachers are expected to uphold the right of disadvantaged learners (inclusive education). It also strengthens the idea of equitable education quality as well as promoting long-life learning. However, Indonesian teacher policy is more contextual and specific mentioning religious, democratic and local culture as underpinning values. It does not really reflect the idea of inclusive education that needs teachers who pay

attention on disadvantages students. Apart from that, Indonesia is really concerning on inserting local values but the policy does not mention the value of inclusive education where teachers should deal with the disadvantage students. To conclude, both policies have different languages and terminology in some extend but it has the same basic idea in terms of human right and democratic values. Other values are very suitable with Indonesian context so they don't necessarily have to be the same.

Table 1. Underpinning values

<i>Values in Teacher Policy Development Guide (UNESCO, 2004)</i>
- <i>Inclusive education</i>
- <i>Equitable quality education</i>
- <i>Promote long-life learning opportunities for all</i>
<i>Values expressed in Indonesian Teacher Policy (Teacher Policy, 2008)</i>
- <i>Religious and attitude</i>
- <i>Democratic and human right</i>
- <i>Local culture</i>

Teacher Development Policy Guide (UNESCO, 2004) uses three terminologies dealing with expected teachers; responsible, professional and quantity. However, Indonesia develops and extends the definition if responsible and professional teacher with high standard teacher. Both policies have similar purposes on those points. Indonesian Teacher Policy also aims to not only creating professional and qualified teacher but also to emphasise teachers' position as a high social status profession as well as giving them legal protection in gaining their rights such as financial right. In short, the purposes revealed in Teacher Development Policy Guide are expressed, reflected, and extended in Indonesian teacher policy.

Table 2. The purpose

<i>The Purpose in Teacher Policy Development Guide (UNESCO, 2004)</i>
- <i>Toward professional teacher</i>
- <i>Toward responsible teacher</i>
- <i>Increasing number of teacher</i>
- <i>Toward high-quality teacher</i>
<i>The Purpose expressed in Indonesian Teacher Policy (Teacher Policy, 2008)</i>
- <i>Toward professional teacher</i>
- <i>Toward high standard teacher</i>
- <i>Increasing number of teacher</i>
- <i>Giving legal protection</i>
- <i>Ensuring teacher prosperity</i>

In terms of key principles of implementation, Indonesian teacher policy reflects four principles expressed in Teacher Development Policy Guide. It has a clear vision toward professional teacher, achievable target toward qualified teacher who have core competencies, funding and sources are annually allocated from national budget and share with regional government as the participation.

Unfortunately, teacher policy in Indonesia does not cover several significant principles dealing with specific assessing the environment or research-based data, timeline policy and evaluation as well as revision strategy. It is important to explain that analysing data and identifying milestone is important to set a target standard. In term of specific time length policy,

performance indicator is easily measurable once we use quantitative strategy within a time frame and qualitative strategy by comparing international standard (Vegas & Ganimian, 2013).

Table 3. Key Principles of implementation

Key Principles of Implementation in Teacher Policy Development Guide (UNESCO, 2004)

- *Vision or mission*
- *Target and timeline*
- *Assessing the environment*
- *Coordination mechanism*
- *Funding and sources*
- *Participation and stakeholder commitment*
- *Evaluation and revision*

Key Principles of Implementation in Indonesian Teacher Policy (Teacher Policy, 2008)

- *Vision*
- *Target*
- *Funding and sources*
- *Participation and stakeholder commitment*

Furthermore, evaluation process is the crucial step in policy cycle since it determines the final result and it will be consideration for the future policy (Bridgman & Davis, 2003).

Table 4. Key dimension for comprehensive teacher policy

Key Dimension in Teacher Policy Development Guide (UNESCO, 2004)

- *Teacher Recruitment and Retention*
- *Teacher Education (Initial and Continuing)*
- *Deployment*
- *Career Structures/Paths*
- *Teacher Employment and Working Conditions*
- *Teacher Reward and Remuneration*
- *Teacher Standards*
- *Teacher Accountability*
- *School Governance*

Key Dimension in Indonesian Teacher Policy (Teacher Policy, 2008)

- *Teacher Recruitment*
- *Teacher Education*
- *Teacher Reward and Remuneration*
- *Teacher Standards*

Indonesian teacher policy reflects four dimensions out of nine dimensions expressed in Teacher Policy Development Guide. Teacher recruitment system in Indonesia is conducted through a teaching competency test and teaching profession education training. After recruiting, the teachers are deployed based on teacher's demand in specific school or region. It can be obviously seen from the recent problems during Covid-19 pandemic where teachers find it difficult to use technology in their teaching as they have insufficient training (Ravanelli et al., 2020). In addition, there is no such sustainable development training provided for in service teachers. It is comprehensively explained in Teacher Policy Development Guide that teacher recruitment should be based on current and projected qualitative and quantitative needs. It needs to be ensured that the procedure is fair and transparent.

Other points are reflected in Indonesian teacher policy is teacher education where teacher should have teaching certificate as a requirement for teaching. Furthermore, it also reflects the idea of reward and remuneration as well as teacher quality standard in which they should have pedagogic competency, personal competency, social competency, and professional competency.

On the other hand, teacher policy in Indonesian does not fully express the dimension of career structures, teacher employment and working condition, teacher accountability and school governance. These four dimensions are pivotal to protect the sustainability of teacher profession as well as toward responsible and accountable teachers.

Teacher Policy Development Guide concerns on teacher employment and working condition where teachers' environment must be conducive. It also regulates the hours of work, workload, and work-life balance in order not to force teachers teaching whole day without paying attention on their family time. More specifically, it also specifically regulates the class size, school infrastructure, availability and quality of teaching, student behaviour and discipline and school violence and autonomy control. It seems that this is very comprehensive teacher policy guide to be followed. In fact, Indonesia has not been accommodated this dimension.

CONCLUSION

Indonesia has a comprehensive policy dealing with education system and teacher which reflects several international standards and features as well as accommodate local values. On one hand, teacher policy in Indonesia is still presented in general language instruction without a specific implementation guide. On the other hand, it is the system of Indonesian governance that national policy will be broken down once it is implemented in regional or local level. However, the problem is that regional level eventually doesn't have qualified human resources to interpret and implement the policy (Hapsari Putri, 2010). Teacher Policy Development Guide (UNESCO, 2015) seems to be significant guide to develop teacher policy since it has international standard and values, key implementation strategies, key dimensions and many other important points to be addressed and followed. In conclusion, the researcher aims to recommend four things dealing with teacher policy development as follows: The policy has a specific time length. 10 years teacher policy seems better to have a fix time to evaluate and revise it; The policy should add one chapter focusing on evaluation process because it is very pivotal to measure how qualified the teachers are and how successful the policy is; The target group should be specific for certain type of teacher; The implementation guide is needed since it will help teachers to understand the policy about them comprehensively.

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