

PROGRAM SERTIFIKASI GURU DAN PROGRAM BANKES: MAMPUKAH MENINGKATKAN KUALITAS PENDIDIKAN? *TEACHER CERTIFICATION AND REMOTE AREA ALLOWANCE PROGRAMS: CAN THEY INCREASE THE QUALITY OF EDUCATION?*



Silvia Devina/SMERU

Salah satu sasaran Tujuan Pembangunan Milenium (MDG) adalah tersedianya layanan pendidikan dasar yang layak bagi setiap warga negara. Saat ini Indonesia masih menghadapi persoalan kurangnya tenaga dan kualitas guru, serta tidak meratanya ketersediaan sarana pendidikan. Sebagai upaya mengatasi persoalan tersebut, pemerintah menyelenggarakan berbagai program di bidang pendidikan, antara lain, Program Sertifikasi Guru dalam Jabatan dan Program Bantuan Kesejahteraan (bankes) Guru di Daerah Terpencil. Selain untuk meningkatkan mutu pendidikan, kedua program tersebut bertujuan untuk meningkatkan kesejahteraan guru dan daya tarik profesi guru, sekaligus mempertahankan para guru agar tetap bersedia mengajar di daerah terpencil. (Bersambung ke hlm. 3)

One of the objectives of the Millennium Development Goals (MDG) is the availability of adequate basic education services for every citizen. Indonesia is still facing problems of uneven availability of education resources between regions, a shortage of teachers, and poor quality teachers. In an effort to tackle these problems, the government has implemented various programs in the education sector, including the Teacher Certification for Practicing Teachers program and the Welfare Allowance for Teachers in Remote Areas program. As well as increasing the quality of education, these two programs aim to increase the welfare of teachers and the attractiveness of the teaching profession, while also ensuring that teachers are still willing to teach in remote areas. (Continued on page 3)

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Melihat tantangan yang dihadapi masyarakat Indonesia dalam upaya penanggulangan kemiskinan, perlindungan sosial, perbaikan sektor sosial, pengembangan demokrasi, dan pelaksanaan desentralisasi dan otonomi daerah, maka kajian independen sebagaimana yang dilakukan oleh SMERU selama ini terus dibutuhkan.

SMERU is an independent institution for research and policy studies which professionally and proactively provides accurate and timely information as well as objective analysis on various socioeconomic and poverty issues considered most urgent and relevant for the people of Indonesia.

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Pembaca yang Budiman,

Pada 12 Maret 2008 Pemerintah Indonesia bersama sembilan negara lain mencanangkan Deklarasi Bali yang salah satu butirnya adalah mendorong peningkatan kualitas guru. Keseriusan pemerintah dalam meningkatkan kapasitas guru dapat ditelusuri sejak beberapa tahun silam, antara lain, dengan ditandatanganinya deklarasi guru sebagai tenaga profesional pada 2004. Pada tahun-tahun berikutnya komitmen ini diikuti oleh berbagai kebijakan, antara lain, Undang-Undang No. 14/2005 tentang Guru dan Dosen yang bertujuan meningkatkan kapasitas, kesejahteraan, dan daya tarik profesi guru.

Masalah kualitas guru tidak bisa lepas dari keterpaduan tiga faktor, yakni jaminan kesejahteraan ekonomi, kemampuan profesional, dan kondisi kerja. Keterkaitan di antara faktor-faktor tersebut membuat masalah mutu pendidikan tidak bisa dipecahkan dengan hanya mengedepankan salah satu faktor. Penelitian SMERU mengenai Program Sertifikasi Guru dalam Jabatan dan Bantuan Kesejahteraan Guru di Daerah Terpencil mengungkap kenyataan ini. Beberapa indikasi yang muncul dari temuan kedua penelitian ini bahkan menggiring kita pada pertanyaan apakah program/kebijakan yang dicanangkan pemerintah akan mampu mencapai tujuan akhir, yakni meningkatkan kualitas pendidikan di Indonesia.

Dalam edisi ini, isu kualitas pendidikan di Indonesia dipertajam melalui artikel pakar pendidikan Arief Rachman yang meninjau masalah kualitas guru secara lebih luas, melampaui aspek akademis. Dari sudut pandang lain, Wrenge Widyastuti dari Yayasan Cahaya Guru (YCG) menggambarkan berbagai upaya dan strategi yang telah diprakarsai organisasi masyarakat sipil ini untuk meningkatkan kapasitas profesional guru.

Selamat membaca.

Liza Hadiz

Editor

Dear Readers,

On March 12, 2008 the Government of Indonesia, along with nine other nations, announced the Bali Declaration. One aim of this declaration is to encourage an increase in teacher quality. The government's seriousness to increase teacher capacity can be traced back a few years to 2004, to the signing of the declaration stating teachers are professional workers. In the following years, this commitment lead to various policies, such as Law No. 14/2005 on Teachers and Lecturers, which aims to increase the capacity, welfare, and appeal of the teaching profession.

The problem of teacher quality cannot be separated from three cohesive factors: economic welfare assurances, professional capability, and working conditions. The relationship between these factors means the problem of education quality cannot be dealt with by focusing on only one factor. SMERU's research on Teacher Certification for Practicing Teachers and the Welfare Allowance for Teachers in Remote Areas programs reveals this reality. Indications from the findings of these two research projects lead us to question whether the programs and policies announced by the government will be able to achieve their ultimate goal—increasing the quality of teachers in Indonesia.

In this edition, the issue of education quality in Indonesia is explored by education expert Arief Rachman, who in his article examines the problem of teacher quality from a broader perspective, beyond the academic aspects. Wrenge Widyastuti from Yayasan Cahaya Guru provides another perspective as she explains various efforts and strategies initiated by this civil society organization to increase the professional capacity of teachers.

We hope you enjoy this edition.

Liza Hadiz

Editor

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Bambang Sulaksono, Sirojuddin Arif, Hastuti, dan Nina Toyamah*



Silvia Devina/SMERU

Pengantar

Program Sertifikasi Guru dalam Jabatan dan Program Bantuan Kesejahteraan (bankes) Guru di Daerah Terpencil merupakan amanat dari Undang-Undang No. 14/2005 tentang Guru dan Dosen yang kemudian dijabarkan dalam Peraturan Menteri Pendidikan Nasional (Permendiknas) No. 18/2007 tentang Sertifikasi bagi Guru dalam Jabatan dan Permendiknas No. 32/2007 tentang Bantuan Kesejahteraan Guru yang Bertugas di Daerah Khusus.¹

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¹ Menurut Pasal 3 Peraturan Menteri Pendidikan Nasional No. 32/2007 “daerah khusus merupakan desa yang terpencil atau terbelakang, desa dengan kondisi masyarakat adat yang terpencil, atau desa perbatasan dengan negara lain yang secara geografis relatif sulit dijangkau transportasi yang berada di daerah tertinggal yang ditetapkan oleh Menteri Negara Pembangunan Daerah Tertinggal.”

Introduction

The Teacher Certification for Practicing Teachers and the Welfare Allowance for Teachers in Remote Areas (“Remote Area Allowance” or RA) programs are mandates from Law No. 14/2005 on Teachers and Lecturers, which were then detailed in the National Education Minister Regulation No. 18/2007 on the Certification of Practicing Teachers and National Education Minister Regulation No. 32/2007 on the Allowance for Teachers in Special Areas.¹

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¹ According to Article 3 of the National Education Minister Regulation No. 32/2007 “special areas are villages which are remote or underdeveloped, remote villages with an indigenous community, or villages that border with other countries which are geographically relatively difficult to access by public transport and are located in underdeveloped areas which are determined by the State Minister for the Development of Underdeveloped Areas.”

Sertifikasi guru dilaksanakan melalui penilaian portofolio. Guru yang tidak lolos penilaian diharuskan mengikuti pendidikan dan pelatihan profesi guru (PLPG). Guru yang telah lulus, baik melalui penilaian portofolio maupun PLPG, akan memperoleh tunjangan profesi bulanan sebesar satu kali gaji pokok. Bagi guru yang bertugas di daerah khusus dan telah memiliki sertifikat pendidik, pemerintah juga memberikan tunjangan khusus sebesar satu kali gaji pokok. Akan tetapi, karena guru di daerah terpencil cenderung memiliki kualifikasi kurang memadai untuk segera mengikuti sertifikasi, pemerintah menyediakan insentif 1,35 juta rupiah bagi guru belum bersertifikat yang telah mengajar di daerah terpencil selama minimal dua tahun.

Fokus tulisan ini adalah pelaksanaan dan indikasi dampak Program Sertifikasi Guru dalam Jabatan dan Program Bankes terhadap peningkatan mutu guru dan pendidikan secara umum berdasarkan dua hasil studi Lembaga Penelitian SMERU yang menggunakan kombinasi metode kualitatif dan kuantitatif. Penelitian sertifikasi guru dilaksanakan pada Mei–Juni 2008 di enam kabupaten/kota (Kabupaten Muara Jambi dan Kota Jambi di Jambi; Kabupaten Majalengka dan Kota Bekasi di Jawa Barat; serta Kabupaten Melawi dan Kota Singkawang di Kalimantan Barat). Penelitian absensi guru dan bankes guru di daerah terpencil dilaksanakan pada Februari–April 2008 di lima kabupaten penerima Bankes (Lahat di Sumatra Selatan; Lombok Tengah di Nusa Tenggara Barat; Sukabumi di Jawa Barat; Nunukan di Kalimantan Timur; dan Kolaka di Sulawesi Tenggara) dan lima kabupaten/kota nonpenerima Bankes (Kota Pekanbaru di Riau; Kota Bandung di Jawa Barat; Kota Surakarta di Jawa Tengah; Kabupaten Tuban di Jawa Timur; dan Kabupaten Gowa di Sulawesi Selatan).

Program Sertifikasi Guru dalam Jabatan

Pelaksanaan Program

Program Sertifikasi Guru dalam Jabatan dilaksanakan melalui jalur Departemen Pendidikan Nasional (Depdiknas) dan Departemen Agama (Depag) sejak 2007. Depdiknas melakukan sertifikasi terhadap guru sekolah umum, sedangkan Depag terhadap guru madrasah dan guru agama yang mengajar di sekolah umum. Dalam praktik, terdapat guru yang dipanggil oleh kedua lembaga atau oleh lembaga yang salah.

Pada sertifikasi 2007 kuota ditetapkan tiga kali, yakni kuota 2006, kuota 2007, dan kuota 2007 tambahan. Secara total, kuota sertifikasi 2007 adalah 225.211 guru, terdiri dari 200.450 guru jalur Depdiknas dan 24.761 guru jalur Depag. Kuota sertifikasi 2008 berjumlah 247.000 guru, terdiri dari 200.000 guru jalur Depdiknas dan 47.000 guru jalur Depag. Kuota tersebut dialokasikan ke tingkat provinsi dan kabupaten/kota berdasarkan jumlah guru. Namun sejak sertifikasi 2008, kuota kabupaten/kota didasarkan pada jumlah guru berpendidikan minimal S1/D4. Pada awalnya, kuota kabupaten/kota jalur Depdiknas ditetapkan oleh Depdiknas atau secara terpusat. Namun, sejak kuota 2007 tambahan kuota ditetapkan oleh Dinas Pendidikan provinsi, sedangkan jalur Depag tetap dilakukan secara terpusat. Di wilayah studi, kuota ditentukan sebagaimana aturan, kecuali di Jambi untuk kuota 2007 tambahan kuota dibagi rata untuk setiap kabupaten/kota.

Teacher certification is implemented through a portfolio assessment. Teachers who do not pass the assessment are required to take part in a remedial training course (PLPG). Teachers who pass, either from the portfolio assessment or from the remedial training course, receive a monthly professional allowance to the value of one month's wage. Teachers who work in remote areas and have a teacher's certificate receive a special allowance from the government to the value of one month's wage. However, because the qualifications of teachers in remote areas tend to be insufficient to take part in the certification program, the government has made available an incentive of Rp1.35 million for teachers who are not certified but have taught in a remote area for at least two years.

This article focuses on the implementation and indicated impacts of the Teacher Certification for Practicing Teachers and RA programs on the increase of teacher quality and education. The information in this article is based on the results of two studies by The SMERU Research Institute, both of which used a combination of qualitative and quantitative methods. The teacher certification research was conducted from May to June 2008 in six kabupaten/kota (districts/cities): Kabupaten Muara Jambi and Kota Jambi in Jambi; Kabupaten Majalengka and Kota Bekasi in West Java; and Kabupaten Melawi and Kota Singkawang in West Kalimantan. The research on teacher absenteeism and the remote area allowance for teachers in remote areas was conducted from February to April 2008 in five RA kabupaten (Lahat in South Sumatra; Lombok Tengah in West Nusa Tenggara; Sukabumi in West Java; Nunukan in East Kalimantan; and Kolaka in Southeast Sulawesi) and five non-RA kabupaten/kota (Kota Pekanbaru in Riau; Kota Bandung in West Java; Kota Surakarta in Central Java; Kabupaten Tuban in East Java; and Kabupaten Gowa in South Sulawesi).

Teacher Certification Program for Practicing Teachers

Program Implementation

The Teacher Certification for Practicing Teachers program has been implemented through the Ministry of National Education (MoNE) and the Ministry of Religious Affairs (MoRA) since 2007. MoNE conducted certification for teachers in public schools, while MoRA carried out certification for teachers in Islamic schools and religious teachers in public schools. In practice, there were teachers who were called by both ministries or by the wrong ministry.

In the 2007 certification, quotas were determined three times: for 2006, 2007, and an additional quota for 2007. The combined quota for the 2007 certification was 225,211 teachers, consisting of 200,450 teachers who were certified through MoNE and 24,761 teachers who were certified through MoRA. The certification quota for 2008 was 247,000 teachers, consisting of 200,000 teachers who were certified through MoNE and 47,000 teachers who were certified through MoRA. These quotas were allocated at the provincial and kabupaten/kota levels based on teacher numbers. However, since 2008, the kabupaten/kota quota has been based on the number of teachers with a minimum education level of a bachelor's degree or four year diploma (S1/D4). Originally, the kabupaten/kota MoNE quota was determined at the central level; however, since the 2007 additional quota, it has been determined by the provincial education agency. The MoRA quota continues to be determined at the central level. In the study areas, the quota was determined in accordance with regulations, except in Jambi where, for the 2007 additional quota, the quota was divided evenly between the various kabupaten/kota.

Peserta Program Sertifikasi Guru dalam Jabatan adalah guru berpendidikan minimal S1/D4 yang mengajar di TK, SD, SMP, dan SMA/SMK, baik PNS maupun non-PNS. Penentuan peserta jalur Depdiknas dilakukan oleh Dinas Pendidikan kabupaten/kota, sedangkan jalur Depag secara terpusat. Kriteria peserta yang digunakan sesuai dengan aturan, yakni jalur Depdiknas berdasarkan urutan masa kerja, usia, pangkat/golongan, beban mengajar, jabatan/tugas tambahan, dan prestasi kerja. Pada tahun pertama (kuota 2006) prestasi kerja menempati urutan pertama kriteria peserta, namun pada tahun kedua (kuota 2007) masa kerja menjadi urutan pertama. Implikasi dari hal ini adalah bahwa setiap guru sebenarnya akan memperoleh kesempatan untuk mengikuti sertifikasi sesuai masa kerjanya. Sementara itu, khusus untuk kuota 2008 peserta harus memiliki nomor unik pendidik dan tenaga kependidikan (NUPTK). Kriteria peserta jalur Depag untuk guru agama di sekolah umum menggunakan kriteria yang sama, sedangkan untuk guru madrasah menggunakan sistem pembobotan terhadap kriteria yang ditetapkan. Ada indikasi penyimpangan dalam jumlah terbatas, seperti penentuan yang tidak transparan, ada peserta dengan masa kerja lebih pendek daripada bukan peserta, dan ada guru yang menjadi peserta setelah melakukan pendekatan terhadap Dinas Pendidikan kabupaten/kota.

Guru-guru yang terpilih diminta untuk menyusun portofolio. Di seluruh wilayah studi, jumlah portofolio yang terkumpul tidak memenuhi kuota yang diperoleh, yakni berkisar antara 55%–95% dari kuota. Hal ini disebabkan adanya kendala dalam penyebaran informasi, ketersediaan dan keakuratan data, ketersediaan jumlah guru yang memenuhi kriteria, dan adanya perbedaan dasar penentuan kuota (jumlah seluruh guru) dengan kriteria penentuan peserta (guru berpendidikan S1/D4).

Participants of the Teacher Certification for Practicing Teachers program are both civil servant and non-civil servant teachers with a minimum education level of a bachelor's degree or four year diploma (S1/D4) who teach in preschools, primary schools, junior high schools, and senior high schools/vocational high schools. The determination of MoNE participants was carried out by kabupaten/kota education agencies, while those to be processed by MoRA were carried out at the central level. The criteria used for participants were in line with regulations: for MoNE the criteria were based on length of time in the job, age, rank, teaching load, position/extra tasks, and work performance. In the first year (quota 2006) work performance was the first criteria for participants, however, in the second year (quota 2007) length of time in the job became the first criteria. The implication of this is that every teacher will have the opportunity to participate in certification in accordance with her or his length of time working as a teacher. Specifically for the 2008 quota, participants had to have a Unique Teacher and Education Staff Identification Number (NUPTK). The criteria for MoRA participants who were religion teachers in public schools was the same as for MoNE teachers, whereas for teachers in Islamic schools a weighting system was used for the determination of criteria. In a limited number of cases there was an indication of deception in the determination of participants. In these cases, the process was not transparent, there were participants who had less work experience than those who were not chosen to become participants, and there were participants who became participants after they had approached and developed a close relationship with the kabupaten/kota education agency.

Selected teachers were asked to prepare a portfolio. In all study regions, the number of portfolios collected did not fulfill the quota; the range of portfolios submitted was 55%–95% of the quota. This problem was caused by the constraints in disseminating information, the availability and accuracy of data, the number of available teachers who fulfilled the criteria, and the difference between the basic determining factors for the quota (total number of teachers) and the criteria to determine participants (teachers with a S1/D4 education level).



Silvia Devina/SMERU

Program Sertifikasi Guru dalam Jabatan diharapkan akan meningkatkan mutu pendidikan, kesejahteraan guru, dan daya tarik profesi guru.

The Teacher Certification for Practicing Teachers program is expected to increase the quality of education, the welfare of teachers, and the attractiveness of the teaching profession.

Di semua wilayah studi terdapat indikasi penyimpangan pembuatan portofolio, seperti pemalsuan sertifikat dan penjiplakan dokumen. Mulai tahun kedua (2008), kemungkinan pemalsuan lebih terbatas karena adanya keharusan melampirkan dokumen asli untuk komponen pendidikan, pelatihan, dan forum ilmiah. Untuk pembuatan portofolio, peserta mengeluarkan biaya rata-rata Rp100.000–Rp500.000, antara lain, untuk membayar pengetikan serta perbanyakan dan penjiplakan portofolio.

Portofolio dikumpulkan melalui instansi tingkat kabupaten/kota untuk diserahkan ke Lembaga Pendidikan Tenaga Keguruan (LPTK) yang akan melakukan penilaian. Pada sertifikasi 2007, LPTK penyelenggara meliputi 31 LPTK jalur Depdiknas dan 16 LPTK jalur Depag. Umumnya informan menganggap penilaian LPTK akurat, sesuai pedoman, dan peserta tidak tahu individu yang menilai portofolionya. Namun, studi SMERU menemukan bahwa unsur subjektivitas penilaian cukup tinggi. Setiap LPTK cenderung mempunyai standar penilaian yang berbeda sehingga hasil penilaian portofolio yang diperoleh peserta dipengaruhi oleh LPTK mana yang melakukan penilaian.

Ada beberapa kategori status kelulusan penilaian portofolio, yakni lulus, harus melengkapi portofolio, tidak lulus atau mengikuti PLPG, dan gugur/tidak memadai. Persentase peserta yang lulus portofolio tergolong rendah. Di provinsi sampel lulusan berkisar 19%–47% dan di kabupaten/kota sampel lulusan berkisar 8%–61% dari jumlah portofolio yang dinilai.

Sekitar 77%–100% peserta yang tidak lulus penilaian portofolio mengikuti PLPG. Peserta menilai PLPG sangat bermanfaat, materi relevan dan tidak terlalu berat, dan instruktornya sangat kompeten. Dari hasil penilaian portofolio dan PLPG, seluruh peserta sertifikasi 2007 dinyatakan lulus kecuali yang gugur karena tidak memenuhi persyaratan kepesertaan, tidak memasukkan portofolio, atau tidak mengikuti PLPG. Karena hampir semua peserta pada akhirnya lulus, hal ini menimbulkan pertanyaan tentang keseriusan pelaksanaan sertifikasi.

Menurut ketentuan, peserta yang lulus akan memperoleh sertifikat pendidik dari LPTK dan nomor registrasi guru dari Depdiknas. Akan tetapi, hingga Juni 2008, seluruh peserta yang lulus belum memiliki nomor registrasi, dan semua peserta, kecuali sebagian peserta di Kalimantan Barat, belum memperoleh sertifikat. Selain itu, hanya peserta kuota 2006 jalur Depdiknas dan sebagian kecil guru madrasah non-PNS yang sudah menerima tunjangan profesi, itupun hanya untuk pembayaran triwulan pertama (Oktober–Desember 2007).

Indikasi Dampak Program

Dampak Program Sertifikasi Guru dalam Jabatan terhadap peningkatan kualitas guru masih diragukan karena sertifikasi tidak dirancang untuk mengidentifikasi guru terbaik dan hanya berupa penilaian terhadap portofolio. Namun, sebagian informan masih mempunyai harapan bahwa dengan adanya tunjangan profesi, kualitas guru akan meningkat karena guru tidak perlu lagi mencari

In all study regions there was an indication of deception in the preparation of portfolios, such as falsification of certificates and plagiarism of documents. In the second year of the certification process (2008), the possibility of falsification was limited to a greater extent because original documents for the education, training, and scientific forum components had to be attached. To create a portfolio, participants spent between Rp100,000–500,000 on typing, copying, and binding of their portfolios.

Portfolios were collected by kabupaten/kota level agencies to be submitted to institutions for the education of teaching staff (LPTKs) which carry out the assessments. For the 2007 certification, 31 LPTKs were involved in the process with MoNE and 16 LPTKs with MoRA. Generally, respondents felt that the LPTK's assessments were accurate, in line with the guidelines, and the participants did not know the person assessing their portfolios. However, SMERU's study found that the subjectivity in the assessment of portfolios was relatively high. LPTKs tended to have differing assessment standards, and the portfolio results participants received were influenced by which LPTK assessed their portfolios.

The portfolio assessment will result in either one of the following passing statuses: "direct pass", "must complete portfolio", "did not pass" or "must undertake remedial training", and "fail/unsatisfactory". The percentage of participants who passed the portfolio stage was low, 19%–47% of assessed portfolios in sample provinces and 8%–61% of assessed portfolios in sample kabupaten/kota.

Approximately 77%–100% of participants who did not directly pass the portfolio assessment stage participated in the PLPG. Participants stated that the PLPG was very useful, the material was relevant and not too difficult, and the instructors were very competent. From the portfolio assessment and PLPG results, all participants in the 2007 certification process were declared to have passed, except for those who failed because they did not fulfill the requirements to become a participant, did not complete a portfolio, or did not take part in the PLPG. Because almost all participants eventually passed, this fact raised questions about the seriousness of the implementation of certification.

According to the stipulations, participants who pass will be given an educator's certificate from LPTK and a teacher registration number from MoNE. However, as of June 2008, no participant who passed had received a registration number, and no participants, except for some in West Kalimantan, had received a certificate. Also, only participants from the 2006 MoNE quota and a small number of non-civil servant Islamic school teachers had received the professional allowance, and even that was only the payment for the first quarter (October–December 2007).

Indications of the Program Impact

The impact of the Teacher Certification for Practicing Teachers program on increasing the quality of teachers is still in doubt because the program was not designed to identify the best teachers but only to assess portfolios. However, some respondents do hope that the professional allowance will improve teachers' quality as teachers would no longer

penghasilan tambahan sehingga bisa lebih fokus dalam mengajar dan lebih termotivasi. Sebagian lain tidak yakin akan hal ini karena menganggap kualitas dan kinerja sebagai persoalan komitmen pribadi.

Secara umum adanya tunjangan profesi dinilai akan meningkatkan penghargaan terhadap profesi guru dan akan menarik minat lulusan terbaik untuk menjadi guru yang pada gilirannya akan meningkatkan kualitas guru dan mutu pendidikan. Sertifikasi juga telah mendorong guru-guru untuk melanjutkan pendidikan ke jenjang S1 dan aktif mengikuti berbagai kegiatan guna mendapatkan sertifikat.

Program Bantuan Kesejahteraan (Bankes) untuk Guru di Daerah Terpencil

Pelaksanaan Program

Untuk tahun ajaran 2007–2008, bankes diberikan kepada 20.000 guru SD di 199 kabupaten. Penentuan sekolah dan guru penerima Bankes dilakukan secara berjenjang, yakni Depdiknas memutuskan berdasarkan usul dari Dinas Pendidikan. Di tingkat kabupaten, Dinas Pendidikan mengidentifikasi sekolah-sekolah penerima berdasarkan sistem penilaian yang telah ditetapkan, antara lain, memasukkan faktor jarak dari kantor dinas pendidikan dan ketersediaan aliran listrik di desa. Seluruh guru di sekolah terpilih akan menerima tunjangan jika minimal sudah bekerja di sekolah tersebut selama 2 tahun dan mengajar 24 jam per minggu.

Hasil penelitian SMERU menunjukkan bahwa sosialisasi program tidak dilaksanakan secara optimal. Dari 1.091 guru sampel yang diwawancarai, rata-rata hanya sekitar 15% guru di daerah penerima dan 2% guru di daerah nonpenerima Bankes mengetahui program dengan baik. Itu pun, sebagian besar guru yang mengetahui adalah guru penerima program atau mengajar di daerah/sekolah penerima program.

need to look for extra sources of income and so could focus more on teaching and would also be more motivated. Some other respondents were not sure about this issue because they considered teachers' quality and performance a matter of personal commitment.

In general it was considered that the provision of the professional allowance would increase the respect of the teaching profession and attract the interest of the best graduates to become teachers, which ultimately will increase the quality of teachers and education. Certification has also pushed teachers to continue their study to the undergraduate degree (S1) level and actively take part in various activities in order to be certified.

Remote Area Allowance Program for Teachers

Program Implementation

For the 2007–08 academic year, an allowance was given to 20,000 primary school teachers in 199 kabupaten. The determination of which schools and teachers were to receive the allowance was conducted in stages, where MoNE selected recipients based on proposals submitted by the education agencies. At the kabupaten level, the education agency identified recipient schools based on a pre-determined assessment system, which included factors such as the distance of the school's location from the kabupaten education agency office and the availability of electricity in the village. All teachers in selected schools were to receive the allowance if they had worked in the school for a minimum of two years and taught at least 24 hours each week.

SMERU's research results show that the socialization of the program was not optimal. Of 1,091 sample teachers interviewed, on average only approximately 15% of teachers in allowance recipient areas and 2% of teachers in non-allowance recipient areas had a good understanding of the program. Furthermore, the majority of teachers who knew about the program were teachers who received the allowance or taught in regions/schools which received the allowance.



Silvia Devina/SMERU

Diharapkan bahwa tunjangan profesi bagi guru-guru di daerah terpencil dapat mempertahankan guru-guru yang berkualitas untuk terus aktif mengajar.

It is hoped that the provision of the professional allowance for teachers teaching in remote areas will keep quality teachers actively working in these areas.

Sebagian besar responden menilai bahwa prosedur dan kriteria penetapan guru penerima Bankes tidak jelas. Kuota program juga terbatas sehingga tidak semua guru yang memenuhi persyaratan tercakup. Akibatnya, muncul kecemburuan dari guru nonpenerima yang mengajar di sekolah yang sama dengan guru penerima. Selain itu, tidak adanya verifikasi terhadap hasil seleksi menyebabkan kesalahan sasaran, seperti kasus di salah satu wilayah studi, seorang penjaga sekolah terpilih menjadi penerima.

Untuk mengatasi kecemburuan, sebagian kepala sekolah di hampir seluruh wilayah sampel mengambil kebijakan memotong sebagian tunjangan guru penerima untuk dibagikan kepada guru nonpenerima. Kebijakan tersebut ada yang dilakukan secara formal melalui kesepakatan kepala sekolah dengan kepala cabang Dinas Pendidikan kecamatan, ada juga yang hanya berupa imbauan. Karena kebijakan tersebut, hampir 60% guru sampel penerima mengaku tidak menerima tunjangan secara utuh dengan jumlah potongan yang bervariasi. Secara umum, besar tunjangan rata-rata yang diterima guru penerima adalah 86,5% dari seharusnya.

Persoalan lain yang mengemuka adalah tidak jelasnya jadwal pemberian tunjangan dan penerimaan jumlah tunjangan yang bervariasi. Para guru penerima juga tidak tahu dengan pasti kapan tunjangan akan dibagikan dan untuk berapa lama. Hingga April 2008, di Kabupaten Sukabumi dan beberapa sekolah di Kabupaten Lombok Tengah sudah ada realisasi pembayaran tunjangan untuk Januari–Desember 2007. Di Kabupaten Kolaka, Kabupaten Lahat dan beberapa sekolah di Kabupaten Lombok Tengah, realisasi hanya untuk periode Januari–Juni 2007. Bahkan di Nunukan yang juga menjadi salah satu kabupaten penerima, bankes belum disalurkan dan hampir semua guru yang diwawancarai mengaku tidak mengetahui adanya program tersebut.

Indikasi Dampak Program

Hasil penelitian mengindikasikan bahwa pemberian bantuan kesejahteraan kepada guru di daerah terpencil belum memberikan dampak nyata terhadap kualitas pendidikan, khususnya terhadap tingkat kehadiran guru di sekolah. Secara umum, tingkat absensi guru penerima Bankes lebih tinggi dibanding tingkat absensi guru nonpenerima yang terdapat di sekolah penerima maupun di sekolah nonpenerima. Selain itu, tingkat absensi guru di daerah terpencil jauh lebih tinggi dibanding tingkat absensi guru di daerah tidak terpencil.

Namun, adanya dukungan pemerintah daerah ternyata mampu meningkatkan efektivitas program. Di Kabupaten Sukabumi, misalnya, selain bankes, pemerintah provinsi dan kabupaten juga menyediakan tunjangan untuk guru di daerah terpencil yang didukung kebijakan kabupaten untuk mengangkat guru yang berasal dari desa lokasi sekolah. Kombinasi kebijakan tersebut mampu menekan tingkat absensi guru di Sukabumi yang jauh lebih rendah dibanding tingkat absensi guru di kabupaten sampel penerima lainnya bahkan dibanding beberapa kabupaten nonpenerima.

The majority of respondents stated that the procedure and criteria for determining which teachers would receive the allowance were unclear. The program quota was also limited so not all teachers who fulfilled the requirements were covered. As a result, jealousy emerged between non-recipient teachers teaching in the same schools as recipient teachers. Also, there was no verification of the selection results, which led to mistargeting, for example, in one study region the school guard at a recipient school received the allowance.

To overcome the jealousy, some principals in almost all sample regions decided to deduct some of the allowance from recipient teachers and divide this money among non-recipient teachers. In some instances, this policy took place formally with an agreement between the school principal and the head of the local kecamatan education agency. In other cases, this took place in the form of an appeal to recipient teachers. Almost 60% of sample recipient teachers stated that because of this policy, they did not receive the complete amount of funds and that the deduction varied. Generally the average size of the allowance received by recipient teachers was 86.5% of what they should have received.

Another issue which emerged was that the timetable for the distribution of the allowance was not clear and there were variations in the amount actually received. Recipient teachers also did not know with certainty when the allowance would be distributed and for how long they would receive it. As of April 2008, in Kabupaten Sukabumi and some schools in Kabupaten Lombok Tengah, the allowance payments for January–December 2007 had been received. In Kabupaten Kolaka, Kabupaten Lahat, and some schools in Kabupaten Lombok Tengah, payments had only been received for the period of January–June 2007. Moreover in Nunukan, which was an allowance recipient kabupaten, the allowance had not yet been distributed and almost all teachers interviewed stated they did not know about the program.

Indications of the Program Impact

The research results indicate that giving an allowance to teachers in remote areas has not yet had a real impact on the quality of education, in particular on teacher attendance levels in schools. Generally, the absentee level for allowance recipient teachers is higher than that for non-recipient teachers in both recipient and non-recipient schools. Also, the teacher absentee level in remote areas is far higher than that in non-remote areas.

However, support from the regional government is able to increase the effectiveness of the program. In Kabupaten Sukabumi, for example, as well as the allowance program, the provincial and kabupaten governments provide an allowance for teachers in remote areas, supported by kabupaten policy to appoint teachers who come from the same area that the school is located in. The combination of policies was able to reduce the teacher absentee level in Sukabumi, which is far below the teacher absentee level in other sample recipient kabupaten and even lower than some non-recipient kabupaten.



Silvia Devina/SMERU

Dampak Program Sertifikasi Guru dalam Jabatan dan Program Bankes terhadap peningkatan kualitas guru masih dipertanyakan.

The impacts of the Teacher Certification for Practicing Teachers and Remote Area Allowance programs on increasing the quality education are still in question.

Kesimpulan dan Saran

Dampak Program Sertifikasi Guru dalam Jabatan dan Program Bankes terhadap peningkatan kualitas guru dan pendidikan secara umum belum terlihat secara nyata. Oleh karena itu, untuk peningkatan efektivitas program perlu perbaikan sebagai berikut.

1. Mekanisme sertifikasi perlu lebih dititikberatkan pada peningkatan kualitas guru daripada penilaian administratif. Selain itu, perlu dukungan sanksi yang tegas bagi pelanggaran dan penyimpangan pelaksanaan.
2. Perlu ada standar minimal kelulusan peserta. Peserta yang tidak lulus portofolio tidak otomatis menjadi peserta PLPG, dan ujian akhir PLPG tidak hanya formalitas yang pada akhirnya akan meluluskan seluruh peserta.
3. Transparansi perlu ditingkatkan di berbagai tahapan pelaksanaan kedua program, khususnya dalam penetapan guru peserta/penerima.
4. Perlu pemerataan dan ketersebaran guru antardaerah dan antarsekolah serta jaminan ketersediaan guru di daerah terpencil melalui kebijakan mutasi/rotasi guru dari sekolah/daerah yang kelebihan guru ke sekolah/daerah yang kekurangan guru.
5. Perlu dukungan pemerintah daerah untuk mendorong efektivitas pelaksanaan Program Bankes, antara lain, berupa dukungan dana, pemberian tunjangan untuk guru tertentu, serta kebijakan pengangkatan dan penempatan guru yang disesuaikan dengan lokasi sekolah.
6. Tunjangan profesi guru dan bankes harus diberikan secara tepat waktu dibarengi dengan sosialisasi yang efektif.
7. Perlu ada sistem pengawasan yang lebih efektif untuk meningkatkan kinerja guru bersertifikat dan di daerah terpencil, terutama menyangkut aspek pedagogik, profesional, dan kepribadian. ■

Conclusion and Recommendations

The impacts of the Teacher Certification for Practicing Teachers and Remote Area Allowance programs in increasing the quality of teachers and education are yet to be seen. Thus, improvements need to be made to increase the effectiveness of the programs, such as:

1. *The mechanisms for certification need to focus more on increasing the quality of teachers rather than on administrative assessments. The program also needs to be supported by firm sanctions for infringements and deception in program implementation.*
2. *There needs to be a minimal standard for participants to graduate. Participants who do not pass at the portfolio stage should not automatically become participants in the PLPG and the final exam for the PLPG should not be only a formality which all participants pass in the end.*
3. *Transparency needs to be increased in some stages of both programs, especially in determining participating/recipient teachers.*
4. *There needs to be an even distribution of teachers across regions and schools, as well as a guarantee that teachers will be available to work in remote areas. This could take place through a policy for the transfer or rotation of teachers from schools and regions with more than enough teachers to schools and regions with a shortage of teachers.*
5. *Regional government support is needed to support the effectiveness of the implementation of the Remote Area Allowance program; in the form of funds, distribution of an allowance for certain teachers, and policies to appoint and place teachers according to the location of the school.*
6. *The professional teacher allowance and remote area allowance must be distributed on time and must be accompanied by effective socialization.*
7. *There needs to be a more effective monitoring system to increase the performance of certified teachers and teachers in remote areas, particularly in regards to pedagogical and professional skills, as well as personal characteristics. ■*

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Silvia Devina/SMERU

Pemberian bankes kepada guru di daerah terpencil belum memberikan dampak nyata terhadap tingkat kehadiran guru di sekolah.

Allowances for teachers in remote areas have not yet had a real impact on teacher attendance levels in schools.

Mengintip Kegiatan SMERU/What's up at SMERU?

2 Februari 2009. Diskusi "Meninjau Peran Perempuan dalam Program Bantuan Tunai Bersyarat di Indonesia". SMERU menyelenggarakan diskusi mengenai desain penelitian ini dengan tujuan untuk memperoleh masukan dan tambahan informasi mengenai PKH (Program Keluarga Harapan) dari staf lainnya serta berbagai pemangku kepentingan. Dua narasumber kunci, yakni Ida Ruwaida Noor, M.Si. (Pusat Kajian Gender dan Seksualitas, FISIP Universitas Indonesia) dan Dr. Harapan Lumban Gaol (Departemen Sosial, Wakil Ketua PKH) membagi pandangan mereka. Penelitian ini adalah bagian dari inisiatif Social Protection in Asia dan didukung oleh Institute of Development Studies (IDS).

11 Februari 2009. Lokakarya Nasional "Pelajaran dari Studi Perbandingan Program-program Pemerintah di Indonesia dan Cina". Lokakarya yang digelar di kantor SMERU ini bertujuan untuk mengambil pelajaran dari sejumlah kebijakan program pembangunan Pemerintah Indonesia dan Pemerintah Cina. Narasumber yang hadir adalah Chikako Yamauchi dan Prof. Xin Meng dari Australian National University serta Widjajanti Isdijoso Suharyo dan Sirojudin Arif dari SMERU.

2 February 2009. Discussion on "Assessing the Roles of Women in Indonesia's Conditional Cash Transfer". SMERU held a discussion on the design of this research to gather input and obtain more information on PKH (Program Keluarga Harapan or Household Conditional Cash Transfer) from other staff as well as other stakeholders. Two key resource persons, Ida Ruwaida Noor, M.Si (Center for Studies on Gender and Sexuality, Faculty of Social and Political Studies, University of Indonesia) and Dr. Harapan Lumban Gaol (Ministry of Social Affairs, vice head of PKH) shared their views. This research is part of the Social Protection in Asia initiative and is supported by the Institute of Development Studies (IDS).

11 February 2009. National Workshop on "Comparative Lessons from Government Programs in Indonesia and China". Held at the SMERU office, this workshop aimed to draw lessons learned from the government development policies of China and Indonesia. Resource persons included Chikako Yamauchi and Prof. Xin Meng from the Australian National University and Widjajanti Isdijoso Suharyo and Sirojudin Arif of SMERU.

TINGKAT ABSENSI GURU DAN FAKTOR-FAKTOR YANG MEMENGARUHINYA

TEACHER ABSENTEE LEVELS AND ITS INFLUENCING FACTORS

Nina Toyamah*



Silvia Devina/SMERU

Salah satu aspek penting dalam menjamin kualitas pendidikan adalah tersedianya guru yang berkualifikasi di kelas. Di wilayah terpencil khususnya, sulit mendapatkan guru yang berkualitas, dan walaupun ada, sering guru-guru ini tidak hadir di kelas. Program pemberian tunjangan atau dikenal sebagai Bantuan Kesejahteraan (Banks) untuk Guru di Daerah Terpencil yang mulai diberikan pada 2007 dimaksudkan untuk menarik minat atau mempertahankan para guru, terutama mereka yang berkualitas baik, di daerah-daerah yang selama ini dikenal susah mendapatkan staf pengajar.

Efektivitas Program Banks, antara lain, dapat diukur dari pengaruhnya terhadap tingkat absensi guru di sekolah-sekolah penerima. Apakah tingkat absensi guru penerima Banks lebih rendah daripada tingkat absensi guru yang tidak menerimanya? Bagaimana perubahan tingkat absensi guru dalam kurun lima tahun terakhir sejak survei tentang absensi guru pertama yang dilakukan Lembaga Penelitian SMERU pada 2003? Selain banks, faktor apa saja yang memengaruhi tingkat absensi guru? Untuk menjawab pertanyaan-pertanyaan tersebut SMERU melakukan survei absensi guru kedua pada 2008.

One important factor in ensuring the quality of education is the presence of a qualified teacher in the classroom. Particularly in remote areas, it is difficult to find quality teachers, and even if this is possible, the teachers are often away from the classroom. The allowance distribution program, also known as the Welfare Allowance for Teachers in Remote Areas (in this article shortened to "Remote Area Allowance" or RA), first distributed in 2007, aims to attract or keep teachers, especially good quality teachers, in regions which are known for having difficulties obtaining staff.

The effectiveness of the Remote Area Allowance program can be measured by looking at the impact the allowance has on the teacher absentee levels in RA recipient schools. Is the teacher absentee level lower for teachers who receive the remote area allowance than for those who do not? How has the teacher absentee level changed over the last five years since The SMERU Research Institute's first survey on teacher absenteeism in 2003? What factors, aside from the remote area allowance, influence the teacher absentee level? To answer these questions, SMERU conducted a second survey on teacher absenteeism in 2008.

* Nina Toyamah adalah peneliti Lembaga Penelitian SMERU.

* Nina Toyamah is a researcher at The SMERU Research Institute.

Survei dilaksanakan di lima kabupaten penerima Bankes (Lahat, Sumatra Selatan; Sukabumi, Jawa Barat; Lombok Tengah, Nusa Tenggara Barat; Kolaka, Sulawesi Tenggara; dan Nunukan, Kalimantan Timur) dan lima kabupaten/kota nonpenerima Bankes (Kota Pekanbaru, Riau; Kota Bandung, Jawa Barat; Kota Surakarta, Jawa Tengah; Kabupaten Tuban, Jawa Timur; dan Kabupaten Gowa, Sulawesi Selatan) pada Maret–April 2008. Pemilihan kabupaten/kota sampel menggunakan metode yang sama seperti survei 2003, yaitu distratifikasi dengan mengelompokkan kabupaten/kota sampel menurut kategori wilayah geografis (Jawa, Sumatra, Kalimantan, Sulawesi, dan Nusa Tenggara) dan kemudian diacak proporsional dengan jumlah penduduk. Di setiap kabupaten penerima Bankes dipilih secara acak 18 SDN sampel yang terdiri dari 8 SDN penerima dan 10 SDN nonpenerima Bankes. Di setiap kabupaten/kota nonpenerima Bankes dipilih 16 SDN sampel nonpenerima, 8 SDN di antaranya merupakan sekolah yang disurvei pada 2003. Sebanyak 170 SDN sampel, terdiri dari 39 SDN penerima dan 131 SDN nonpenerima Bankes yang tersebar di 124 desa/kelurahan, 57 kecamatan dan 11 kabupaten/kota sampel di 9 provinsi, dapat dikunjungi tim peneliti SMERU.¹

Perhitungan tingkat absensi guru mengacu pada konsep yang digunakan dalam menghitung tingkat absensi guru pada survei 2003 agar hasilnya dapat dibandingkan. Semua guru sampel berstatus sebagai guru purna waktu yang mengajar di SD Negeri (SDN). Guru sampel yang oleh kepala sekolah atau orang yang mewakilinya dilaporkan telah pindah dan atau bertugas pada giliran (*shift*) kerja yang berbeda dikeluarkan dari analisis kajian karena tidak mungkin dilakukan verifikasi atas keberadaan semua guru tersebut.

Perubahan Tingkat Absensi Guru dan Alasan Guru Absen

Berdasarkan nilai rata-rata tertimbang (*weighted average*)², tingkat absensi guru pada 2008 adalah 14,8%, lebih rendah dari tingkat absensi guru pada 2003 (20,1%). Namun demikian, kisaran tingkat absensi guru antardaerah sampel yang sama semakin besar. Pada 2003, tingkat absensi terendah adalah 16,0% di Kota Surakarta dan tertinggi 33,5% di Kota Pekanbaru. Pada 2008, tingkat absensi guru terendah 6,2% di Kota Surakarta dan tertinggi 25,0% di Kabupaten Lombok Tengah (lihat Tabel 1).

Tingkat absensi guru di lima kabupaten/kota nonpenerima Bankes menunjukkan penurunan. Di Kota Pekanbaru dan Surakarta, tingkat absensi guru turun drastis lebih dari 50%, di Kota Bandung turun sekitar 35%, di Kabupaten Tuban turun sekitar 18%, sedangkan di Kabupaten Gowa hanya turun kurang dari 3%. Turunnya tingkat absensi ini tampaknya dipengaruhi faktor kebijakan pemerintah daerah/kota, seperti persaingan untuk

The survey was carried out in five RA kabupaten (districts) (Lahat, South Sumatra; Sukabumi, West Java; Lombok Tengah, West Nusa Tenggara; Kolaka, Southeast Sulawesi; and Nunukan, East Kalimantan) and five non-RA kabupaten/kota (districts/cities) (Kota Pekanbaru, Riau; Kota Bandung, West Java; Kota Surakarta, Central Java; Kabupaten Tuban, East Java; and Kabupaten Gowa, South Sulawesi) from March to April 2008. The method used to select the sample kabupaten/kota was the same as for the 2003 survey. The survey regions were stratified and grouped as sample kabupaten/kota according to geographic region categories (Java, Sumatra, Kalimantan, Sulawesi, and Nusa Tenggara) and were then randomly selected proportionate to population size. In each RA kabupaten 18 public primary schools (SDN) were randomly selected, consisting of 8 RA schools and 10 non-RA schools. In each non-RA kabupaten/kota 16 non-RA schools were selected, 8 of which had been surveyed in 2003. The SMERU research team was able to visit 170 sample schools: 39 RA schools and 131 non-RA schools spread over 124 villages/kelurahan¹, 57 kecamatan (subdistricts) and 11 sample kabupaten/kota in 9 provinces.²

The teacher absentee level was calculated using the same concepts as for the calculation of the teacher absentee level in the 2003 survey so that the results could be compared. All sample teachers were full time teachers in public primary schools. Sample teachers reported by the principal or the principal's representative as having moved or as working a different shift were taken out of the study analysis because it would not be possible to carry out a verification of these teachers.

Changes in the Teacher Absentee Level and Reasons for Teachers' Absence

Based on weighted average³ calculation, the teacher absentee level in 2008 was 14.8%, lower than the teacher absentee level in 2003 (20.1%). However, the range of teacher absentee levels across the same sample regions has increased. In 2003, the lowest absentee level was 16.0% in Kota Surakarta and the highest was 33.5% in Kota Pekanbaru. In 2008, the lowest teacher absentee level was 6.2% in Kota Surakarta and the highest was 25.0% in Kabupaten Lombok Tengah (see Table 1).

The teacher absentee levels in the five non-RA kabupaten/kota declined. In Kota Pekanbaru and Surakarta, the teacher absentee level declined drastically, by more than 50%; in Kota Bandung the drop was approximately 35%; in Kabupaten Tuban it was approximately 18%; while in Kabupaten Gowa the teacher absentee level decreased by only 3%. These decreases in the absentee levels appear to be due to factors such as regional or city government policies, such as a competition to

¹ Di Kabupaten Kolaka, satu SDN sampel berganti kategori. Semula dikategorikan sebagai penerima Bankes, tetapi ternyata merupakan nonpenerima Bankes.

² Nilai rata-rata tertimbang diperoleh dengan memberi bobot pada nilai yang membentuk rata-rata. Dalam analisis terhadap hasil survei 2003 dan 2008, pembobotan diberikan untuk setiap daerah sampel yang dihitung berdasarkan proporsi jumlah penduduk dan metode penentuan daerah dan sekolah sampel. Karena pada 2008 pemilihan daerah dan sekolah sampel mempertimbangkan keberadaan penerima Bankes, maka besarnya bobot yang diberikan untuk masing-masing daerah sampel berbeda dengan 2003.

¹ A kelurahan is a village level administrative area located in an urban center.

² In Kabupaten Kolaka, one sample school changed categories. Originally it was categorized as an RA recipient school, but in fact it was a non-recipient school.

³ Weighted average amounts are derived by weighting the scores which make up the average. In the analysis of the 2003 and 2008 survey results, the weighting given to each sample region was calculated based on the proportion of the population size, and the method for determining school regions and samples. Because in 2008 the selection of sample regions and schools took into account whether the region or school was an RA recipient, the size of the weighting given to the sample regions is different to that given in 2003.

Tabel 1. Tingkat Absensi Guru: Survei 2003 dan 2008 (%)
Table 1. Teacher Absentee Level: 2003 and 2008 Surveys (%)

No.	Kabupaten/Kota Sampel/ Sample Kabupaten/Kota	Survei 2003/2003 Survey	Survei 2008/2008 Survey
A. Penerima Bankes/Remote Area Allowance Recipients			
1.	Kabupaten Lahat	-	18,9
2.	Kabupaten Sukabumi	-	12,9
3.	Kabupaten Lombok Tengah	17,7	25,0
4.	Kabupaten Kolaka	-	44,1
5.	Kabupaten Nunukan	-	25,2
Rata-rata Tertimbang A/Weighted Average of A		17,7	18,8
B. Nonpenerima Bankes/Non-Remote Area Allowance Recipients			
1.	Kota Pekanbaru	33,5	9,5
2.	Kota Bandung	27,1	17,5
3.	Kota Surakarta	16,0	6,2
4.	Kabupaten Tuban	22,9	18,8
5.	Kabupaten Gowa	20,7	20,0
Rata-rata Tertimbang B/Weighted Average of B		24,3	13,9
C. Daerah Sampel Lainnya/Other Sample Regions			
1.	Kota Cilegon	18,1	-
2.	Kabupaten Magelang	7,4	-
3.	Kota Pasuruan	11,8	-
4.	Kabupaten Rejang Lebong	18,8	-
Rata-rata Tertimbang A, B, C/Weighted Average of A, B, C		20,1	14,8 ^a

Catatan: Tingkat absensi guru di masing-masing kabupaten/kota adalah nilai tidak tertimbang.

Note: Teacher absentee levels in the various kabupaten/kota are unweighted averages.

^aDengan menggunakan variabel lain, yaitu pada saat enumerator menemui guru untuk pertama kali, didapatkan tingkat absensi sebesar 14,1% (Pradhan, 2008).

^aBy using another variable, when enumerators met with teachers for the first time, an absentee rate of 14.1% was found (Pradhan, 2008).

mendapatkan gelar sekolah favorit di Surakarta, keputusan Dinas Pendidikan untuk menetapkan pengawas berkantor di tingkat gugus yang berlokasi di kompleks sekolah di Bandung, adanya peningkatan tunjangan prestasi kerja (TPK) yang hampir delapan kali lipat, dan pemberian tunjangan tambahan kepada guru yang mengajar di sekolah di daerah pinggiran oleh Pemerintah Kota Pekanbaru. Sementara itu, di Kabupaten Lombok Tengah tingkat absensi guru meningkat dari 17,7% pada 2003 menjadi 25,0% pada 2008. Peningkatan ini disebabkan selain oleh tidak adanya dukungan kebijakan dari pemda, juga karena ada tambahan SDN sampel di daerah terpencil.

Di antara kabupaten penerima Bankes, tingkat absensi guru di Kabupaten Sukabumi (12,9%) adalah yang paling rendah. Adanya Peraturan Bupati Sukabumi No.26A/2007 yang, antara lain, mewajibkan guru di daerah terpencil untuk tinggal di wilayah kerjanya serta kebijakan memberi tunjangan serupa bankes dari Pemerintah Daerah (Pemda) Kabupaten dan Provinsi Jawa Barat diperkirakan menjadi faktor pendorong. Sementara itu, tingkat absensi guru di Kabupaten Kolaka justru sudah sangat mengkhawatirkan, yaitu mencapai 44,1%, tertinggi di antara kabupaten penerima Bankes.

be named the favorite school in Surakarta, a decision by the education agency to place supervisors in offices located within school complexes in Bandung, the increase in the work performance allowance (TPK) which increased by almost eight times, and the Kota Pekanbaru Government's distribution of an extra allowance for teachers who teach in schools in fringe regions. In Kabupaten Lombok Tengah the teacher absentee level actually rose from 17.7% in 2003 to 25.0% in 2008. This increase was caused by the lack of support from the local government, in terms of policies, and also because of an increase in the number of sample schools in remote areas.

The teacher absentee level in Kabupaten Sukabumi (12.9%) was the lowest of all the RA kabupaten. Factors which are thought to have led to this low rate are the Sukabumi Bupati⁴ Regulation No. 26A/2007, which requires teachers in remote areas to live in the same area in which they work, and the kabupaten government and West Java Provincial Government policy of giving an allowance similar to the remote area allowance to teachers. In contrast, the teacher absentee level in Kabupaten Kolaka is very worrying, reaching 44.1%, the highest of any RA kabupaten.

⁴ Head of the kabupaten.

Tabel 2. Alasan Guru Absen, Survei 2003 dan 2008 (%)
Table 2. Reasons for Teachers' Absence, 2003 and 2008 Surveys (%)

No.	Alasan/Reason	Survei 2003/2003 Survey	Survei 2008/2008 Survey
1	Sakit/Sick	11,7	13,8
2	Tidak hadir dengan izin/Absent with permission	21,2	31,3
3	Mengerjakan tugas lain yang terkait dengan kegiatan mengajar/ Working on tasks related to their teaching duties	16,6	28,4
4	Mengerjakan tugas lain yang tidak terkait dengan kegiatan mengajar/ Working on tasks unrelated to their teaching duties	2,8	0,7
5	Diperkirakan datang terlambat/Thought to be running late	5,9	6,5
6	Pulang cepat/Left work early	5,9	5,0
7	Tidak tahu/Unknown	7,9	6,5
8	Tidak hadir tanpa izin dan tanpa alasan/Absent without permission and without a reason	23,1	7,8
9	Lainnya/Other	5,0	-
Total/Total		100,0	100,0

Catatan: Persentase adalah nilai rata-rata tertimbang.
 Note: Percentages are the weighted average amounts.

Berbeda dengan hasil survei 2003, pada survei 2008 perkembangan kemajuan wilayah secara jelas berpengaruh terhadap tingkat absensi guru. Di wilayah yang relatif lebih maju, yaitu di perkotaan tingkat absensi guru lebih rendah daripada di wilayah pedesaan/kabupaten. Demikian pula tingkat absensi guru di kabupaten/kota yang terletak di wilayah Indonesia bagian barat lebih rendah daripada di wilayah bagian tengah/timur. Data juga menunjukkan bahwa tingkat absensi guru di daerah penerima Bankes atau daerah terpencil (25,3%) lebih tinggi daripada tingkat absensi guru di daerah tidak terpencil (14,1%).

Dari semua guru yang absen pada 2003, sekitar 33% absen karena sakit dan tidak hadir dengan izin resmi, 17% dilaporkan sedang bertugas secara resmi di luar sekolah, 15% dilaporkan sedang mengerjakan tugas yang tidak terkait dengan tugas mengajar, datang terlambat, dan pulang cepat, serta sebanyak 36% absen dengan alasan yang tidak jelas. Pada 2008 45% guru absen karena sakit dan tidak hadir dengan izin resmi, 28% sedang bertugas secara resmi di luar sekolah, 12% sedang mengerjakan tugas yang tidak terkait dengan tugas mengajar, datang terlambat, dan pulang cepat, serta 14% tidak hadir tanpa izin (lihat Tabel 2). Walaupun alasan guru absen cenderung lebih bisa dipertanggungjawabkan pada 2008, namun guru absen karena berbagai alasan yang tidak dapat dibenarkan masih menjadi persoalan.

Dampak Program Bankes terhadap Tingkat Absensi Guru di Daerah Terpencil

Dampak program Bankes terhadap tingkat absensi guru di daerah terpencil dilihat dari perbandingan tingkat absensi guru penerima Bankes dengan guru nonpenerima di SDN penerima maupun di SDN nonpenerima (lihat Tabel 3). Di Kabupaten Lahat, tingkat absensi guru penerima ternyata lebih rendah (25,6%) daripada tingkat absensi guru nonpenerima di SDN penerima Bankes (30,8%), namun masih jauh lebih tinggi daripada tingkat absensi guru di SDN nonpenerima (12,7%). Hal ini mengindikasikan

Differing from the results of the 2003 survey, in the 2008 survey the development and progress of a region had a clear impact on the teacher absentee level. In relatively developed areas, such as urban areas, the teacher absentee level is lower than in rural/kabupaten areas. The same is true for the teacher absentee level in kabupaten/kota in western Indonesia where the teacher absentee level is lower than areas in central and eastern Indonesia. The data also shows that the teacher absentee level in RA areas or remote areas (25.3%) is higher than the teacher absentee level in areas that are not remote (14.1%).

Of all the teachers who were absent in 2003, approximately 33% were absent because they were sick or absent with permission; 17% were reported to be working on official tasks outside the school; 15% were said to be working on tasks unrelated to their teaching responsibilities, arrived late, or left work early; and 36% were absent without a clear reason. In 2008, 45% of teachers were absent because they were sick or were absent with permission; 28% were working on official tasks outside the school; 12% were working on tasks unrelated to their teaching responsibilities, arrived late, or left work early; and 14% were absent without leave (see Table 2). Although the reasons for teachers' absences could be better accounted for in 2008, there is still the problem of teachers being absent without a justifiable reason.

Impact of the Remote Area Allowance Program on Teacher Absentee Levels in Remote Areas

The impact of the Remote Area Allowance program on teacher absentee levels in remote areas can be seen by comparing the teacher absentee level for RA recipient teachers with the absentee level for nonrecipient teachers in RA and non-RA schools (see Table 3). In Kabupaten Lahat, the teacher absentee level for RA recipient teachers is lower (25.6%) than the teacher absentee level for nonrecipient teachers in RA schools (30.8%). However, this is still far higher than the teacher absentee level in non-RA schools (12.7%). This indicates the beginnings of a positive impact from the Remote Area Allowance program. In

Perkembangan kemajuan wilayah berpengaruh terhadap tingkat absensi guru. Di wilayah yang relatif lebih maju, yaitu di perkotaan tingkat absensi guru lebih rendah daripada di wilayah pedesaan/kabupaten.

The development of a region has an impact on the teacher absentee level. In relatively developed areas, such as urban areas, the teacher absentee level is lower than in rural/kabupaten areas.



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mulai adanya dampak positif dari Program Bankes. Di Kabupaten Sukabumi, tingkat absensi guru penerima maupun nonpenerima Bankes di SDN penerima Bankes relatif hampir sama (12,5% dan 12,0%) dan sedikit lebih rendah daripada tingkat absensi guru di SDN nonpenerima (13,3%). Rendahnya tingkat absensi guru penerima tersebut disebabkan oleh adanya kebijakan yang sangat kondusif dari pemerintah daerah. Akan tetapi, di dua kabupaten sampel lainnya (Lombok Tengah dan Kolaka), tingkat absensi guru penerima Bankes masih jauh lebih tinggi daripada guru nonpenerima, baik di SDN penerima maupun SDN nonpenerima. Rata-rata tingkat absensi guru penerima Bankes di semua kabupaten sampel (31,5%) jauh lebih tinggi daripada tingkat absensi guru nonpenerima, baik di SDN penerima maupun di SDN nonpenerima. Hal ini mengindikasikan bahwa secara umum keberadaan Program Bankes belum memberikan dampak positif terhadap tingkat kehadiran guru di daerah terpencil.

Tingkat Absensi Guru Berdasarkan Karakteristik Individual dan Sekolah

Tingkat absensi guru juga dipengaruhi oleh karakteristik individual guru dan karakteristik sekolah tempat guru mengajar. Keterkaitan antara karakteristik individual dengan tingkat absensinya, antara lain, ditunjukkan dari fakta bahwa pada kedua survei tingkat absensi guru perempuan lebih rendah dibanding guru laki-laki, dan tingkat absensi guru tetap/PNS cenderung lebih rendah daripada guru honorer/kontrak. Namun, hasil kedua survei tidak menunjukkan hasil yang konsisten untuk variabel lainnya seperti status perkawinan, tempat lahir, dan tempat tinggal guru. Demikian pula berdasarkan tingkat pendidikan umum tertinggi dan tingkat pendidikan keguruan yang ditempuh para guru, hasil kedua survei menunjukkan pola yang berbeda.

Kabupaten Sukabumi, the teacher absentee levels for RA recipient and nonrecipient teachers in RA recipient schools are almost the same (12.5% and 12.0%) and are slightly lower than the teacher absentee level in nonrecipient schools (13.3%). The low absentee level for RA recipient teachers is caused by the existence of very conducive regional government policies. However, in the two other sample kabupaten (Lombok Tengah and Kolaka), the absentee level for RA recipient teachers is still far higher than that for non-RA recipient teachers, both in RA schools and non-RA schools. The average absentee level for RA recipient teachers in all sample kabupaten (31.5%) is far higher than the absentee level of non-RA recipient teachers, both in RA recipient schools and non-RA recipient schools. This indicates that in general, the Remote Area Allowance program is yet to have a positive impact on teacher attendance levels in remote areas.

Teacher Absentee Levels Based on Individual and School Characteristics

Teacher absentee levels are influenced by individual teacher characteristics and by the characteristics of the schools in which the teachers work. The relationship between individual characteristics and absentee levels can be seen from the fact that in both surveys, the teacher absentee level for female teachers is lower than that for male teachers, and the teacher absentee level for permanent or civil servant teachers tends to be lower than that for honorer/kontrak teachers (teachers paid entirely by their school). However, for other variables such as marital status, place of birth, and place of residence, the two surveys were not consistent in their results. This was also the case for the highest general education level of teachers and the level of teacher education teachers have achieved; the results of both surveys showed different patterns.

**Tabel 3. Perbandingan Tingkat Absensi Guru Penerima dan Nonpenerima Bankes di Kabupaten Penerima Bankes (%) /
Table 3. Comparison of Teacher Absentee Levels of RA and Non-RA Teachers in RA Kabupaten (%)**

No.	Kabupaten Sampel Penerima Bankes/ <i>Sample RA Kabupaten</i>	Di SDN Penerima Bankes/ <i>Non-RA Schools</i>			Di SDN Nonpenerima/ <i>In Non-RA Schools</i>	Total
		Guru Penerima Bankes/ <i>RA Teachers</i>	Guru Nonpenerima Bankes/ <i>Non-RA Teachers</i>	Rata-rata/ <i>Average</i>		
1	Kabupaten Lahat	25,6	30,8	26,8	12,7	18,9
2	Kabupaten Sukabumi	12,5	12,0	12,2	13,3	12,9
3	Kabupaten Lombok Tengah	27,3	23,1	26,1	24,2	25,0
4	Kabupaten Kolaka	53,1	43,8	50,0	39,7	44,1
5	Kabupaten Nunukan	-	-	-	25,2	25,2
	Rata-rata/ <i>Average</i>	31,5	25,4	29,3	24,4	25,3

Catatan: Tingkat absensi guru adalah nilai rata-rata tidak tertimbang.
Note: *The teacher absentee levels are unweighted averages.*

Jika dilihat berdasarkan karakteristik sekolah, tingkat absensi guru di sekolah yang kepala sekolahnya absen, lebih tinggi dibanding sekolah yang kepala sekolahnya hadir. Guru di sekolah yang berlokasi dekat dengan kantor Dinas Pendidikan mempunyai tingkat absensi lebih rendah dibanding dengan sekolah yang jauh dari kantor Dinas Pendidikan. Demikian pula tingkat absensi guru di sekolah dengan fasilitas yang lebih baik (tersedia toilet, listrik, dan ruang kelas yang memadai) cenderung lebih rendah daripada di sekolah yang fasilitasnya kurang. Pada 2008 tingkat absensi guru di sekolah yang berlokasi dekat dengan jalan beraspal lebih rendah daripada guru di sekolah yang letaknya relatif lebih jauh dari jalan beraspal, sedangkan pada 2003 menunjukkan hasil sebaliknya.

Kesimpulan dan Saran

Selama lima tahun terakhir tingkat absensi guru di Indonesia menunjukkan penurunan, namun variasi di antara daerah sampel semakin besar. Ditinjau dari alasan guru absen juga terlihat adanya perbaikan, akan tetapi masih ada guru absen karena berbagai alasan yang tidak dapat dibenarkan. Survei 2008 menunjukkan bahwa perkembangan suatu wilayah secara nyata memengaruhi tingkat absensi guru, yaitu tingkat absensi guru di wilayah yang relatif maju lebih rendah daripada di wilayah yang kurang berkembang. Selain itu, tingkat absensi guru dipengaruhi oleh berbagai faktor lain, seperti karakteristik guru dan kondisi sekolah.

Pemberian bankes kepada guru di daerah terpencil yang diharapkan akan mendorong perbaikan mutu pendidikan, belum memberikan dampak nyata pada tingkat absensi guru. Indikasi dampak pemberian bankes terhadap tingkat absensi guru hanya terlihat di Kabupaten Sukabumi, namun hal ini diduga didorong oleh adanya beberapa kebijakan daerah yang mendukung.

Efektivitas kebijakan lokal dalam upaya menekan tingkat absensi guru juga terlihat di daerah lainnya, terutama di daerah nonpenerima Bankes, di antaranya, berupa pemberian insentif dan sanksi kepada guru, mekanisme pengawasan yang lebih efektif, dan kondisi persaingan yang sehat antarsekolah.

If examined according to school characteristics, the teacher absentee level in schools where the principal is absent is higher than in schools where the principal is present. Teachers in schools located near the education agency office have a lower teacher absentee level than schools located far from the education agency office. The teacher absentee levels for schools with better facilities (toilets, electricity, and adequate classrooms) also tend to be lower than that for schools with poor facilities. In 2008 the teacher absentee level for schools located near an asphalted road was lower than that for teachers in schools located far from an asphalted road, while in 2003 the opposite was found to be the case.

Conclusion and Recommendations

Over the past five years the teacher absentee level in Indonesia has decreased, however the variation between sample regions has increased. Reasons for teachers' absences have also improved, however teachers are still absent with unjustifiable reasons. The 2008 survey showed that the development of a region influenced the teacher absentee level; with the teacher absentee levels in relatively developed areas being lower than absentee levels in underdeveloped regions. The teacher absentee level is also influenced by various other factors, such as teacher characteristics and the condition of the school.

The distribution of the remote area allowance for teachers in remote areas, which was hoped to improve the quality of education, has not yet had a real impact on the teacher absentee level. An indication of an impact of the remote area allowance on the teacher absentee level can only be seen in Kabupaten Sukabumi, however, the impact is thought to be supported by conducive local policies.

The effectiveness of local policies in being able to suppress the teacher absentee level can also be seen in other regions, particularly in non-RA areas. This is in the form of incentives and sanctions for teachers, more effective monitoring mechanisms, and an environment of healthy competition between schools.

Salah satu upaya mengurangi tingkat absensi guru adalah dengan mengatasi celah perbedaan yang semakin lebar antara kondisi pendidikan di wilayah yang lebih maju dengan wilayah terpencil.

One way to reduce teacher absentee levels is by overcoming the increasing gap between education conditions in developed and remote areas.



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Berdasarkan hasil penelitian ini, paling tidak terdapat tiga hal utama yang perlu mendapat perhatian dalam upaya mengurangi tingkat absensi guru: (i) mendorong tumbuhnya inisiatif lokal/daerah dalam upaya menekan tingkat absensi guru; (ii) mengatasi celah perbedaan yang semakin lebar antara kondisi pendidikan di wilayah yang lebih maju dengan wilayah terpencil, antara lain, melalui penyesuaian pengalokasian biaya operasional sekolah untuk sekolah-sekolah di daerah terpencil; dan (iii) memastikan ketersediaan guru di daerah terpencil, antara lain, melalui pengangkatan guru (honorar/kontrak) yang berdomisili relatif dekat dengan lokasi sekolah. ■

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Based on these research results, there are three main issues which need to be attended to in order to reduce the teacher absentee levels: (i) encouraging the development of local/regional initiatives in efforts to suppress the teacher absentee levels; (ii) overcoming the increasing gap between education conditions in developed and remote areas, through adjusting the allocation of school operational funds for schools in remote areas; and (iii) ensuring the availability of teachers in remote areas through appointing (honorar/kontrak) teachers who live relatively close to their schools. ■

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PORTOFOLIO DAN PENINGKATAN KUALITAS GURU

PORTFOLIOS AND IMPROVEMENT IN TEACHER QUALITY

Hastuti*



Hastuti/SMERU

Banyak pihak meragukan bahwa Program Sertifikasi Guru dalam Jabatan akan mampu mencapai tujuan untuk meningkatkan kualitas guru (Hastuti, 2009). Pendapat tersebut dilatarbelakangi oleh beberapa alasan, terutama karena sertifikasi guru tidak dilakukan melalui kegiatan yang secara langsung berhubungan dengan peningkatan kualitas, melainkan melalui penilaian portofolio. Portofolio hanya merupakan kumpulan dokumen bersifat administratif yang sudah dimiliki guru. Sepuluh komponen yang harus dipenuhi dalam portofolio tidak mencerminkan bagaimana kualifikasi guru ketika mengajar di dalam kelas, melainkan lebih menunjukkan aktivitas atau prestasi guru dalam melakukan tugas sekunder seperti mengikuti pelatihan, seminar, lomba guru teladan, karya tulis, dan kegiatan sosial. Dalam banyak kasus, guru yang mempunyai banyak aktivitas semacam itu justru lebih sering meninggalkan tugas mengajar di kelas.

Selain itu, dokumen-dokumen pendukung portofolio, seperti sertifikat pelatihan dan seminar, piagam penghargaan, dan rencana pelaksanaan pembelajaran (RPP) sangat mudah dipalsukan. Di semua wilayah studi SMERU terdapat beberapa informan yang melaporkan adanya indikasi penyimpangan pembuatan

Many people doubt whether the Teacher Certification for Practicing Teachers program can meet its goal of improving teacher quality (Hastuti, 2009). They cite a number of reasons, the most important of which is that the certification process does not directly involve quality improvement activities; rather, it is conducted through portfolio assessments. A portfolio is simply a collection of administrative documents that a teacher has already acquired. A teacher's success in meeting the ten components required for the portfolio assessment does not necessarily reflect how well he or she performs in class. Instead, the portfolio only shows that the teacher has managed to participate in activities such as training programs, seminars, model teacher contests, writing contests, and social activities, which are actually only of secondary importance. In many cases, teachers who are engaged in such activities in fact often abandon their teaching duties in class.

Another problem is that a teacher's portfolio, such as training and seminar certificates, certificates of appreciation, and lesson plans (RPP—Rencana Pelaksanaan Pembelajaran) can be easily forged. In each of SMERU's study areas, there was a number of informants who stated that this occurred. Teachers, school principals, and relevant

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portofolio. Para guru, kepala sekolah, dan dinas terkait, antara lain, menyebutkan adanya pemalsuan surat keterangan atau sertifikat seminar, pelatihan, dan perlombaan, juga penjiplakan RPP. Lembaga Pendidikan Tenaga Kependidikan (LPTK) juga menginformasikan adanya dokumen portofolio yang palsu seperti legalisir ijazah yang capnya meragukan, sertifikat bernama perempuan tetapi fotonya laki-laki, portofolio yang semua sertifikatnya ditemplei foto yang sama padahal rentang tahunnya berbeda puluhan tahun, sertifikat yang jenis hurufnya berbeda, dan lain sebagainya. Berdasarkan pengamatan terhadap beberapa sampel portofolio, SMERU juga menemukan portofolio yang mempunyai beberapa surat keterangan keikutsertaan dalam lomba yang tampak seperti hasil penggandaan karena isi, bentuk, dan tata letaknya sama.

Meskipun pada sertifikasi 2008 terdapat perubahan kebijakan karena portofolio harus menyertakan dokumen yang asli untuk komponen pendidikan, pelatihan, dan keikutsertaan dalam forum ilmiah, namun upaya pemalsuan masih dimungkinkan. Apalagi di tingkat masyarakat terdapat upaya pembuatan portofolio oleh pihak lain (Kotak 1). Sebagai contoh, di salah satu wilayah studi ditemui biro jasa informal yang bisa menerima pesanan pembuatan dokumen dan portofolio peserta Program Sertifikasi Guru dalam Jabatan.

Sesuai dengan temuan lapangan di atas, tidak mengherankan bila muncul keraguan banyak pihak terhadap efektivitas Program Sertifikasi Guru dalam Jabatan dalam meningkatkan kualitas guru dan pendidikan secara umum. Bahkan ada yang berpendapat bahwa program ini bukannya memotivasi guru untuk meningkatkan kualitas dan prestasi, melainkan telah mendorong guru untuk melakukan manipulasi—suatu tindakan yang seharusnya dihindari oleh guru sebagai tenaga pendidik profesional. ■

Daftar Acuan

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Komponen-komponen yang harus dipenuhi guru dalam portofolionya sebenarnya tidak mencerminkan kualifikasinya sebagai guru ketika mengajar di dalam kelas, melainkan lebih menunjukkan partisipasi guru dalam kegiatan lain.

The components teachers are required to meet for their portfolios do not necessarily reflect how well he or she performs in class, but they merely show the teacher's participation in other activities.

agencies stated that some people had forged letters of attestation; seminar, training, and contest certificates; or had copied lesson plans from other teachers. In addition, Lembaga Pendidikan Tenaga Kependidikan (LPTK—institutions for the education of teaching staff) found forged portfolios, including copies of diplomas with suspicious stamps, certificates with a woman's name whereas the photo depicted the face of a man, certificates with the same photo on each certificate even though the dates on the certificates were tens of years apart, and certificates using different font types. SMERU found that some portfolios contained letters of participation for contests that appeared to have been duplicated as their content, format, and layout were exactly the same.

Although some policies were revised for the 2008 certification—all portfolios related to the teacher's education background and the training programs or scientific forums he or she had attended had to be submitted along with the master copy—it was still possible to forge these documents. To make matters worse, there are people in the community that provide services for such forgery (Box 1). For example, in one of the study areas there is an informal agent that provides a specific portfolio-making service for teachers following the Teacher Certification for Practicing Teachers program.

Based on these field findings, it is not surprising that many people doubt whether the Teacher Certification for Practicing Teachers program will be effective in improving the quality of teachers and the quality of education in general. There are even people who think that the program will not successfully motivate teachers to improve their quality and achievements but will instead encourage them to manipulate the system—something a teacher as a professional educator should not even think of doing. ■

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Hastuti/SMERU

Kotak 1. Membantu Sesama Guru Menyusun Portofolio/Box 1. Helping Fellow Teachers Prepare Their Portfolios

Pak Adi (bukan nama sebenarnya), adalah seorang guru SD yang sudah mengajar lebih dari 30 tahun. Dengan modal pengalaman mengajar yang cukup lama dan gelar S1 yang diraihnya beberapa tahun yang lalu, dia terpilih menjadi peserta kuota 2006 untuk sertifikasi 2007. Karena merupakan peserta kuota pertama sehingga belum ada contoh portofolio, dalam pembuatan portofolio dia hanya mengandalkan buku pedoman yang tersedia. Dia berusaha untuk membuat portofolio selengkap dan sesempurna mungkin sehingga untuk membuat RPP dia harus berkali-kali merevisi dan mencetaknya meskipun dengan konsekuensi harus mengeluarkan biaya cukup besar. Beruntung, kerja kerasnya berbuah hasil karena dia dinyatakan lulus langsung dari penilaian portofolio meskipun dengan nilai pas-pasan.

Ketika menyusun portofolio, Pak Adi juga sempat membantu pembuatan portofolio temannya yang menjadi peserta program dari kuota yang sama. Portofolio temannya juga dinyatakan lulus, bahkan nilainya lebih tinggi dari nilai Pak Adi. Informasi tersebut kemudian menyebar di kalangan guru sehingga banyak guru di sekitarnya yang menjadi peserta kuota 2007 dan 2007-tambahan datang dan bertanya kepadanya.

Awalnya, guru-guru tersebut hanya datang untuk berkonsultasi atau meminjam salinan portofolionya. Akan tetapi kemudian ada guru-guru yang meminta dibuatkan RPP. Bahkan beberapa di antaranya sekaligus minta dibuatkan portofolio karena alasan kesibukan. Untuk guru-guru yang minta dibuatkan portofolio, cukup memberi data-data yang dibutuhkan beserta dokumen-dokumen yang dimiliki. RPPnya menggunakan RPP Pak Adi dengan sedikit penyesuaian dan penggantian nama. Untuk melaksanakan semua kegiatan tersebut dia dibantu penyedia jasa pengetikan komputer yang juga membantunya saat pembuatan portofolionya sendiri.

Semua kegiatan tersebut dilakukannya bukan untuk tujuan komersial, namun untuk membantu teman sesama guru yang kurang mengerti atau tidak punya waktu untuk membuat portofolio sendiri. Dengan latar belakang demikian, dia tidak pernah mematok harga khusus untuk guru-guru yang dibantunya. Guru-guru hanya diminta menyediakan dana untuk biaya pengetikan dan pencetakan file sesuai dengan tarif jasa pengetikan komputer. Biasanya guru-guru memberi dana lebih sekitar Rp20.000–Rp50.000 sebagai balas jasa untuk Pak Adi. Akan tetapi, ada juga di antaranya yang tidak memberi kelebihan sedikitpun sehingga Pak Adi tidak memperoleh apa-apa. Meskipun demikian, Pak Adi tidak pernah mempermasalahkan hal tersebut karena tujuan utamanya hanya membantu. Dia sudah cukup puas jika guru yang dibantunya merasa puas dan dapat lulus langsung dari penilaian portofolio.

Informasi tentang keberadaan Pak Adi awalnya hanya diketahui oleh guru-guru di lingkungan kecamatan yang sama, tetapi kemudian semakin menyebar hingga keluar kecamatan dan bahkan kabupaten. Akibatnya, guru-guru yang datang meminta bantuan bertambah banyak. Namun, untuk sertifikasi 2008, Pak Adi memutuskan untuk mengurangi kegiatan tersebut karena cukup menyita waktunya. Meskipun demikian, kemungkinan berkembangnya Pak Adi-Pak Adi lain, bahkan yang bersifat komersial, selalu ada mengingat Program Sertifikasi Guru dalam Jabatan masih akan berlangsung cukup lama dan banyak guru-guru yang merasa kerepotan untuk menyusun portofolio. Ditambah lagi, banyak guru yang tidak memiliki atau menguasai penggunaan komputer.

Pak Adi (not his real name) is an elementary school teacher that has been teaching for more than 30 years. Because of this experience and the fact that he acquired a bachelor's degree several years ago, he was chosen as a participant in the 2007 teacher certification, belonging to the 2006 quota. Since he was a participant from the first quota and therefore he had no idea what his portfolio should be like, he relied on instructions in the available guide book when preparing it. He worked hard to make the portfolio as complete and perfect as possible, even revising and reprinting his lesson plans several times; spending a lot of money in the process. Fortunately, his hard work paid off as he passed the portfolio assessment, although he only received a minimal score.

While preparing his portfolio, Pak Adi was also helping his friend, who was also a participant in the 2007 Teacher Certification program from the same quota, to prepare his portfolio. His friend's portfolio also passed the assessment; with a higher score than Pak Adi's. The news that Pak Adi had helped his friend spread; many teachers living near Pak Adi who were program participants from the 2007 quota and the 2007 additional quota came and asked him questions about their portfolios.

In the beginning, these teachers only came to consult Pak Adi or borrow his portfolio copies, but some of them then started to ask for his help to make their lesson plans. Some of them even asked him to help them make their portfolio as well, simply because they did not have time to make it themselves. Those asking for help to make their portfolio just had to give the necessary data to Pak Adi, along with any related documents. Their lesson plans were copied from Pak Adi's lesson plans with some minor adjustments, including the change of names in the lesson plans. Pak Adi was assisted by an agent who provided typing services. This agent had helped Pak Adi when he was making his own portfolio.

Pak Adi was not doing all of this for commercial purposes; rather, he wanted to help his fellow teachers who did not understand how to make their portfolios or did not have the time to make a portfolio. Because of this, he did not request a specific charge for the services he provided. The only things he asked of his fellow teachers were the funds to cover his expenses for typing and printing the portfolios—the same amount the agent charged him. The teachers generally gave him around Rp20,000–50,000, which was more than he needed to pay the agent, as a token of gratitude. However, there were also teachers who only paid the necessary amount, so Pak Adi did not make a profit. Nevertheless, Pak Adi did not mind since his main purpose was to help the teachers. He was satisfied if the teachers he had helped were also satisfied and passed the portfolio assessment.

The news about Pak Adi's philanthropy was initially only known by teachers in the local kecamatan (subdistrict), but then it traveled out, spreading throughout the kabupaten (district). As a result, more and more teachers asked for Pak Adi's help. For the 2008 teacher certification, however, Pak Adi decided to decrease his involvement in helping with portfolios as it was taking up too much of his time. There is certainly the possibility of other people like Pak Adi emerging, including those with a commercial focus, as the Teacher Certification for Practicing Teachers program will still run for a long time and there will continue to be many teachers who find it difficult to prepare their own portfolio, not to mention that many teachers do not have their own computer or do not know how to use one.

KOMPONEN PORTOFOLIO MENJADI AJANG KOMERSIALISASI

PORTFOLIO COMPONENT LEADS TO COMMERCIAL OPPORTUNITIES

Akhmadi*



Hastuti/SMERU

Salah satu persyaratan mengikuti Program Sertifikasi Guru dalam Jabatan adalah minimal berlatar belakang pendidikan D4 atau S1. Selain itu, guru peserta harus memenuhi standar minimal penilaian komponen portofolio. Salah satu komponen¹ penilaian portofolio adalah keikutsertaan guru di dalam forum ilmiah. Untuk bisa mengikuti sertifikasi, banyak guru yang melanjutkan pendidikannya dan untuk memenuhi kriteria penilaian portofolio, khususnya ikutsertaan dalam forum ilmiah, para guru berupaya meningkatkan partisipasinya di berbagai seminar komersial. Kedua hal ini memunculkan berbagai bentuk komersialisasi yang ditujukan kepada guru, hal yang menjadi fokus bahasan artikel ini.

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¹ Terdapat sepuluh komponen portofolio yang menjadi dasar penilaian, yakni kualifikasi akademis, pendidikan dan pelatihan, pengalaman mengajar, perencanaan dan pelaksanaan, penilaian atasan dan pengawas, prestasi akademis, karya pengembangan profesi, keikutsertaan dalam forum ilmiah, pengalaman organisasi dalam bidang kependidikan dan sosial, dan penghargaan yang relevan dengan bidang pendidikan.

One of the requirements needed to be eligible to take part in the Teacher Certification for Practicing Teachers program is a minimum education of a D4 (four-year diploma) or S1 (undergraduate degree). Teachers involved in the program also have to reach a minimum standard assessment for the portfolio component of the program. One of the components¹ of the portfolio assessment is teacher involvement in scholarly forums. In order to be eligible to take part in certification, many teachers have continued their studies. Also, to fulfill the portfolio assessment criteria, especially involvement in scholarly forums, teachers are increasing their participation in commercial seminars. These two factors have led to the emergence of various commercial ventures aimed at teachers, which is the issue highlighted in this article.

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¹ There are ten portfolio components which are the basis for assessment: academic qualifications, education and training, teaching experience, planning and implementation, appraisal from supervisors, academic performance, professional development, participation in scholarly forums, experience in education and social organizations, and relevant awards in the education sector.

Meningkatnya Kelas Jarak Jauh dan Beasiswa

Di Indonesia, guru dengan kualifikasi D4 atau S1 belum mencapai separuh dari jumlah seluruh guru di Indonesia. Sejak Program Sertifikasi Guru Dalam Jabatan dilaksanakan, minat guru untuk melanjutkan sekolah lagi meningkat pesat. Kondisi ini dimanfaatkan oleh lembaga-lembaga pendidikan sebagai peluang bisnis. Hal ini ditandai dengan menjamurnya kelas jarak jauh atau kelas Sabtu–Minggu yang diselenggarakan oleh berbagai lembaga-lembaga pendidikan tinggi. Walaupun kelas jauh sebenarnya sudah ada sebelum program sertifikasi, namun dengan adanya program tersebut intensitas kegiatan ini mengalami peningkatan.

Di Kalimantan Barat, salah satu wilayah studi SMERU tentang pelaksanaan Program Sertifikasi Guru dalam Jabatan (lihat Hastuti *et al.*, 2009), ditemukan bahwa guru-guru memiliki semangat yang tinggi untuk menyelesaikan studi S1. Hal ini tercermin dari jumlah guru yang bersekolah lagi. Tercatat sekitar 2.556 guru pada 2008 dari kabupaten/kota se-Kalimantan Barat yang mengikuti perkuliahan di Universitas Terbuka untuk program D4 atau S1. Jumlah ini belum termasuk yang mendaftar di Universitas Tanjungpura (Untan) dan Sekolah Tinggi Keguruan dan Ilmu Pendidikan Persatuan Guru Republik Indonesia (STKIP PGRI).

Secara paralel, institusi-institusi pendidikan pemerintah kabupaten/kota dan provinsi juga menawarkan lebih banyak beasiswa. Pada 2007, bagi mereka yang belum masuk Universitas Terbuka, terdapat 100 beasiswa S1 Program Jarak Jauh (PJJ) dan di Kota Singkawang terdapat 20 beasiswa. Pemerintah pun melengkapi Program Sertifikasi Guru dalam Jabatan dengan beasiswa untuk menempuh S1 bagi guru yang memenuhi syarat. Di Kota Singkawang, ada beasiswa tugas belajar dari pemerintah yang dikelola oleh Dinas Pendidikan dengan persyaratan guru berumur minimal 45 tahun. Biaya untuk peningkatan kualifikasi guru dari D3 ke S1 adalah sebesar 2 juta rupiah/semester (dengan syarat minimal sudah mengikuti 3 semester) dan untuk Program S1 ke S2 sebesar 12 juta rupiah/semester.



Di Jawa Barat, seminar dan pelatihan yang ditujukan kepada guru diselenggarakan beberapa kali dalam seminggu.

In West Java, seminars and training aimed at teachers are held a couple of times a week.

Increase of the Numbers of Distance Educations and Scholarships

In Indonesia, less than half of all teachers have a D4 or S1 qualification. Since the implementation of the Teacher Certification for Practicing Teachers program, the desire of teachers to continue their studies has increased dramatically. Education institutions have taken advantage of this increased interest, seeing this as a business opportunity. This is evident in the mushrooming of distance education classes and classes held on the weekends, which are provided by various higher education institutions. Although distance education classes were available before the Certification program began, with the development of the program, the number of classes offered increased.

In West Kalimantan, one of SMERU's study regions on the Implementation of the Teacher Certification for Practicing Teachers program (see Hastuti *et al.*, 2009), teachers were very keen to complete their S1 study. This is reflected by the number of teachers who decided to pursue their study again: there were approximately 2,556 teachers in 2008 from the kabupaten/kota (districts/cities) throughout West Kalimantan who studied through the Open University for the D4 or S1 program. This number does not include teachers enrolled at the University of Tanjungpura (Untan) and the Republic of Indonesia Teacher's Association Institute for Teaching and Education (STKIP PGRI).

In parallel to this, the provision of scholarships from kabupaten/kota and provincial governments also increased. In 2007, 100 scholarships for S1 by distance education were offered to teachers who had not yet begun studying at the Open University. In Kota Singkawang another 20 scholarships were on offer. The government also provided the Teacher Certification for Practicing Teachers program with scholarships for S1 degrees for teachers who fulfilled certain requirements. In Kota Singkawang, there were scholarships available from the government and managed by the Kota Singkawang Education Agency, for teachers 45 years of age and older. For those who were upgrading their D3 (three-year diploma) to S1 the scholarship was Rp2 million per semester (for students in at least their third semester), while for those upgrading their S1 to a S2 (master's degree) the scholarship was Rp12 million per semester.

Pemda Kota Singkawang juga menyediakan dana APBD untuk beasiswa guru yang sudah kuliah di semester 5 ke atas untuk melanjutkan kuliah di Universitas Terbuka. Di SDN 07 Singkawang Tengah, sejak 2005, ada program penyetaraan S1 di Universitas Terbuka yang dikelola oleh Pemerintah Kota Singkawang dengan dana sebesar Rp813.000 per semester. Program ini diperuntukkan bagi guru yang telah kuliah hingga semester 3.

Komersialisasi Sertifikat Seminar

Komponen keikutsertaan dalam forum ilmiah, baik sebagai pembicara maupun peserta, dibuktikan guru dengan sertifikat yang diperolehnya. Sejak pelaksanaan program sertifikasi, banyak lembaga menyelenggarakan seminar-seminar bersertifikat dan dikenakan biaya bagi guru yang kerap menjadi ajang komersialisasi.

Di Jawa Barat, penyelenggaraan seminar komersial sangat marak, bahkan di salah satu kabupaten, seminar komersial diselenggarakan hampir setiap dua minggu. Hampir semua seminar di provinsi tersebut diminati guru. Pernah terdapat seminar yang peminatnya jauh melebihi kapasitas gedung sehingga banyak guru yang hanya datang untuk mendaftar dan membayar biaya seminar dan beberapa hari kemudian tinggal mengambil sertifikatnya di tempat yang ditentukan penyelenggara.

Di Kalimantan Barat, selain tema seminar yang bervariasi, sosialisasi Program Sertifikasi Guru dalam Jabatan pun tak ubahnya sebagai sebuah ajang seminar yang memberikan sertifikat bagi pesertanya. Di Singkawang pernah diadakan sosialisasi Program Sertifikasi Guru dalam Jabatan 2008 yang diselenggarakan oleh Dinas Pendidikan Kota Singkawang bekerja sama dengan Untan dan dihadiri oleh 107 calon peserta sertifikasi kuota 2008. Materi yang disampaikan adalah mengenai penjelasan buku petunjuk penyusunan portofolio dan tentang penilaian portofolio. Peserta seminar dipungut biaya Rp65.000 untuk buku petunjuk, konsumsi, honor pembicara, dan sertifikat.

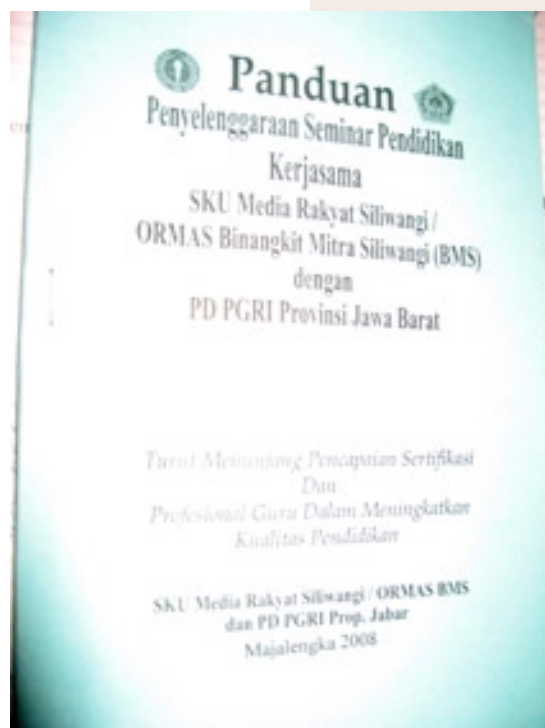
The Kota Singkawang government also provided funds from the Regional Budget (APBD) for scholarships to teachers who were in at least their fifth semester of studies at the Open University. Since 2005, there has been a program at SDN 07 Singkawang Tengah for upgrading to an S1 degree at the Open University. This program is managed by the Kota Singkawang Government, with funding of Rp813,000 per semester. This program was for teachers who were in at least their third semester of studies.

Commercializing Seminar Certificates

Proof of involvement in scholarly forums, whether as a speaker or a participant, is in the form of a certificate obtained from the forum. Since the implementation of the certification program, many institutions have organized seminars in which the participants must pay to attend and receive a certificate, thus the seminars are becoming more commercial.

In West Java, there has been an increase in the number of commercial seminars, with one kabupaten even having a commercial seminar almost every two weeks. In this province, teachers are very keen to take part in almost all seminars. There was one seminar where the number of teachers who wanted to attend was far higher than the building capacity where the seminar was to be held. In this case, many teachers only went to the seminar to register, pay, and then several days later collected their certificates in a location determined by the organizers.

In West Kalimantan, as well as variations in seminar themes, the socialization of the Teacher Certification for Practicing Teachers program has become an arena for seminars which give certificates to their participants. In Singkawang there was socialization for the 2008 Teacher Certification for Practicing Teachers program which was organized by the Kota Singkawang Education Agency together with Untan and was attended by 107 potential candidates for the 2008 certification quota. The material presented was about the guidebook on how to compile portfolios and also about the actual assessment of the portfolios. The participants paid Rp65,000 for the guidebook, refreshments, and the certificates, as well as to pay for the speaker.



Hastuti/SMERU

Sejak pelaksanaan Program Sertifikasi Guru dalam Jabatan, banyak lembaga menyelenggarakan seminar-seminar bersertifikat dan dikenakan biaya bagi guru.

Since the implementation of the Teacher Certification for Practicing Teachers program, many institutions have organized seminars in which the participants must pay to attend and receive a certificate.

Penutup

Persyaratan akademis dan kebutuhan sertifikat seminar untuk melengkapi portofolio telah menimbulkan dinamika kompetisi yang positif antarguru. Guru-guru yang sebelumnya enggan bersekolah lagi, kini bersemangat untuk melanjutkan sekolahnya dan terdorong untuk mengikuti seminar meskipun harus mengeluarkan biaya. Namun, hal ini menimbulkan pertanyaan mengenai mutu sekolah-sekolah terbuka karena sebagian cenderung bersifat formalitas dan mengenai mutu seminar-seminar karena menekankan aspek komersial saja. Jika guru cenderung terpancing untuk sekadar memenuhi kualifikasi untuk mengikuti sertifikasi dengan cara-cara yang mengesampingkan kualitas, tentunya program sertifikasi tidak akan mampu mencapai tujuannya untuk meningkatkan kualitas guru dan pendidikan.

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Conclusion

Academic requirements and the need to obtain seminar certificates for teachers' portfolios have developed a positive dynamic of competition among teachers. Teachers who have been reluctant to continue their education are now keen to do so. They are also keen to participate in seminars although they have to pay for the expenses. However, these requirements have also raised questions about the quality of "open schools" because they tend to be simply a formality, and of seminars, because they tend to be more commercial. If teachers are tempted just to complete the qualifications of the Certification program so that they can take part in it with no concern about quality, the program will not be able to achieve its goal of increasing teacher and education quality. ■

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Sitieta Devina/SMERU

Sejak Program Sertifikasi Guru dalam Jabatan dilaksanakan, minat guru untuk melanjutkan sekolah meningkat pesat.

Since the implementation of the Teacher Certification for Practicing Teachers program, the desire of teachers to continue their studies has increased dramatically.

TANTANGAN BAGI GURU DI DAERAH TERPENCIL

CHALLENGES FOR TEACHERS IN REMOTE AREAS

Meuthia Rosfadhila*



Sifitria Devina/SMERU

Untuk menarik minat atau mempertahankan agar guru bersedia mengajar di daerah terpencil, pemerintah memberikan bantuan kesejahteraan (bankes) kepada guru-guru yang bertugas di wilayah terpencil di Indonesia. Selain itu, dengan adanya bantuan ini, komitmen para guru untuk selalu hadir di sekolah dan berada di kelas untuk mengajar diharapkan akan meningkat. Akan tetapi, dalam praktiknya pemberian insentif kepada guru tersebut tidak serta-merta mampu memperbaiki kinerja guru di sekolah mengingat banyak faktor, baik menyangkut faktor internal maupun eksternal guru yang secara langsung atau tidak langsung memengaruhi tingkat kehadiran guru di sekolah di daerah terpencil. Faktor eksternal yang sangat memengaruhi kehadiran guru di sekolah di daerah terpencil terutama terkait keterbatasan infrastruktur, yaitu minimnya ketersediaan fasilitas di sekolah dan sulitnya akses ke sekolah. Tulisan ini selanjutnya membahas faktor-faktor eksternal tersebut.

The government has distributed an allowance for teachers in remote areas of Indonesia to encourage teachers currently teaching in remote areas to remain there, and also to encourage new teachers to move to remote areas. The allowance was also expected to increase the commitment of teachers to be present at their schools and in their classrooms, ready to teach. However, in reality this incentive did not immediately improve teachers' performances. This is due to both internal and external factors, which directly or indirectly impact on the attendance level of teachers in remote areas. The external factor which has a very big impact on the attendance of teachers in remote areas is that of limited infrastructure: the facilities available in schools are very inadequate and access to the schools is difficult. This article takes a closer look at these external factors.

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**Kotak 1. Potret Sekolah di Daerah Terpencil di Kabupaten Kolaka/
Box 1. Snapshot of a School in a Remote Area of Kabupaten Kolaka**

SDN Ujung Tebing (nama sekolah dan desa disamarkan) adalah salah satu sekolah penerima bankes guru daerah terpencil di Kabupaten Kolaka. Sekolah tersebut terletak di salah satu kecamatan yang terkenal memiliki medan yang sulit untuk dijelajahi. Letak sekolah yang berada di daerah pegunungan dan jauh dari ibu kota kabupaten dengan kondisi jalan tanah yang curam dan penuh dengan tikungan membuatnya hanya bisa diakses dengan sepeda motor. Dari desa terakhir yang dapat diakses kendaraan roda empat, dibutuhkan waktu sekitar 4 jam perjalanan sepeda motor untuk mencapai sekolah yang berada di Desa Ujung Tebing tersebut. Ini pun harus melalui hutan, jalan setapak yang curam dan licin, perkebunan penduduk, dan menyeberangi empat sungai.

SDN tersebut hanya memiliki tiga ruang kelas berupa bangunan semipermanen dengan dinding papan, lantai tanah, dan atap seng. Karena ruang kelas hanya tiga, maka satu ruang kelas harus diisi oleh dua kelas secara bersamaan. Selain ruang kelas, sekolah ini tidak memiliki fasilitas lainnya, seperti WC dan ruang guru.

Saat SMERU berkunjung ke sekolah tersebut, diperoleh informasi bahwa kegiatan belajar-mengajar (KBM) sudah tidak berjalan selama kurang lebih dua minggu karena tidak ada guru yang mengajar. Jumlah guru di sekolah ini seharusnya ada enam orang yang terdiri dari tiga guru PNS (termasuk kepala sekolah) dan tiga guru honorer sekolah. Ketiga guru PNS tersebut masing-masing mengajar dua kelas sekaligus setiap harinya, sedangkan guru honorer hanya bertugas membantu mereka mengajar. Dari tiga guru honorer yang terdaftar, hanya satu orang yang aktif, yakni yang merupakan penduduk Desa Ujung Tebing. Dua guru honorer lainnya tidak pernah datang sama sekali.

Kecuali satu guru, guru-guru lainnya berasal dari desa yang letaknya jauh Desa Ujung Tebing. Kelima guru tersebut disediakan rumah yang letaknya dekat dengan sekolah. Akan tetapi, adanya rumah tersebut tidak membuat mereka betah tinggal di desa itu. Hidup terpisah dengan keluarga yang tinggal di daerah asal menyebabkan guru-guru tersebut sering pulang dalam waktu lama. Akibatnya, mereka sering absen mengajar. Saat mereka absen, kadang-kadang KBM untuk enam kelas terpaksa dipegang oleh satu orang guru honorer. Akan tetapi, kesibukan lain guru honorer tersebut sebagai istri pejabat desa menyebabkan ia juga sering absen sehingga sekolah ini semakin terabaikan.

Walaupun ketiga guru PNS di SDN Ujung Tebing sudah menerima bankes, tetapi tidak terlihat pengaruhnya sama sekali terhadap kehadiran mereka di sekolah.

SDN Ujung Tebing (school and village names have been changed) is a remote area allowance recipient school in Kabupaten Kolaka. The school is located in a kecamatan that is famous for having rugged terrain. The school can only be accessed by motorcycle as it is located in a mountainous area far from the capital of the kabupaten, with access by a steep, bending dirt road. From the last village which can be accessed by four wheeled transport, it takes approximately four hours by motorcycle to reach the school located in Desa Ujung Tebing. The road, which is steep and slippery, goes through the forest, through local people's plantations, and crosses over four rivers.

This school only has three classrooms, which are in a semipermanent building with walls made from board, a dirt floor, and a corrugated-iron roof. As there are only three classrooms, each classroom has two classes studying within it at the same time. Aside from classrooms, this school has no other facilities, such as toilets and a staff room.

When SMERU researchers visited the school, they learned that the teaching-learning activities at the school had not taken place for approximately two weeks as there were no teachers present at the school. There should have been six teachers at the school: three civil servant teachers (including the school principal) and three honorer teachers (teachers paid entirely by their schools). The three civil servant teachers each teach two classes every day, while the honorer teachers assist those who are teaching. Of the three honorer teachers who are registered as working at the school, only one teacher, who is a resident of Desa Ujung Tebing, is active. The other two honorer teachers have never actually been to the school.

Except for one teacher, all the other teachers come from villages located far from Desa Ujung Tebing. For these five teachers who live far away, housing has been provided near the school. However, even with the housing the teachers were unhappy living in the village. Living away from their families, who remain in their home towns, means that the teachers often return home for long periods of time. Thus, they are often not present to perform their teaching duties. Sometimes when the teachers are not present, the teaching-learning activities for all six classes have to be carried out by one honorer teacher. However, as the honorer teacher is the wife of a village official, she has other responsibilities that cause her to be frequently absent from the school as well, and thus in these instances the school is completely neglected.

Although the three civil servant teachers in SDN Ujung Tebing have received the remote area allowance, there has been no impact at all on their presence at their school.

Keterbatasan infrastruktur, termasuk minimnya ketersediaan fasilitas dan sulitnya akses ke sekolah, merupakan hal yang sangat memengaruhi kehadiran guru di sekolah di daerah terpencil.

Limited infrastructure, including inadequate facilities and access to schools, has a big impact on teachers' attendance in remote areas.



Silvia Devina/SMERU

Kondisi Sekolah dan Akses ke Sekolah di Daerah Terpencil

Sebagian besar sekolah di daerah terpencil memiliki kondisi fisik yang memprihatinkan jika dibandingkan dengan sekolah-sekolah di daerah tidak terpencil. Bangunan sekolah di daerah tidak terpencil umumnya permanen dengan lantai tegel atau keramik, sedangkan bangunan sekolah di daerah terpencil umumnya semipermanen dengan dinding papan, lantai tanah atau semen, dan atap seng. Di daerah terpencil, meskipun ada sekolah dengan bangunan permanen, pada umumnya sebagian besar ruangnya berada dalam kondisi rusak. Selain itu, masih banyak sekolah yang tidak memiliki sarana listrik, komputer, ruang guru, dan sumber air minum. Banyak ditemui pula sekolah yang kekurangan ruang kelas sehingga kegiatan belajar mengajar disatukan untuk dua kelas yang berbeda. Walaupun sebagian besar sekolah sudah memiliki sarana WC, namun pada umumnya tidak disertai dengan ketersediaan sarana air bersih yang memadai. Kondisi sekolah seperti itu merupakan kendala bagi guru-guru yang bertugas di daerah terpencil.

Selain kondisi sekolah, lokasi sekolah yang jauh dari fasilitas umum seperti jalan beraspal, rute kendaraan umum, bank, kantor pos, dan kantor dinas pendidikan tingkat kecamatan dan kabupaten juga merupakan kendala bagi guru-guru di daerah terpencil (lihat Kotak 1 sebagai contoh). Sebagian besar sekolah hanya bisa dijangkau dengan berjalan kaki sehingga untuk mencapai sekolah juga merupakan masalah berat bagi guru-guru tersebut, terutama bagi guru yang berdomisili di luar desa tempat sekolah berada.

School Conditions and Access to Schools in Remote Areas

The physical state of most schools in remote areas is very concerning in comparison to schools in nonremote areas. School buildings in nonremote areas are generally permanent with tiled or ceramic floors, while school buildings in remote areas are generally semipermanent with walls made from board, dirt or cement floors, and corrugated-iron roofs. In remote areas, although there are schools with permanent buildings, in general most of the rooms are damaged. There are schools without electricity, computers, teacher staff rooms, and drinking water facilities. Also, many schools do not have enough classrooms and thus two different classes are taught in the same room. Although the majority of schools have toilet facilities, in general there is inadequate supply of clean water. School conditions such as these are a barrier for teachers in remote areas.

Aside from conditions within the school, another obstacle for teachers in remote areas is the location of schools which are far from public facilities such as asphalted roads, public transport routes, banks, post offices, and kecamatan (subdistrict) and kabupaten (district) education agency offices (see an example in Box 1). Most schools can only be reached on foot so even getting to the school is difficult for teachers, especially for those who live outside the village in which they teach.



Penutup

Hasil penelitian SMERU (Toyamah, 2009) menunjukkan bahwa di banyak daerah, pemberian bankes ternyata belum mampu menekan tingkat absensi guru. Buruknya fasilitas sekolah dan sulitnya akses ke sekolah sangat memengaruhi kehadiran guru di sekolah. Solusi untuk membangun rumah guru di lingkungan sekolah untuk guru yang tinggal jauh dari sekolah juga tidak menjamin peningkatan kehadiran guru di sekolah. Sementara itu, fasilitas yang sangat terbatas di daerah terpencil menyebabkan sebagian besar guru di daerah perkotaan atau di daerah yang relatif tidak terpencil enggan pindah ke daerah terpencil. Untuk mengatasi masalah ini, perlu dilakukan pengangkatan guru (honorar/kontrak) yang berasal dari desa lokasi sekolah atau yang relatif dekat dengan lokasi sekolah. ■

Daftar Acuan

Toyamah, Nina, Bambang Sulaksono, Meuthia Rosfadhila, Silvia Devina, Sirojudin Arif, Stella Aleida Hutagalung, Eduwin Pakpahan, dan Asri Yusrina (2009) 'Survei Baseline Kehadiran Guru dan Bantuan Kesejahteraan untuk Guru di Daerah Terpencil.' Jakarta: Lembaga Penelitian SMERU.

Conclusion

SMERU's research findings (Toyamah, 2009) shows that in many regions, the remote area allowance has not been able to reduce the teacher absentee level. The poor condition of school facilities and difficulties in accessing schools greatly impact on the presence of teachers at schools. Dealing with this by building a house in the school area for teachers who live far away does not necessarily guarantee an increase in their presence at schools. Furthermore, very limited facilities in remote areas make most teachers in urban areas or in nonremote areas reluctant to move to remote areas. To deal with this problem, honorer or contract teachers from the same area as the school, or from a nearby area, need to be appointed to these schools. ■

List of References

Toyamah, Nina, Bambang Sulaksono, Meuthia Rosfadhila, Silvia Devina, Sirojudin Arif, Stella Aleida Hutagalung, Eduwin Pakpahan, and Asri Yusrina (2009) 'Survei Baseline Kehadiran Guru dan Bantuan Kesejahteraan untuk Guru di Daerah Terpencil' [Teacher Absenteeism and Remote Allowance Baseline Survey]. Jakarta: The SMERU Research Institute.

Publikasi yang Akan Datang/Forthcoming Publications

Laporan Penelitian/Research Report

- Pelaksanaan Sertifikasi Guru dalam Jabatan 2007: Studi Kasus di Provinsi Jambi, Jawa Barat, dan Kalimantan Barat (Hastuti *et al.*; Editor: Justin Sodo)

Also available in English:

- *Implementation of the 2007 Certification Program for Practicing Teachers: A Case Study of Jambi, West Java, and West Kalimantan Provinces* (Hastuti *et al.*; Translator and Editor: Zahra Matthews)

Hanya tersedia dalam bahasa Indonesia/Available only in Indonesian:

- Mencari Jalan Keluar dari Kemiskinan di Jawa Timur, Maluku Utara, dan Timor Barat [Seeking A Way Out of Poverty] (Ruly Marianti; Editor Justin Sodo)
- Manusia Gerobak: Kajian mengenai Taktik-Taktik Pemulung Jatinegara di Tengah Kemiskinan Kota (Abdul Ghofur; editor Budhi Adrianto)



Telah terbit CD kumpulan studi SMERU terkait isu kemiskinan dan kebijakan publik mulai tahun 2001 hingga 2008. CD ini mencakup tema-tema: pertanian; program jaring pengaman sosial; subsidi BBM; Raskin; BLT; desentralisasi dan otonomi daerah; deregulasi; pendidikan; kesehatan; perburuhan dan hubungan industri; perusahaan mikro, kecil, dan menengah; keuangan mikro; dan analisis kemiskinan. Jika Anda tertarik untuk memiliki CD gratis ini, silakan menghubungi kantor SMERU (telp.: 3193 6336; alamat surel: msintia@smeru.or.id).

A compilation of SMERU's work on poverty and public policy from 2001 to 2008 is now available on CD. Themes include agriculture; social safety net programs; the fuel subsidy program; Rice for the Poor; The Direct Cash Transfer Program; decentralization and regional autonomy; deregulation; education; health; labor and industrial relations; micro, small, and medium enterprises; microfinance; and poverty analysis. If you are interested in obtaining this free CD, please contact SMERU's office (phone: 3193 6336; email address: msintia@smeru.or.id).

PENINGKATAN MUTU GURU DI INDONESIA: SEBUAH CATATAN PENGAMATAN

IMPROVING TEACHER QUALITY IN INDONESIA: SOME OBSERVATIONS

Arief Rachman*



Nurul Hidayati/SMERU

Persoalan Mendasar Pendidikan

Persoalan pendidikan di Indonesia belum tersentuh dengan baik. Banyak pihak masih mendewakan ranah kognitif sehingga aspek yang diukur dalam keberhasilan pendidikan hanya berupa pencapaian nilai-nilai akademis. Sementara itu, dalam Undang-Undang (UU) Sistem Pendidikan Nasional No. 20/2003, Pasal 3, secara tegas disebutkan bahwa

Pendidikan nasional berfungsi mengembangkan kemampuan dan membentuk watak serta peradaban bangsa yang bermartabat dalam rangka mencerdaskan kehidupan bangsa, bertujuan untuk berkembangnya potensi peserta didik agar menjadi manusia yang beriman, bertakwa kepada Tuhan YME, berakhlak mulia, sehat, berilmu, cakap, kreatif, mandiri, dan menjadi warga negara yang demokratis serta bertanggung jawab.

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Fundamental Problems in Education in Indonesia

Fundamental problems in education in Indonesia have not been well addressed. Many parties still prioritize the cognitive domain, meaning success in education is only measured by academic achievements. This is in contrast to the National Education System Law No. 20/2003, Article 3, which clearly states that:

National education functions to develop a person's ability, as well as to form character and develop a prestigious, civilized nation in order to foster the intellectual life of the nation, with the aim of developing the potential of those being educated so they become people with faith, being devout to God, noble, healthy, learned, capable, creative, independent, and becoming responsible citizens of this democratic nation.

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Silvia Devisna/SMERU

Berbagai potensi harus dikembangkan di sekolah, termasuk potensi spiritual, emosional, dan sosial sehingga peserta didik menjadi warga negara yang diharapkan.

Different types of potential must be developed in schools, including spiritual, emotional, and social potential, so that those involved in education become good citizens.

Pasal ini secara gamblang menyebutkan bahwa berbagai potensi harus dikembangkan di sekolah, meliputi potensi spiritual, emosional, sosial, serta potensi positif lainnya sehingga peserta didik menjadi warga negara yang diharapkan. Dengan mengacu pada pasal tersebut sebaiknya sukses pendidikan yang kemudian berimplikasi pada proses pembelajaran dan sistem evaluasi dan ujian harus mampu mengukur kemampuan peserta didik apakah ia memiliki kompetensi bertakwa, berkepribadian matang, berilmu mutakhir dan berprestasi, mempunyai rasa kebangsaan, serta berwawasan global.

Harus diakui, bahwa selama pemerintahan Orde Baru sampai sekarang, kita tidak pernah bisa membayangkan konsep “manusia Indonesia seutuhnya”. Hal ini, antara lain, disebabkan oleh sistem pendidikan kita yang masih memisah-misahkan keutuhan potensi manusia dan hanya memfokus pada potensi akal/akademis yang terukur dan teramati, padahal dalam pendidikan banyak yang tidak terukur. Hal ini bisa terlihat dari peserta didik yang dinyatakan lulus sekolah setelah mengikuti ujian nasional di penghujung akhir tahun ajaran. Mereka akan dinyatakan lulus jika berhasil mencapai nilai akademis sesuai dengan yang ditetapkan, tanpa memperhatikan secara sungguh-sungguh apakah siswa tersebut beriman, mempunyai kematangan emosional, atau mempunyai hubungan sosial yang baik sebagai bekal kehidupannya di masyarakat.

Kondisi di atas ternyata berimplikasi pada pelaksanaan pendidikan. Proses pendidikan kini berubah menjadi proses pengajaran. Guru selalu merasa dikejar-kejar kurikulum sehingga targetnya adalah bagaimana menyelesaikan beban kurikulum. Jika guru sungguh-sungguh ingin mengembangkan seluruh potensi yang dimiliki seorang siswa, maka ia akan berhadapan dengan tuntutan nilai. Maka, tidak mengherankan jika hampir semua teori dan pemikiran baru yang berkaitan dengan perubahan pendidikan menjadi tak berlaku ketika sudah berhadapan dengan kenyataan

Article 3 clearly states that different types of potential must be developed in schools, including spiritual, emotional, and social potential, as well as other positive potentials, so that those involved in education become good citizens. With reference to this article, success in education—which has implications for the learning process, the evaluation system, and exams—should measure students’ abilities in terms of whether they are pious, have a mature personality, are learned and perform well, have national pride, and a global outlook.

It must be noted that during the New Order administration and even now, we have not been able to envision the concept of “the ideal Indonesian human being” (“manusia Indonesia yang seutuhnya”). This is because our education system still divides the wholeness of human potential and focuses only on intellectual or academic potential which can be measured and observed, even though there are many aspects of education which cannot be measured. This problem is exemplified by students who graduate from school after taking the national exams at the end of the academic year. These students graduate if they achieve the necessary academic results, with no consideration of whether they have faith in God, are emotionally developed, and have good social relationships, which are the foundations of community life.

This situation has implications for how we “do” education. The education process has turned into the teaching process. Teachers feel that they have to keep up with the curriculum so their target is to deal with the burden of the curriculum. If a teacher really wishes to develop the complete potential of a student, the teacher will have to face the issue of grades. So, it is not surprising if almost all new theories about changes in education are ineffective when faced with the reality on the ground. If

di lapangan. Jika kondisi seperti ini terus berjalan, maka fungsi pendidikan seperti yang diamanatkan undang-undang tidak akan pernah terwujud dan tetap menjadi angan-angan di ruang utopia.

Persoalan Mutu dan Kesejahteraan Guru

Guru kerap kali menjadi pihak yang dipersalahkan ketika pendidikan menunjukkan hasil yang mengecewakan. Berdasarkan pandangan ini, dianggap perlu berbagai upaya serius untuk meningkatkan mutu dan kualitas guru sehingga hasil pendidikan lebih baik. Satu di antara berbagai upaya yang tengah populer saat ini adalah Program Sertifikasi Guru dalam Jabatan yang pada gilirannya diharapkan dapat menghasilkan guru yang profesional. Guru yang terlatih dan profesional diasumsikan memiliki berbagai cara dan strategi untuk mengelola kelas sehingga tetap berorientasi pada pencapaian tujuan pendidikan sebagaimana diamanatkan oleh Undang-Undang Sistem Pendidikan Nasional.

Jika mutu guru dipandang sebagai sebuah substansi, maka peningkatan mutu guru harus terfokus pada dua hal. Pertama, peningkatan martabat guru, secara sosial, budaya, dan ekonomi. Sampai detik ini profesi guru masih tidak tergolong favorit. "Sang Umar Bakri" yang identik dengan kesulitan hidup pada satu sisi dan tanggung jawab terhadap anak didik pada sisi lain secara sosial-budaya dan sosial-ekonomi masih menempati kelas kesekian dibanding profesi-profesi lain yang juga setingkat sarjana. Sementara itu, akan seperti apa bangsa ini ke depan sangat ditentukan oleh kualitas guru.

Kedua, perlu peningkatan profesionalisme guru melalui program yang terintegrasi, holistik, serta sesuai dengan hasil pemetaan permasalahan mutu guru yang jelas. Selain itu, program tersebut harus mendorong penguasaan guru terhadap teknologi informasi dan metode pembelajaran mutakhir juga. Dengan demikian, maka pemikiran bahwa guru identik dengan kapur, papan tulis, satuan pelajaran, dan buku sumber akan berubah karena guru akan sama dengan sarjana teknik atau komputer yang mahir menggunakan teknologi mutakhir dan menguasai bahasa asing.

Semakin tinggi tingkat penghargaan yang diberikan kepada guru, maka akan semakin tinggi pula pengabdian dan dedikasi guru terhadap profesinya. Guru tak bisa lagi dihibur dengan gelar "pahlawan tanpa tanda jasa" yang sangat identik dengan keprihatinan. Yang dibutuhkan saat ini adalah tindakan nyata dari pemerintah yang tidak terhenti pada lahirnya sebuah kebijakan baru yang tak terimplementasikan. Kekhawatiran muncul jika pemerintah tidak melakukan usaha yang serius terhadap peningkatan martabat guru, maka akan menurun pula minat mereka yang tergolong cerdas untuk mengambil studi pada



things continue as they are now, the function of education as mandated by law will never materialize and will remain only as utopian notions.

The Problem of Teacher Quality and Welfare

Teachers are often blamed when education results are disappointing. According to this view, there needs to be some serious efforts to increase the quality of teachers so that education quality also improves. One of the current popular efforts is the Teacher Certification for Practicing Teachers program, which it is hoped will produce professional teachers. Trained and professional teachers are assumed to have various strategies to manage their class so they can remain focus on achieving the aims of education as mandated in the National Education System Law.

If teaching quality is seen as something substantial, increasing the quality of teachers must focus on two points. Firstly, increasing the status of teachers; socially, culturally, and economically. Teaching is still not a popular profession. "Sang Umar Bakri"¹, a character coined to represent undervalued teachers, shows that teachers have an important responsibility to educate their students, but at the same time their status as teachers is socially, culturally, and economically below that of other graduate professionals. This is despite the fact that the future of this nation will be determined by the quality of its teachers.

Secondly, there needs to be an integrated, holistic program based on clear problem mapping of teacher quality, to increase the professionalism of teachers. This program should also increase teachers' ability to use information technology and the most up-to-date teaching methods. If this takes place, teachers will no longer be identifiable with chalk, blackboards, lesson units, and textbooks, but will be the same as engineering or computer graduates who are skilled at using the most up-to-date technology and speak foreign languages.

The more respect given to teachers, the more devotion and dedication teachers will commit to their profession. Teachers can no longer be appeased with the title "hero without reward" which is equated with being poor. What is needed now is real action from the government that does not stop with a new policy that is never actually implemented. If the government does not make serious efforts to increase the status of teachers, there is concern that there will be a decline in the desire of the brightest students to enroll in teaching courses because there is little

¹ "Umar Bakri" is a famous song from the 1980s written by Iwan Fals, an anti-establishment pop icon during that period. The song is about a teacher, Umar Bakri, who has been teaching for years but lives modestly, rides his old bicycle to school every day, and has not gained much respect from his students or the community.

perguruan tinggi atau jurusan-jurusan yang mencetak guru karena penghargaan terhadap profesi guru secara ekonomi tergolong kecil. Hal ini tercermin dari kenyataan bahwa jarang sekali siswa-siswa SMU, khususnya di SMU-SMU unggulan, memilih perguruan tinggi atau jurusan yang mencetak guru.

Salah satu cara meningkatkan status sosial, budaya, dan ekonomi guru adalah dengan meningkatkan pendapatannya. Namun, hal ini juga harus dibarengi dengan transformasi sosial-budaya yang membangun kesadaran bahwa peningkatan mutu suatu bangsa akan sangat tergantung pada kualitas gurunya sehingga perlu usaha-usaha berupa penghargaan dan hukuman yang proporsional dan profesional terhadap guru.

Berbagai upaya yang secara yuridis-formal tertuang dalam berbagai produk undang-undang, seperti sertifikasi dan bantuan kesejahteraan guru, rasanya tidak mempunyai kekuatan untuk menyelesaikan persoalan pendidikan. Untuk itu, para guru diharapkan berbesar hati untuk tidak menggantungkan nasib pendidikan Indonesia pada pemerintah atau kebijakan saja karena sesungguhnya gurulah yang menjadi ujung tombak keberhasilan tersebut mengingat bahwa guru merupakan unsur yang paling memahami serta menguasai persoalan-persoalan riil di lapangan. Bagaimana pun idealnya kebijakan yang dikeluarkan oleh pemerintah, namun jika guru tidak mempunyai niat baik untuk merealisasikannya maka akan percuma. Asumsi ini dilandasi oleh sebuah keyakinan bahwa seseorang yang siap dan bersedia untuk menjadi guru tentu dilandasi oleh sebuah semangat pengabdian yang luar biasa untuk memberikan kontribusi terhadap peningkatan kualitas masyarakat Indonesia. Karena itu, guru pun harus mampu keluar dan melepaskan diri dari tindakan terus-menerus menyalahkan kebijakan yang mungkin tidak berpihak pada pendidikan.

Upaya pemerintah dalam meningkatkan mutu guru melalui berbagai cara dan pendekatan seperti memberikan tunjangan dan melaksanakan sertifikasi serta bantuan sosial kesejahteraan guru perlu kita apresiasi. Namun, masih banyak catatan yang harus diperhatikan, antara lain, pembentukan karakter guru harus menjadi prioritas. Peningkatan kesejahteraan tanpa dibarengi dengan pembentukan watak dan mentalitas pendidik yang profesional hanya akan melahirkan guru-guru yang materialistis dan lepas dari karakter yang harus dimiliki seorang pendidik. Selain itu, mandat untuk melakukan program peningkatan mutu guru harus jelas. Program tersebut jangan hanya membuat guru menjadi sibuk menyiapkan portofolio untuk sertifikasi tanpa berpikir tentang kompetensi apa yang sudah dikuasai dengan sertifikat yang dimilikinya, sementara pada sisi lain timbul pertanyaan apakah orang yang menguji (mensertifikasi) itu sudah tersertifikasi/profesional.

Mandat untuk melakukan program peningkatan mutu guru harus jelas. Program tersebut jangan hanya membuat guru menjadi sibuk menyiapkan portofolio untuk sertifikasi tanpa berpikir tentang kompetensi yang sebenarnya mereka peroleh.

The mandate to conduct a program to increase the quality of teachers must be clear. Such a program must not result only in teachers busily preparing portfolios for certification without actually considering the skills that they have gained.

respect, economically, for the teaching profession. This is reflected in the fact that high school students, especially those from top high schools, very rarely choose to study education or majors that produce teachers.

One way to increase the social, cultural, and economic status of teachers is to increase their income. However, this needs to be accompanied by a sociocultural transformation which develops awareness that increasing the quality of a nation is very much dependent on the quality of its teachers. There needs to be proportional and professional rewards and sanctions for teachers.

The Certification and Remote Area Allowance programs, which are products of laws, do not have the ability to fix the problems with education. Instead, teachers should not place the fate of Indonesia's education in the hands of government or policies, because it is actually teachers who are the spearhead for success, as they are the ones who have the most understanding and expertise of the real problems on the ground. No matter how ideal a government policy may be, if teachers do not have good will to turn this into reality then there is no point. This assumption is based on a belief that someone who is ready and willing to become a teacher must have an outstanding spirit of devotion and willingness to contribute to increasing the quality of Indonesian society. Thus, teachers must leave behind the never ending blame game of faulting policies which are not in favor of education.

Government efforts to increase teacher quality, such as allowances and certification, as well as teacher social welfare aid must be applauded. However, there are still many issues which must be dealt with, including prioritising the shaping of teachers' characters. Increasing welfare without ensuring teachers are professional will only lead materialistic people who are not suited to teaching into the profession. Furthermore, the mandate to conduct a program to increase the quality of teachers must be clear. Such a program must not result only in teachers busily preparing portfolios for certification without actually considering what skills are needed to gain this certificate, while in the meantime the professionalism of examiners (certifiers) themselves is questionable.



Hastuti/SMERU



Silvia Deivid/SMERU

Guru merupakan ujung tombak keberhasilan pendidikan karena merupakan unsur yang paling memahami serta menguasai persoalan-persoalan riil di lapangan.

Teachers are the spearhead for success in education, as they are the ones who have the most understanding and expertise of the real problems on the ground.

Karakteristik Guru Masa Depan

Beberapa karakteristik yang harus dimiliki seorang guru adalah karakteristik keilmuan yang mencakup kedisiplinan dalam ilmunya, kemampuan melakukan sintesis antara ilmu-ilmu yang mempunyai keterkaitan, mengembangkan kemampuan berpikir kreatif, meningkatkan rasa hormat pada ilmu-ilmu yang dimiliki orang lain, menegakkan kehidupan yang etis, serta mampu melakukan desakralisasi figur guru dalam pendekatan untuk menyelesaikan permasalahan.

Selain kemampuan dalam bidang keilmuan, guru juga harus memperkuat kemampuan personalnya sebagai pribadi yang profesional yang, antara lain, meliputi: kemerdekaan berpengetahuan, pemahaman/sensitifitas kepada pengetahuan yang dibutuhkan masyarakat, kerendahan hati karena keterbatasan dirinya, dan keberanian menegakkan kebenaran.

Sesungguhnya, perubahan mendasar justru bermula dari guru itu sendiri. Sebagai pribadi yang mandiri guru seharusnya merupakan orang yang paling memahami apa yang mesti ia lakukan untuk menyemai benih-benih perubahan, dan itu bermula dari dalam kelas. ■

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Characteristics for Future Teachers

Teachers need the following characteristics: scholarly knowledge of their discipline, and the ability to synthesize related areas of knowledge, develop the ability to think creatively, increase respect for the discipline of others', maintain a moral lifestyle, and be able to reduce the image of teachers as irrefutable in approaches to solving problems.

As well as being capable in their field of knowledge, teachers must strengthen their personal ability as professionals so that they can support freedom of knowledge, and understanding and sensitivity towards knowledge that is needed by society, while also being humbled by their own limitations, and having the strength to stand for truth.

Basic changes must begin with teachers themselves. As an independent person, a teacher should understand what must be done to plant the seeds of change, and that begins in the classroom. ■

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YAYASAN CAHAYA GURU (YCG): MENINGKATKAN PROFESIONALISME GURU MELALUI PELATIHAN MANAJEMEN KELAS

THE CAHAYA GURU FOUNDATION (YCG): FOSTERING TEACHER PROFESSIONALISM THROUGH CLASSROOM MANAGEMENT TRAINING

Wrenges Widyastuti*



Yayasan Cahaya Guru

“Yah. Kok selesai?” gumam para murid kelas 5 SD Cisarua 01 tatkala bel tanda usai pelajaran berdering. Apa pasal? Mereka tengah asyik bermain ular tangga dan tampak enggan menyudahinya. Sejenak terlihat permainan ular tangga yang dimaksud mirip dengan permainan ular tangga lazimnya, namun perbedaan dan keistimewaannya ditandai oleh kotak-kotak papan permainan yang berisi aneka pertanyaan kreatif bermuatan pelajaran Ilmu Pengetahuan Sosial (IPS). Langkah masing-masing pemain ditentukan oleh kemampuan menjawab pertanyaan-pertanyaan tersebut. Dian Misastra, guru yang menyiapkan peralatan itu, menegaskan bahwa metode pembelajaran seperti ini membuat para siswa tanpa sadar ditantang untuk belajar. Ditambahkannya, metode ini sekaligus sebagai solusi atas rasa bosan yang melanda sebagian siswa terhadap mata pelajaran IPS.

“What? It's over already?” protested some fifth graders from the Cisarua 01 primary school when the bell rang, telling them that the class had ended. What could be the reason for their disappointment? Before the bell rang, the students were joyfully playing Snakes and Ladders and did not want to finish. At a glance, the game looked like regular Snakes and Ladders; however, it was actually different as it had special boxes asking questions related to the subject being taught, social science. The students' movements in the game were determined by their success in answering the questions. Dian Misastra, the teacher who had prepared the educational game, stressed that such learning methods challenge students to subconsciously learn a lesson. He also added that this method simultaneously helped kill students' boredom, particularly when learning social science.

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Cerita lain datang dari Ocih, guru SD Sirnagalih 02. “Adanya variasi dalam metode pengelolaan kelas membuat kegiatan belajar mengajar menjadi sangat menyenangkan dan menantang,” tuturnya. “Kita ditantang untuk menggali apa yang ada di lingkungan sekitar dan mengaitkannya dengan pelajaran di sekolah,” sambung ibu guru yang mengajar di kelas 2 ini. Ia mencontohkan bahwa banyak bahan di sekitar dapat dimanfaatkan menjadi alat bantu pelajaran. “Biji-bijian yang dipungut dari halaman, sedotan bekas dari warung, gelas bekas air mineral, tutup botol, majalah bekas, dan sebagainya. Semua dapat dijadikan bahan mengajar,” ujarnya.

Kisah terobosan dan kreativitas yang dilakukan para guru di atas adalah buntut dari keikutsertaan mereka dalam Pelatihan Pengelolaan Kelas bagi Guru-guru SD (sederajat) di Kecamatan Tegalwaru dan Kecamatan Maniis, Kabupaten Purwakarta yang diselenggarakan oleh Yayasan Cahaya Guru (YCG). Pelatihan ini dihadiri oleh dua orang guru dari setiap sekolah. Para guru yang mendapat kesempatan ini diharapkan dapat terus mengikuti rangkaian pelatihan sebanyak lima kali selama kurun waktu dua tahun. Dalam setiap pelatihan para guru diajarkan berbagai kiat dan strategi pengelolaan kelas untuk pelajaran IPA, IPS, Bahasa Indonesia, dan Matematika. Melalui para guru tersebut, diajarkan berbagai teknik agar belajar-mengajar menjadi lebih aktif dan menyenangkan, dan hal ini selanjutnya dapat ditularkan kepada guru lain di lingkungannya. Dengan cara itu seluruh guru diharapkan memiliki keterampilan mengajar yang semakin baik dengan memanfaatkan lingkungannya.

Menyinggung kondisi 46 sekolah yang ada di kedua kecamatan tersebut, hanya 32 sekolah memiliki sarana air bersih, 14 sekolah menggunakan listrik; 12 sekolah memiliki perpustakaan dengan buku lebih dari 200 buah; 20 sekolah memiliki komputer, semua tanpa sambungan internet; serta hampir seluruh sekolah tidak terjangkau angkutan umum. Dari sisi guru, sepertiga berlatar belakang SMA/ MAN/SMK, sepertiga lagi telah mengenyam pendidikan D2, dan sepertiga lainnya berpendidikan S1. Penghasilan mereka saat ini rata-rata setara dengan upah minimum regional di kawasan itu.

Berbicara mengenai potensi lokal yang dimiliki, ada banyak hal yang bisa digali. Hal yang semula dirasa merupakan kekurangan, misalnya, ketiadaan air bersih, dapat menjadi potensi untuk mencoba membuat sarana penyaringan air. Hal ini telah ditunjukkan oleh Abubakar dari MI Mambaul Ulum. Upaya untuk terus menggali potensi lingkungan

Para guru diajarkan berbagai teknik agar belajar-mengajar menjadi lebih aktif dan menyenangkan, dan hal ini selanjutnya dapat ditularkan kepada guru lain di lingkungannya.

Teachers are taught various techniques on how to create a fun and more active teaching-learning environment and this in turn can be spread to other teachers in their respective schools.



Yayasan Cahaya Guru

Ocih, a Sirnagalih 02 primary school teacher, tells another story. “Varying the classroom management methods makes the teaching-learning process more enjoyable and challenging,” she said. “We are challenged to explore what is available in our surroundings and find out how these things are connected to the lesson,” added the female second-grade teacher. She gives examples of materials around us that can be used as teaching aids: “Seeds collected from the school yard, used straws from the school cafeteria, used mineral-water cups, bottle lids, second-hand magazines, and many other things are readily available for teaching.”

The creativity shown by both teachers is in part due to their attendance at the classroom management training organized by the Cahaya Guru Foundation (YCG) for primary schools (or equivalent) teachers in Kecamatan Tegalwaru and Kecamatan Maniis of Kabupaten Purwakarta. Two teachers from each school took part in the training. These teachers are expected to take part in all five training sessions for as long as two years. In each training session, the participants are taught various tips and tricks, and strategies to manage classrooms teaching natural science, social science, Indonesian, and mathematics. Through these teachers, the various techniques on how to create a fun and more active teaching-learning environment can later be spread to other teachers in their respective schools. It is hoped that, in this way, all teachers in both kecamatan (subdistricts) will eventually have the necessary skills to improve their teaching methods by making use of materials found in their surroundings.

Out of the 46 schools in both kecamatan, only 32 schools have clean water facilities, 14 schools have access to electricity, 12 schools have a library with a collection of more than 200 books, 20 schools own a computer (none of which have an Internet connection), and almost all schools are not accessible by public transport. In both kecamatan, a third of all teachers only have a senior high school diploma (or equivalent), another third have a two-year diploma (D2), and the remainder have an undergraduate degree (S1). On average, their income is equal to the regional minimum wage in the area.

There are many things that can be explored in the area in terms of local potential. Issues initially considered as weaknesses can actually lead to opportunities for the local people. For example, the lack of clean water has led to the establishment of a water-filtering facility. With this facility,

dan memanfaatkannya sebagai sumber belajar akan membantu mendekatkan pelajaran dengan keseharian siswa sehingga siswa dapat lebih mudah memahami pelajaran yang diberikan.

Selain rangkaian pelatihan manajemen kelas di Kabupaten Purwakarta, beberapa pelatihan lain telah dilaksanakan oleh Yayasan Cahaya Guru (YCG), seperti “Pelatihan Guru: Belajar dari Tanaman”, “Lokakarya Penulisan: Guru dan Banjir Jakarta”, “Pelatihan Guru Daerah Bencana” dan lain-lain. Peserta berasal dari berbagai daerah seperti Nias, Aceh, Pangandaran, Yogyakarta, Balikpapan, serta beberapa kota lain di Jawa Tengah dan Jawa Barat seperti Surakarta, Kudus, Ciamis, Tasikmalaya, dan lain-lain. Sampai saat ini telah lebih dari 750 guru mengikuti pelatihan yang diselenggarakan YCG. Semua pelatihan itu disiapkan dengan latar belakang membantu guru memanfaatkan potensi lingkungan sebagai bahan pembelajaran. Saat ini peninjauan yang tengah dilakukan oleh YCG bekerja sama dengan beberapa yayasan lain adalah menyiapkan pelatihan Perencanaan Menghadapi Bencana.

Terobosan dan kreativitas yang dikembangkan oleh para guru tersebut tidak luput dari peran optimal yang dilakukan oleh YCG sesuai misi yang diembannya, yakni mengembangkan profesionalisme guru, menyediakan sarana pendukung mengajar, dan meningkatkan kesejahteraan guru. YCG yang baru tiga tahun menapaki upaya ini menyelenggarakan pelatihan pengelolaan kelas dalam rangka membantu meningkatkan profesionalisme guru. “Fokus kami adalah guru-guru dari sekolah yang kurang beruntung,” demikian kata Henny Supolo Sitepu, ketua Dewan Pengurus YCG. Upaya pengembangan profesionalisme guru yang ditempuh oleh yayasan ini mencakup, antara lain, diskusi teori dan perubahan paradigma pendidikan, peningkatan keterampilan pengelolaan kelas, pendalaman materi, penggunaan berbagai metode sesuai mata pelajaran, serta pengenalan dan penanganan siswa secara efektif. Kegiatan pelatihan untuk mendukung upaya ini adalah pelatihan dengan metode refleksi untuk peningkatan motivasi belajar dan mengajar, pembuatan sarana pembelajaran, peningkatan kesenangan membaca dan menulis, pendataan, dan penggunaan potensi lingkungan. ■

Abubakar of MI (Islamic Primary School) Mambaul Ulum has demonstrated that there is potential waiting to be discovered. Efforts to seek the natural potential of the area and use this as a source of learning will ensure lessons are relevant to students' everyday life, thus helping them to more easily comprehend their studies.

Besides the classroom management training in Kabupaten Purwakarta, YCG has carried out a number of other training programs, such as “Teachers' Training: Learning from the Plants”, “Writing Workshop: Teachers and Floods in Jakarta”, and “Training for Teachers in Disaster-inflicted Areas”. The participants come from various places such as Nias, Aceh, Pangandaran, Yogyakarta, and Balikpapan, as well as from cities in Central Java and West Java such as Surakarta, Kudus, Ciamis, and Tasikmalaya. Until now, more than 750 teachers have attended the training programs organized by YCG. All training programs are designed to help teachers make use of the potential that their surroundings offer as learning tools. The Foundation is currently looking into the possibility of collaborating with a number of other foundations in organizing a training program on “Disaster Mitigation Planning”.

Teachers' improvements in classroom management skills have been made possible by YCG's activities. The Foundation's activities are in line with its mission, that is, to develop professionalism among teachers, provide supporting teaching facilities, and improve teachers' welfare. YCG, which has only been running these programs for the past three years, focuses on organizing classroom management training programs in order to help improve teachers' professionalism. “Our focus is teachers from disadvantaged schools,” said Henny Supolo Sitepu, chairperson of YCG's Board of Managers. YCG's efforts to develop the professionalism of teachers have included discussions on the theory of and changes in the educational paradigm, programs to improve classroom management skills, and teaching materials, as well as various teaching methods appropriate to the subject being taught. Other activities carried out to support these efforts include training on developing methods to effectively understand and deal with students, preparing learning tools, fostering students' interest in reading and writing, data collection, and use of the teaching sources available in their surroundings. ■

Lebih dari 750 guru telah mengikuti pelatihan YCG yang bertujuan untuk membantu guru memanfaatkan potensi lingkungan sebagai bahan pembelajaran.

More than 750 teachers have attended YCG's training programs, which are designed to help teachers make use of the potential that their surroundings offer as learning tools.



Yayasan Cahaya Guru