

Certification Process of Non-Civil Servant Teachers In Madrasah Ibtidaiyah, Ministry Of Religious Affairs Tangerang District, Indonesia

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ABSTRACT:- The government through the Ministry of National Education and the Ministry of Religious Affairs have carried out various strategic efforts to improve the quality of education and human resources in Indonesia by giving special attention to the teachers. Of the efforts is by issuing a policy that seeks to increase the professionalism of teachers with certification policy. Teacher certification is one of the innovations in the management of educators and education staff. Then the concern is the negative influence that will be generated from portfolio-based teacher certification on teacher competence and learning outcome. The question born out of these concerns was how to anticipate these negative influences. Ironically, in the Ministry of Religious Affairs of Tangerang District, some teachers have been proven to falsify their diplomas to boost value. To fulfill the main prerequisites for S1/bachelor education, the teachers also did not hesitate to take fast track yet low quality education or falsify the period of teaching information. The possibility of manipulation by the teacher can start from the time of compiling the file. Portfolio assessment as a basis for assessing a competent teacher and is very inappropriate with the sociological conditions of Indonesian people who lack awareness, where there are still practices of data manipulation. Data collection technique at this research is library research/documentation study by studying and reading literature that has to do with the problems that are the research object. In conclusion, the main key to the validity of the portfolio file is in the hands of every teacher.

Keywords:- Certification; Professional Allowance; Non-Civil Servant Teachers; Quality Education.

I. INTRODUCTION

Teacher certification is a breakthrough in the world of education to improve the quality and teacher professionalism; as a result in the future all teachers must have a certificate as a teaching license. Thus, efforts to form professional teachers in Indonesia soon becomes a reality and it is hoped that not everyone could become a teacher and not everyone made the teaching profession a stepping-stone to get jobs like what has been happening lately.

This certification program is a breath of fresh air for teachers, because besides being able to improve the quality of Indonesian education they also get their rights as professional workers, including improving their welfare. Nevertheless, teachers are also required to fulfill their obligations as professional workers. This is a logical consequence of the National Education System Law, the National Education Standard or *Standar Nasional Pendidikan* (SNP) and the Teachers and Lecturers Act or *Undang-Undang Guru dan Dosen* (UUGD).

Today, the phenomenon associated with teacher certification is that teachers as educators are often referred to as agents of learning to become certificate-oriented, not program/quality-oriented. Some teachers are willing to collect certificates in every way to complete the portfolio in certification rather than thinking about what strategies or techniques will be used when delivering a quality teaching. In fact, they are not reluctant to buy certificates for workshops or seminars that are related to the development of teaching. Certainly, this phenomenon is very contradictory to the goals and breakthroughs of the government related to the development of the quality of education in Indonesia (Arifah, 2011).

The general provisions of Law No. 14 of 2005 concerning teachers and lecturers stated that teachers are professional educators with the main task of educating, teaching, guiding, directing, assessing and evaluating

students at various levels and types of formal education. Furthermore, to ensure the implementation of its main duties, Article 8 of the same law requires teachers to have academic qualifications, competencies, educator certificates, physical and spiritual health, and have the ability to carry out national education goals. For this reason, an increase in teacher qualification and certification programs has been implemented since 2007 at all levels and types of formal education.

II. THEORY

According to Astiti, Wilian, & Sridana (2018) and Rivai & Murni (2010), certification is the process of granting certificates as educators for a person through certain education or training. The educator certificate is a formal evidence as an acknowledgment given to the teacher as a professional. In addition, certification is the process of giving educator certificate to teachers who have fulfilled certain requirements, i.e. having academic qualifications, competence, physical and spiritual health, and having the ability to realize national education goals, which is accompanied by a decent increase in welfare (Muslich, 2007; Tanang & Abu, 2014).

The evidence of academic qualification, competence, physical and spiritual health, and the ability to realize national education goals so that the teachers have the rights to obtain teacher certification by having academic qualifications proven by the possession of bachelor or D-4 higher education diploma (See Article 9 of the Teacher Law and Lecturer), both education and non-education competencies which include pedagogical, personality, social and professional competencies are obtained through professional education and/or certification formal test (see Article 10 of the Teacher and Lecturer Law). Under the National Education Standards Act, Article 15 is stated that professional education is higher education after a bachelor program which prepares students to have jobs with special requirements; physical and spiritual health, evidenced via a medical statement.

Thus, it can be further understood that competency mastery is proven by the form of competency tests; a person can take certification has he qualified (with proof of diploma), and is healthy (with proof of medical statement); competency test is also a proof of the ability to realize national education goals; If a person passes the certification, that person will receive an educator certificate (Kemdiknas, 2013) That means the concerned has fulfilled the requirements as stated in the Teacher and Lecturer Law Article 8; teacher who has an educator certificate are considered a professional teacher. The concerned person receives a professional allowance from the government in the amount of one time of the basic salary.

Muslich (2007) further suggests that the Indonesian government is actually far from having already hinted that it will impose certification for teachers. This is contained in Law Number 25/2000 concerning national development programs which contain the establishment of accreditation bodies and teaching certificates in the regions. The purpose of the issuance of the law is the government's efforts to improve the quality of education personnel nationally.

The benefits of certification assessment include first, protecting the teaching profession from incompetent education service practices that can damage the image of the teacher's profession itself. Second, protecting the public from non-quality and unprofessional education practices that will hinder efforts to improve the quality of education and to prepare human resources in this country. Third, it is a vehicle for quality assurance for Teachers Training Institution (*Lembaga Pelatihan Tenaga Keguruan/LPTK*) tasked with preparing prospective teachers and also serves as quality control for users of education services. Fourth, keeping education providers out of potential internal and external desires that can deviate from the applicable provisions (Muslich, 2007; Astiti, Wilian, & Sridana, 2018).

Teachers are professional educators with the main task of educating, teaching, guiding, directing, training, evaluating, and evaluating students in early childhood education in formal education, basic education, and secondary education (Danim, 2002; Efarasti, 2012). Professional is a job or an activity carried out by someone and becomes a source of income for life that requires expertise, skills, or competencies that meet certain quality standards or norms, and demands professional education.

The organizer of the certification test is carried out by the Certification Organizing Consortium consisting of LPTK, Director General of Higher Education, and Director General of PMPTK. Certification participant teachers proposed by the offices of the Ministry of Religious Affairs in the district/city /provincial level attend the competency test which is packaged in a set of portfolio instruments standardized by the Central Certification Team (Suhartono, 2017). The results of the competency test through this portfolio assessment are used as the basis for determining certification graduation (Buku Pedoman Sertifikasi, 2011). Those who achieve a minimum graduation score and are declared passed will receive an educator certificate.

III. METHOD

The research method is a scientific way undertaken to get data with a specific purpose (Lasa, 2009). The method used in this paper is to use descriptive methods. The data collection technique uses the method of literature study where the authors do researching by studying and reading literature that has to do with the

problems that become the object of writing. The writers use a case study because it raises the phenomenon that occurs in the Ministry of Religious Affairs of Tangerang District. The writers only take samples of non civil servant teachers' files at the level of Madrasah Ibtidaiyah (Islamic Primary Schools) so that the conclusions drawn are of a special nature that cannot be applied in general. The collection also covers teachers receiving professional allowances (certification), books, journals and articles in both printed and digital. The writers obtain information from the documents submitted by the teachers to the recipient operators at the Ministry of Religious Affairs Tangerang District office. The operator assists this research by distributing questionnaires to determine the extent of optimizing the disbursement of professional allowances or certification within the Ministry of Religious Affairs of Tangerang District.

IV. RESULT AND ANALYSIS

Ironically, in the Ministry of Religious Affairs of Tangerang Regency, some teachers have been proven to falsify diplomas and deeds to boost value. Especially non civil servant teachers at the level of Madrasah Ibtidaiyah which incidentally one of the writers are involved in the filing process. To fulfill the main prerequisites for S1 education, teachers also do not hesitate to take fast track Education requirement or falsify period of teaching information (Teacher Appointment Letter/SK). There were also teachers who did not have a SK of Teaching since the beginning of their teaching period, the reason was when they first taught, and the foundation did not immediately make the letter in appointment of the teacher.

In order to minimize fraud, the Unique Number of Educators and Education Personnel (NUPTK) has been applied since 2010. With this system, the Ministry of Religious Affairs of Tangerang District has comparable data in the NUPTK database. But in reality there are some teachers who dare to manipulate the NUPTK printouts. Print out of other people's NUPTK scanned then manipulated into the name of the concerned teacher. The possibility of manipulation by the teacher can start from the time of compiling the file. The main key to the validity of the portfolio file is in the hands of each teacher. And this is very conflicting with the mandate of the Teachers and Lecturers Act (UUGD), which points out that through competency and certification standards, professional teachers are expected to be disaggregated and eligible for professional allowances. In addition, the practice of portfolio-based certification does not comply the nature of the certification itself. As stated by Mulyasa (2007) that the teacher certification is to get good and professional teachers who have the competence to carry out the functions and objectives of the schools in particular, and the purpose of education in general, according to the needs of the community and the demands of the times. The main issue emphasized in the certification process is teacher competence. Portfolio assessment as a basis for assessing a competent teacher or not is very inappropriate with the sociological conditions of Indonesian people who lack awareness, where there are still practices of data manipulation.

Many of the portfolio assessments are formulated with fictitious certification filing problems, meaning that there are still many teacher files manipulated and not in accordance with conditions in the field. The most common thing is the manipulation of data about the teacher's working period and the teacher's teaching hours. Both are often engineered to meet the requirements so that they can participate in certification process. In this case the madrasah/schools are clearly the party most responsible for the teachers' data validity. Because the validity of teacher data is the responsibility of the madrasahs, while the Ministry of Religious Affairs of Tangerang District has the duty to clarify the data sent by each madrasah.

In the opinion of the writers, the phenomenon justifies what the education observer explained that education in Indonesia is very rich in wishful thinking but in poor quality (Suhartono, 2017). The current national education policy is not clear in its orientation, it only focuses on technical matters and has not touched substantial problems, so that the quality of education does not improve (Buchori, 2008). With the existence of portfolio-based certification it is possible to aggravate the condition of education in Indonesia. Then the concern is the negative influence that will be generated from the portfolio-based teacher certification on teacher competence and learning outcomes. The question born out of these concerns is how to anticipate these negative influences.

Diffusion elements according to E.M Rogers (in Suhartono, 2017), consist of innovation, communication channels, time, social systems. Innovation in this case is teacher certification. Channels of communication, namely the dissemination of information about certification is done by using two channels, both digitally (internet) and interpersonally. The type of adopter which according to E.M Roger is an innovator, early adopter, early majority, late majority and laggards. The time is that the implementation of the teacher certification program has been started since 2007 until this year. The social system is the parties involved in teacher certification (Quality Assurance of Teachers and Education Personnel (PMPTK), Teacher Certification Consortium (KSG), Educational Quality Assurance Agency (LPMP), Educational Institution Education Institution (LPTK), Provincial Ministry of Religious Affairs/District /City. There are some fundamental changes to the implementation of teacher certification, specifically the process of determining and registering participants.

There are still many teachers who have not fulfilled their working period criteria, age, and rank or position. In fact, the three conditions are absolutely fulfilled if a teacher registers to take part in a certification program. The weak system of administration and administration in offices of Ministry of Religious Affairs each district/city of is one of the dominant factors that caused the failure of the teachers to take part in the certification program.

These weaknesses are mostly dominated by invalid certification filing problems, meaning that there are still many teacher files that are manipulated and against the reality or what is happening. The most common thing is the manipulation of data about the teacher's working period and the teacher's teaching hours. Both of these are often modified to meet the requirements so that they can participate in certification. In this case the madrasa institution is clearly the party most responsible for the teacher's data. Because the validity of teacher data is the responsibility of the madrasa, while district/city where offices of Ministry of Religion take place is tasked with clarifying the data sent by each madrasa.

The practice of data manipulation of teacher certification participants has actually often taken place, except that the relevant parties often cover up because they feel embarrassed what if they do is known to the public. Even so, irresponsible individuals are still undertaking the practices of fraud. In fact, in order to qualify for certification certification, many teachers are often willing to pay a sum of money.

The current practice of buying and selling certification is indeed one of the serious problems facing the Ministry of National Education. As an institution responsible for carrying out certification, the Ministry is required to be more selective in determining which teachers are entitled to take part in certification and unauthorized ones. In fact, the data obtained by the Ministry of comes from both the offices of the Ministry of National Education in provincial/district/city level and of the Ministry of Religious Affairs Regency provincial/district/city level. Consequently, if there is manipulation of certification participant teacher data, the central government clearly will not know. Therefore, good cooperation between the Ministry of National Education and the ministry of Religious Affairs within provincial /district /city level is a must. To reduce the practice of buying and selling certification, the perpetrators and individuals, both from teachers and madrassas in all levels of the offices must be dealt with firmly if proven to carry out such illegal practices. It is part of education that upholds the values of honesty.

One of the cheatings that often occurs is the teacher's teaching hours. The certification requirement is that the teacher must meet the total teaching hours of 24 hours in one week. If in one week the total number of teaching hours is only six hours that is certainly not passed the certification. In addition, the strict implementation of teacher certification is also related to the issue of professional allowances. As a result, it is not fair if all teachers get the same amount of income. In fact, teachers who are certified have the right to get professional allowances. Furthermore, related to the problem of teacher distribution, the certified teacher must also be willing to do the assignment he receives, which is assigned to the outermost, leading and lagging regions. The distribution of teachers is not only between madrasas, but also between districts/cities.

The absence of Teaching Appointment Letter (SK) can occur due to several factors. First, the madrasa where the first teaching was indeed did not issue the letter or the teacher concerned did not keep it properly so that the letter he had received was lost. Shockingly, there are schools that do not issue the letter. One of the writers also did not get it when she decades ago taught at a madrasa in the remote area at the foot of the mountain. Who thought of the letter at that time? Some teachers who wanted to teach were good enough for the madrasa, because the salary is not enough to cover the transportation expense, so the teaching personnel often changes in and out. The case of teachers does not archive their document properly are many. Tucked away here and there, until when time needed they must reclaim from the madrasa. Quite a few madrassas also found to reissue the appointment letter which is allowed for emergency, because the teacher taught there. What is prohibited is the teacher who did not teach in a specific year, yet obtained that specific year letter or before. These teachers have inappropriate intentions and greatly justify many improper ways to be eligible to participate in certification and ultimately receive benefits.

It is very obvious indeed, that is, greed and dishonesty of the teacher are human nature. Poverty, disobedience, and the extraordinary desire to get money can take over everything, including the idealism of a teacher who should be a good person, honest, istiqomah, and without merit (Ansor, 2012; Miftahuddin, 2012). Is it wrong? Dishonest behavior justifying many of these malpractices is evidently wrong and not worth imitating. It is appropriate if the certification organizing committee frustrates these efforts. At minimum, this is a way of admonishing teachers to remain commendable and not deceitful. Based on the Government Regulation (PP) Number 74/2008, namely the teachers who have received certification and found with manipulation of requirements in the future the certification will be permanently revoked.

Madrasas, in this case also play an important role in nurturing the idealism of the teacher. Do not just give the appointment letter; because the allowance is given under the pretext of "pity" to the teacher so that the madrasa can just reissue the letter even helping to manipulate the concerned teacher data. If the related

institution is able to provide big salary, it does not imply it can justify malpractices. Honesty is over everything especially the teacher profession is mentor of humanism.

The teacher is expected to file all the correct data. All indeed come from each of related individual. Not only the presence of the letter, in the past, when certification was still using the portfolio method, even many teachers were willing to buy certificates without joining the seminar as massively reported in one of the national newspaper (Kompas, 2012). We have to keep in our mind that we give birth to corruptors because we are also corrupt.

V. CONCLUSION

In Article 16 of the Teacher and Lecturer Law (UUGD), it is stated that teachers who have an educator certificate are entitled to incentive in the form of professional allowance. The amount of the professional allowance incentive promised by UUGD is equal to one time of the basic salary for each month. Then increasing welfare of teachers in relation to certification must be understood in terms of improving the quality of national education, both in terms of processes (services) and outcomes of education. The Government Regulation No. 19/2005 concerning the National Standards of Education explicitly implies the standardization of content, processes, competency of graduates, educators and education personnel, facilities and infrastructure, management, financing and assessment of education in achieving national education goals. With the certification, it is expected that teacher competence as an agent of learning will improve in accordance with the standards that have already been set.

With teacher competencies that meet minimum standards and adequate welfare, it is expected that teacher performance in managing learning processes can increase. The quality of learning that is bolstered is expected to end up in the increase of the student achievement. This educator certificate is given to teachers who meet teacher professional standards. The teacher professional standard is reflected in the competency test. The competency tests are carried out in the form of portfolio assessment. Portfolio assessment is an acknowledgment of the teacher professional experience in the form of assessments of documents that describe academic qualifications, education and training, teaching experience, planning and implementation of learning, supervisor evaluations, academic achievements, professional development work, participation in scientific forums, experience in educational and social organizations, and relevant awards.

Teacher certification in the form of portfolio assessment then raises new polemics. Many education observers doubt the effectiveness of certification in order to improve teacher performance. Some even hypothesized that certification in the form of portfolio assessments would not have any impact on improving teacher performance, especially related to improving the quality of national education. This is due to the large number of frauds or file manipulations carried out by the teachers.

It is recommended to the government to review portfolio-based teacher certification in connection with the high level of fraud and manipulation of portfolio files in process. Then it is recommended to the certification supervisor team or assessor team to improve supervision and accuracy in certifying, and to socialize the certification program together with the local Education Offices. Finally to the government is to improve the program to up grading the teachers. This aims to facilitate the teachers to easily carry out the certification process in the right and valid way.

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