

LPTK contribution in development of sustainable teachers professionalism in semarang district

Sukirman*, Yuli Utanto, Yoris Adi Mareta

Universitas Negeri Semarang, Indonesia

Abstract. This study aims to portray the condition of teachers' competencies and problems as well as the ongoing implementation of teacher professional development in Semarang district, Central Java. Based on the problem mapping found, the solution was obtained by involving the Education Institution of Education Personnel. This study used a survey approach in Semarang District which was carried out throughout 2016. Data collection was done by giving open questions to respondents and followed up with in-depth interviews. Respondents consisted of teachers, principals, and school supervisors. The results of the study showed that, in terms of the shortage of Civil Servant class teachers, the role of non Civil Servant class teachers was very large, namely 17% of the total class teacher needs. It means that if there is no non Civil Servant class teacher available then 17% of the study group does not get optimal learning services. 130 public elementary schools have a ratio of ≤ 16 students per study group. In those small schools the required class teachers are 757 teachers, the Civil Servant teachers available are 563 teachers. Those schools require 194 more teachers, meanwhile the non-Civil Servant teachers available are only 165 teachers. The other findings have not been analysed for its training needs, the performance evaluations have not been objective, there is some difficulty in finding the training funds and resource persons, the training activities are still sporadic, and monitoring and evaluation have not been done. It is recommended to do regrouping especially to be focused on the small schools. Small school is a school with a ratio of ≤ 16 students per study group. Implementing multigrade learning models in small schools is necessary because doing regrouping is not possible due to the geographical conditions. It is also necessary for the District Education Office and the Education Institution of Education Personnel to establish close cooperation, the lecturers can be consultants in the district, and the implementation of ongoing teacher professional development is carried out seriously in accordance with established guidelines and regulations.

1 Introduction

Professional teachers are a certainty. Demands in professional teachers have been stated clearly in the regulation number 20 year 2003 concerning the National Education System, the regulation number 14 of 2005 concerning Teachers and Lecturers, and Government Regulation Number 74 of 2008 concerning Teachers. Professional teachers are required to meet academic qualifications of at least S1 (bachelor degree) / D4 (diploma 4) and have a certificate as an educators. In order to acquire an educator certificate, a teacher must meet the four competencies namely; professional competence, pedagogic competence, social competence, and personality competence.

In fact, there are still many Indonesian teacher who haven't met professional standard yet. This can be seen from the number of teachers who have not fulfilled the academic qualifications of S1 (bachelor degree) / D4 (Diploma 4) and have no certificate of educator yet. The Ministry of Education and Culture data in 2012 shows that 49% of teachers have not had an S1 / D4 education. Meanwhile 40% of teachers do not have the certificate of educator. The worse case, many of the teachers who already have the certificate of educator are showing lack of competence. The government is targeting that the certified teachers to get a teacher competency test

(UKG) score of at least 70, but in fact 2012 teacher data in Indonesia showing the average value of 45 from the required 70 (Baswedan, 2014). Seeing this fact, the government continues to improve the competency standard of educators to 80 with the hope that teachers will be more motivated to increase their competence and professionalism.

Teachers who are actively teaching on schools must be improved professionally on an ongoing basis. For this reason the Ministry of Education and Culture created a program called Continuing Professional Development (PKB) for the active teachers. According to the Ministry of State Secretary and Bureaucratic Reform No. 16 of 2009 concerning the Teacher's Functional Position and Credit Score, PKB is the development of teacher competencies that are carried out in accordance with the needs, gradually, continuously to improve teacher professionalism.

According to Seyfarth (2002), PKB is an opportunity given to teachers, other professionals, and support personnel to gain new knowledge and attitudes, therefore it will maintain behavioral change so as to improve student achievement. This activity is a process to maintain and improve the skills, attitudes, understanding, or performance of professional teachers. Unfortunately, based on the results of Nurkolis and Yovitha's (2015) research in three districts in Central Java, PKB has not

* Corresponding author: sukirmantp@mail.unnes.ac.id

been effective. The implementation of PKB starts at the school, group, and district levels is not yet running effectively. 63% of PKB implementation at various stages of activities ranging from planning to implementation has not been ran effectively.

Based on the above conditions, it is important to involve the Education Institute for Education Personnel (LPTK) as a center for sustainable professional development for teachers. If the current LPTKs policy is the pre-service training, then the portion of in-service training services must be improved. Especially the fact that the teachers who have been graduated from the LPTK in the previous year are showing lack of performance.

2 Method

This survey research was conducted in Semarang District, Central Java throughout 2016. Data analysis was based on respondents' answers to open questions given via e-mail followed by in-depth interviews. Questionnaires were sent to around 300 teachers, principals, and school supervisors during this period and only 1.1% of respondents answered according to expectations. Based on information from the respondents, researchers conducted in-depth interviews with them to follow up on the written answers they had previously sent.

3 Discussion

Semarang Regency wich has a total of 531 primary schools and 92 junior high schools along with the geographical conditions of having mountains and valleys certainly has faced many problems concerning the arrangement and equity of teachers and the professional development of teachers in a sustainable manner. Based on the data analysis in the field, researcher is able to map out the urgent issues to find solutions immediately, including:

First; Classroom Teacher Problems. The number of public primary schools whose data can be processed is 495 schools with 3019 study groups, meaning that in public elementary schools, 3019 classroom teachers are needed. Semarang District has only 2466 Civil Servant class teacher, so there are still 553 Civil Servant class teachers needed. On the other hand there are 524 non Civil Servant classroom teachers available, so the study groups that have not been taken by Civil Servant classroom teachers would be handled by the Non-Civil Servant classroom teachers and principals. Judging from the shortage of Civil Servant classroom teachers availability, the role of non Civil Servant class teachers is very important, namely fulfilling the 17% of the total classroom teachers needed. This means that if there is no Non-Civil Servant class teachers available, then 17% of the study group does not get an optimal learning services. Not to mention the class teachers who will be retired within the next 5 years are 364 people. The distribution of Non-Civil Servant class teachers is also uneven, in 10 sub-districts the number of Non-Civil Servant class teachers exceeds the needs, while the other

9 sub-districts lack of Non-Civil Servant classroom teachers.

Second; Teachers of Islam Religion Education (PAI) in Elementary School. The need of PAI teachers in Public Elementary Schools is 377 teachers, while there are only 302 Civil Servant of PAI teachers available, so it needs 75 teachers more. Meanwhile, there are still 118 non Civil Servant PAI teachers available, so there are 43 PAI teachers surplus. The surplus will not be a problem because there are a lot of teachers who will be retired soon. Within the next 5 years, there will be 143 PAI teachers will be retired. So the excess of 43 PAI teachers will later become a shortage of teachers. For the Physical Education subject, the teachers needed are 440 teachers, while there are only 313 Civil Servant teachers available. So, there are 127 teachers needed. For this case, there are 93 non Civil Servant teachers available, so the total shortage of teachers is only 34 people, while teachers who will retire within the next 5 years are 7 people.

Third; Small schools in Elementary School level of Semarang district are quite a problem. 130 public elementary schools have a ratio of ≤ 16 students per study group. In these small schools the need for class teachers is 757 teachers, the Civil Servant classroom teachers available are 563 teachers, it needs 194 teachers more, while non-Civil Servant teachers available are only 165 teachers. For the teachers' qualifications, some Civil Servant teachers in public elementary schools haven't had S1 / D4 degree, they are 39% of the classroom teachers, 48% of the PAI teachers are still 48%, and 35% of physical education teachers. Some of them are in process of completing the S1 / DIV study, while the others are approaching retirement period, so they decided to not continue their studies for S1 / DIV degree.

Fourth; Teacher certification, 35% of total Civil Servant classroom teachers in public elementary schools have not been certified, they are 16% of PAI teachers, and 46% of physical education teachers. Some teachers who have not been certified are still in the process of taking PLPG, a sstudy for teachers to get professional education certificate. In addition, teachers who will enter retirement age, based on DAPODIK data for the next 5 years, they are 364 teachers or 15%. While in the next 10 years they will be 1113 teachers or 45%. For PAI teachers, the next 5 years will be 142 teachers or 38% teachers retired, and for the next 10 years there will be 259 teachers or 69%. For physical education teachers, in the next 5 years there will be 7 people or 2% teachers, and in the next 10 years will be 106 teachers or 24% teachers will be retired. The high percentage of teachers who will enter retirement within the next 5-10 years must be anticipated with accurate teacher needs planning so that the problem of lacking so many teacher will not be occurred, and the learning process in class can be guaranteed.

Fifth; Arrangement and Equity of Teachers in Junior High Schools. Based on the results of the teachers need calculation for schools aggregated at the district level for 10 subjects in Junior High School, the need for subject teachers are 1178 teachers, while the Civil Servant teachers are only 1027 teachers, so it needs 152 Civil

Servant teachers more. On the other hand, there are 146 non-Civil Servant subject teachers available, so in total it needs 6 non-Civil Servant subject teachers. Teachers of Science, Social Sciences, and PKN are overstaffed of 7 teachers while the other subjects are lacked of teachers. The junior high school teachers calculation using teacher mobility model resulting the needs of 1028 Civil Servant teachers, while the number of Civil Servant teachers available are 1026 teachers, so it lacks of 2 teachers. On the other hand, there are 146 non-Civil Servant teachers available, so the total surplus of non-Civil Servant teachers is 144 teachers. Subjects which are still lacking of teachers are English, Mathematics, Islamic Education, Physical Education, ICT, but the needs is less than before. The other four subjects' teachers are surplus while cultural arts subject lacks / excess of 0 teachers.

Sixth; Based on the calculation result of the teacher's needs, it seems that all this time the calculation of teacher needs is calculated per school, the shortage of Civil Servant teachers in schools is immediately overcome by certifying non Civil Servant into civil servant teachers. The problem occurred when the teacher's needs are calculated with the mobility mode. In 4 subjects, the teachers are overloaded while in the other 5 subjects there is a shortage of teachers. In total, the excess of non Civil Servant subject teachers are 144 teachers. The alternative policy chosen is the mobilization of Civil Servant subject teachers in a coordinated way and controlling the certification of the non Civil Servant teacher. The education office must map the teaching duty of teachers for those who have not fulfilled the obligation to teach for 24 hours. The education office must also has a map of the need for subject teachers per school, so that they can give an alternative solution for teachers who have not been able to fulfill the 24 hours teaching obligation.

Seventh, the use of information and communication technology (ICT) among teachers in Semarang District is still relatively low. This is based on the small number of respondents who answered via email; only 1.1% of them. This is a fact that teachers, school principals, and school supervisors are not used to using e-mail to support their work as educators. After being interviewed deeper, it was proven that those who had the email address claimed they had not used it regularly in supporting their professional duties. They rarely open the email, even to be used as a means of sharing information with fellow educators. A teacher even admitted that he only opened his e-mail only every 6 months and having an e-mail is only to make sure that he can provide it in case a fellow teacher or the principal asked for it.

This finding contrasts with the habits of professional educators in developed countries who always use email to support the learning process. Even in developed countries they used to using e-mail and opening websites to send and receive assignments that have been done by their students. Educators in developed countries are accustomed to browse learning resources online, including searching for research results in current research journals. Reports from the National Center for Education Statistic (2009) state that, in developed

countries when surveying the use of ICT in schools, 80% -81% of the teachers respond to the online surveys.

In such conditions, the LPTK which has many ICT experts can become partners of the Semarang District Education Office to provide ICT training in learning process to the teachers. ICT knowledge and skills in education are indispensable, given the rapid development of science, knowledge, technology and art. Eighth, analysis of the need of teachers training is not yet available. Related to the implementation of PKB at the district, cluster and school level, the dominant problem is the absence of intensive socialization from the Semarang District Education Office. In fact, respondents claimed that they did not know whether the PKB implementation team had been established or not. The teacher also does not understand whether there is a budget allocated from the regional budget and income (ABPD) or other sources to fund the implementation of the PKB. Because of the lack of socialization, as a result many teachers were not aware of the PKB program. Respondents claimed that they rarely received training held by the Semarang District Education Office. Even the news was heard among teachers and principals, the selection of people to be sent to a training had not been well planned, but was based on closeness with officials in the District Education Office. When this complaint was confirmed to the Semarang District Education Office, their answers were astonishing, because they claimed they did not have the training maps needed by the teachers, who needed what training, and at what level the training for teachers was needed. This means that the Semarang District Education Office does not yet have a map and training need assessment for teachers in their area.

LPTKs especially those with Curriculum and Technology Education study programs need to intervene to help Semarang District Education Office to provide training on the required training analysis. This analysis starts from mapping the teacher's abilities and is continued with the type and level of training needed by the teacher to improve his competence. Helping hands from the LPTK can undoubtedly spur an increase in teacher professional development competencies.

Third, the teacher performance assessment (PKG) which is the basis for implementing the PKB program has not been done objectively. During the past year, the Semarang District Education Office tried to assess teacher performance. The teacher performance appraisal process is handed over to school principals and senior teachers in each education unit. In fact, the process of assessing teachers in schools has not gone well as it should. According to the acknowledgment of senior teachers and principals, due to their closeness and humanity they cannot bear the need to give a bad assessment to the teacher that they value, even though in reality it is bad because it concerns the development of one's career. They claimed that they assess the teacher not based on reality, but rather used consideration of feelings of compassion. As a result, the assessment given to the 100% majority teacher showed very good results. The lack of objectivity of the principal and senior teacher's assessment is not without reason. Respondents

stated that it was a demand from the District Education Office, because there has been a rumored message around which states to not to give a teacher bad assessment because this also concerns the good name of the District Education Office. In fact, unfortunately, if there is a senior teacher or headmaster who gives an assessment based on the conditions as real as that which is bad, he is considered not able to judge. The existence of this message makes the assessors run the assessment process as a mere formality. And the team of district level assessors did not correct the results of the PKG assessment which the majority showed very good results. Relevant to the findings of USAID Priority in Central Java Province in 3 districts, namely Batang, Banjarnegara, and Purbalingga. More than 87% of PKG results show very good results. In fact, the PKG results are in contrast to the results of the teacher competency test (UKG) from the same district which shows that more than 85% of teacher competencies in the 3 districts are low. This is proof that PKG that have been carried out during the past year has not functioned properly because the element of subjectivity is high. In general, low teacher competencies will also produce low teacher performance, and conversely high competencies undoubtedly produce good performance.

This finding is to be urgently responded by the LPTK to immediately support and to provide training to senior teachers, principals, school supervisors, and district assessor teams regarding the method and procedures for assessing teacher performance which are proper, correct, measurable and accountable for the results. Indeed, teacher performance appraisal must be carried out using honest, objective, fair, transparent, valid and accountable principles. Teacher performance appraisal must also bring benefits to teachers who are assessed for their performance, namely to improve themselves independently and structurally in order to further improve performance skills.

Fourth, the District Education Office of Semarang has difficulty in obtaining competent human resources for the implementation of PKB. PKB implementation at the district, groups, and school levels turns out to be a problem with the lack of resource persons to provide various kinds of competency improvement training needed. The District Education Office felt that it does not have enough competent human resources to provide training to improve class teacher competencies, subject teachers, curriculum development and learning technology in schools. Whenever a training is carried out, it is often experienced by lack of experts who should be encouraging and motivating teachers to continue improving their professionalism.

The LPTK is the power house of people who are competent in their fields, has sufficient human resources who are experts in the fields of study, methodology, curriculum development and learning technology. It should be necessary to establish mutually beneficial cooperation between the LPTK and the Semarang District Education Office in order to provide training to teachers, principals and supervisors as a real effort to improve teacher professionalism. The cooperation in question can be bound through a memorandum of mutual

agreement or a cooperation agreement through a mechanism of memorandum of understanding (MoU) and a memorandum of agreement (MoA).

Ideally, LPTK that has the responsibility of the *Tri Dharma Perguruan Tinggi* have a collaboration scheme with the Semarang District Education Office through a research program and community service. As an academic person, every lecturer has a moral responsibility to intervene the improvement of the education condition, so that it is required to conduct research and community service in order to improve the lecturer career. If the needs of the District Education Office to improve the competence of teachers, principals, and school supervisors can be met in accordance with the needs of lecturers to develop their careers, then there will be a mutual beneficial synergies. This collaboration can be initiated by Study Programs, Faculties, Research and Community Service Institutions or through the Educator's Professional Development Institute at the LPTK.

Fifth, the Semarang District Education Office has difficulties in funding for training in the framework of the PKB. According to the Ministry of Finance analysis, all Regencies and Cities in Central Java Province have a low fiscal capacity. The impact is that district and city governments have difficulty in funding development programs in their regions. Including the difficulty to fund education quality improvement programs. The finance of Semarang Regency also depends heavily on state revenues and transfers from the central government in the form of the General Allocation Fund (DAU) every year.

APBD data for Semarang Regency, an average of 42% of district expenditure for education. Of the total education expenditure, an average of 84% is for salaries of employees both educators and education personnel. Workers who dominate in the education sector are educators or teachers, so in Semarang District as much as 73% of the education budget is allocated for educator salaries and 11% for non-educator salaries. Previously the World Bank study (2009) showed that in almost all districts in Indonesia the education budget reached an average of 28% of the APBD and included expenditure on employee salaries. If employee expenditure is not counted, then the average education budget is only 6% of the APBD. This study shows that, in fact education spending on salaries continues to experience an increase, especially after the payment of teacher professional allowances began in 2007/2008.

This trend is not different from other developing countries, where the majority of education spending is only for salary expenditure. Even in some developing countries, employee salaries can reach 90%. Whereas in developed countries whose management of education is already good, spending on employee salaries is a maximum of 50% -60% (Hendarsjah, 2009). The amount of the education budget which is only for salary expenditure reduces the opportunity to improve the quality of education, especially to develop sustainable teacher professionalism. This is what has been experienced by the Education Office, especially the Semarang Regency during this time, it is difficult to

organize training for teachers, principals, and school supervisors in order to improve their competence. After deducting capital expenditure or physical expenditure and routine operational expenditures, the remaining operational budget for improving the competence of educators and education personnel is very limited.

This reality must be responded by the LPTK especially those who have a Curriculum and Learning Technology study program by providing consulting assistance to the Semarang District Education Office to prepare a fair, effective and efficient education budget. LPTKs must make Semarang District Education Office officials aware that the amount of the education budget that is only for teacher salaries will not have a direct impact on improving the quality of education. Also LPTK should consult with the Semarang District Education Office to allocate more education budgets for various trainings in order to improve the competence of educators and education personnel which of course undoubtedly had a direct impact on the quality of education in Semarang Regency.

Sixth, PKB as a vehicle to improve teacher competence has not been programmed and has not been directed properly. Semarang District Education Office, cluster in the form of Teacher Working Groups (KKG) and Subject Teacher Meetings (MGMP), as well as education unit levels have not systematically arranged PKB planning. This is evidenced by the absence of a PKB implementation planning document in each field. An activity program without good planning and implementation is impossible to get good results. PKB that has been carried out so far is still sporadic based on the remaining budget in the current year. So often training programs for teachers, principals, and school supervisors are carried out at the end of the fiscal year after being included in the change budget. Often, teacher training is only used as a means to spend the budget and increase the uptake capacity towards the end of the year if the absorption of the Semarang Regency Government is not as significant as expected.

If PKB continues to be implemented with a scheme like this, any training for teachers will never have a positive impact on improving teacher competence or improving the quality of education in general because it is only project-based. Therefore, systematically planning PKB becomes very important because in fact only 5% of teachers have the opportunity to follow institutionalized professional development. In fact, if the opportunity is given evenly to each teacher, then a teacher has the opportunity to participate in professional development training only once in 20 years (Danim, 2011). In this case the LPTK has a strategic role to train and provide consultation to the Semarang District Education Office to make training plans well and directed, so as to be able to have a positive impact on improving teacher competency in Semarang Regency.

Seventh, other findings in the implementation of PKB both at the district, cluster and school level have never been carried out by monitoring and evaluation to assess the success of PKB programs. About one year the PKB

is implemented by the government, never before has there been monitoring and evaluation to assess the implementation of the PKB program. A study has not been conducted to determine the success rate of implementing PKB for teachers to improve their competence or not. LPTK has many of expert human resources who are able to carry out independent and independent monitoring and evaluation. Supposedly, evaluation expert lecturers from the LPTK should provide assistance to the Semarang District Education Office in monitoring and evaluating the implementation of PKB so far. The results of this monitoring and evaluation can be used as a basis for determining steps to improve PKB implementation, analyzing training needs, and designing ideal CLA programs for teachers to improve the quality of education in Indonesia.

4 Conclusion

First, in Semarang District, it is urgent to carry out regrouping or school incorporation, especially focusing on small schools. That is a school with a ratio of ≤ 16 students per study group. Carry out multigrade learning models in small schools is necessary because regrouping is not possible due to the geographic condition. As well as empowering the Wiyata Bhakti teacher (non Civil Servant teacher). The number of Wiyata Bhakti teachers replacing the role of the shortage of Civil Servant teachers is quite significant. Therefore, efforts are to be made to optimize the Wiyata Bhakti teachers by empowering them by increasing their welfare through the District Budget.

Second, it is necessary to realize mutually beneficial cooperation between the Semarang District Education Office and the LPTK in implementing the PKB program. The materials that need to be collaborated to improve teacher professionalism are the use of ICT in learning, a mastery of subject matter related to the subjects taught by the teacher, a pedagogical which allows teachers to be better in conveying the subject matter to students, and the development of educational curriculum and technology. In this collaboration the LPTK provided its lecturers as resource persons and the Semarang District Education Office provided trainees, namely teachers, principals, and supervisors, as well as the costs of organizing training to improve teacher competencies.

Third, the experts from LPTK could have been the consultants for the Semarang District Education Office in preparing PKB planning systematically and fairly. Ranged from teacher competency mapping, training needs analysis, analysis of availability of education funds, stages of training implementation, to implementation of monitoring and evaluation. Monitoring and evaluation is to be carried out to determine the achievement of the objectives, the implementation of the PKB program and to know the outputs and outcomes of the PKB implementation in Semarang District.

References

1. Danim, S. 2011. *Pengembangan Profesi Guru: Dari Prajabatan, Induksi, Ke Profesional Madani*. Jakarta: Kencana.
2. Hendarsjah, Hidajat. 2009. *Sudah Pantaskah Biaya Pendidikan Anak Anda? Cara Sederhana untuk Menalar Alokasi Pembiayaan di Bidang Pendidikan*. Jakarta: Elex Media Komputindo.
3. National Center for Education Statistis. 2009. *Teachers' Use of Educational Technology in U.S. Public Schools*. <http://nces.ed.gov/pubs2010/2010040.pdf> diakses 8 Mei 2015.
4. Nurkolis dan Yovitha Yuliejantiningasih, 2015. *Efektivitas Implementasi Pengembangan Keprofesian Berkelanjutan*. Prosiding Seminar Nasional PGSD 2015. Semarang: Jurusan PGSD FIP Universitas PGRI Semarang. ISBN: 978-602-0960-13-5.
5. Seyfarth, John T. 2002. *Human Resources Management for Effective Schools*. Boston: Allyn and Bacon.
6. The World Bank. 2009. *Investing in Indonesia Education at the District Level: an Analysis of Regional Public Expenditure and Financial Management*. Jakarta: The World Bank.