

RESEARCH REPORT

**Implementation of the 2007
Certification Program for Practicing
Teachers:
A Case Study of Jambi, West Java,
and West Kalimantan Provinces**

Hastuti

Bambang Sulaksono

Akhmadi

Muhammad Syukri

Upik Sabainingrum

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The SMERU Research Institute

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For further information, please contact SMERU, phone: 62-21-31936336; fax: 62-21-31930850; e-mail: smeru@smeru.or.id; website: www.smeru.or.id.

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1. Teacher Certification

I. SMERU

II. Hastuti

371.1 / DDC 21

RESEARCH TEAM

Coordinator:

Hastuti

Advisors:

Sudarno Sumarto

Asep Suryahadi

Researchers:

Bambang Sulaksono

Akhmadi

Muhammad Syukri

Upik Sabainingrum

Ruhmaniyati

TRANSLATOR AND EDITOR

Zahra Matthews

ABSTRACT

Implementation of the 2007 Certification Program for Practicing Teachers: A Case Study of Jambi, West Java, and West Kalimantan Provinces

Hastuti, Bambang Sulaksono, Akhmadi, Muhammad Syukri, Upik Sabainingrum,
dan Ruhmaniyati

The teacher certification program for practicing teachers has been implemented since 2007 as an effort to set standards and increase the quality of teachers. Teacher certification was carried out through portfolio assessments for civil servant and non-civil servant teachers with a minimal educational background of an undergraduate degree or four-year diploma, who teach in preschools, primary schools, junior high schools, and senior high schools. Teachers deemed to pass will receive a teaching certificate, teacher registration number, and professional allowance to the value of one month's basic wage.

In order to understand the 2007 teacher certification implementation process, and as lessons learned for the improvement in program implementation, in 2008 The SMERU Research Institute conducted a study of teacher certification in six *kabupaten* (districts)/*kota* (cities) in three provinces. The research uses a combination of qualitative and quantitative methods. In general the results indicate that implementation of teacher certification has had several weaknesses. There are still obstacles in horizontal coordination between institutions, socialization of the program varies, and the information disseminated has not been complete; the total quota between study areas was not proportional to the number of teachers who fulfilled the conditions; in a limited number of cases there are indications of deception in the determination of participants; there were reports of deception in the compilation of portfolios; participants who passed have not received registration numbers and only a few have received teaching certificates; and payment of the professional allowance has been held up.

Certification's impact on increasing the quality of teachers is still in question. However, the program encourages teachers to actively pursue various activities and teachers who do not yet fulfill the criteria are encouraged to increase their education to the undergraduate degree level.

Key words: teacher certification, program evaluation, program impacts

LIST OF CONTENTS

RESEARCH TEAM	i
ABSTRACT	i
LIST OF CONTENTS	iii
LIST OF TABLES	iv
LIST OF FIGURES	iv
LIST OF APPENDICES	iv
LIST OF ABBREVIATIONS	v
EXECUTIVE SUMMARY	vii
I. INTRODUCTION	1
1.1 Background	1
1.2 Objectives	2
1.3 Methodology	3
1.4 Report Structure	4
II. PROGRAM IMPLEMENTATION	5
2.1 Implementing Organizations	5
2.2 Socialization	10
2.3 Determination of Quotas	14
2.4 Determination of Participants	18
2.5 Portfolios and Their Assessment	22
2.6 Remedial Training (PLPG)	32
2.7 Pass Rates and the Professional Allowance	35
2.8 Funding	38
2.9 Coordination, Complaints, and Monitoring and Evaluation	42
III. IMPACTS OF THE PROGRAM	48
3.1 Impacts on Increasing Teachers' Welfare	48
3.2 Impacts in Increasing the Quality of Teachers and Education	48
3.3 Other Impacts	50
IV. RECOMMENDATIONS	52
SOURCES	54
APPENDICES	55

LIST OF TABLES

Table 1.	LPTK Certification Implementers in the Study Areas	7
Table 2.	Structure of LPTK Committees in the Study Areas	8
Table 3.	2007 and 2008 Certification Quotas at the National Level	14
Table 4.	Quotas for MoNE Certification Participants in the Study Areas	16
Table 5.	The Number of Portfolios Assessed and the Percentage of Quotas Unfilled in 2007 MoNE Certification	17
Table 6.	Requirements and Criteria for the Selection of Certification Participants under MoNE and MoRA	19
Table 7.	Portfolio Components	23
Table 8.	Scores for Portfolio Components and Pass Requirements	27
Table 9.	Results of Portfolio Assessment for 2007 MoNE Certification Participants	29
Table 10.	Total Number of Participants Who Passed Directly Based on Their Portfolio Score	30
Table 11.	Differences in Scores Given by the LPTKs in Jambi and West Java (sample)	31
Table 12.	Target Remedial Training Participants in 2007 MoNE Certification	32
Table 13.	Total Number of Remedial Training (PLPG) Participants in 2007 MoNE Certification	33
Table 14.	Allocated and Actual costs in LPTKs in the Study Areas	39
Table 15.	Allocated and Actual Costs per Participant in LPTKs in the Study Areas	41

LIST OF FIGURES

Figure 1.	Coordination channels in certification implementation	42
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LIST OF APPENDICES

Appendix 1.	Graphs Comparing the Assessments of 31 Portfolios by the LPTK in West Java (UPI) and the LPTK in Jambi (Unja)	56
Appendix 2.	Table A1. Allocated and Actual Costs of Portfolio Assessment in LPTKs in the Study Areas	58
Appendix 3.	Table A2. Allocated and Actual Costs per Participant of Portfolio Assessment in LPTKs in the Study Areas	59
Appendix 4.	Table A3. Allocated and Actual Costs of the Remedial Training Course (PLPG) in LPTKs in Study Areas	60
Appendix 5.	Tabel A4. Allocated and Actual Costs per Participant of the Remedial Training Course in LPTKs in the Study Areas	61

LIST OF ABBREVIATIONS

APBD	Anggaran Pendapatan dan Belanja Daerah	Regional government budget
APBN	Anggaran Pendapatan dan Belanja Nasional	Central government budget
BK	<i>Bimbingan dan konseling</i>	School counselors
BMPS	Badan Musyawarah Perguruan Swasta	Cooperative Body of Private System teachers
D	Diklat, <i>pendidikan dan latihan</i>	Undertake remedial training
D4	Diploma empat	Four-year diploma
Depag	Departemen Agama	Ministry of Religious Affairs (MoRA)
Depdiknas	Departemen Pendidikan Nasional	Ministry of National Education (MoNE)
Dikti	Pendidikan Tinggi	Higher education
Diklat	<i>Pendidikan dan latihan</i>	Education and training
DIPA	<i>Daftar Isian Pelaksanaan Anggaran</i>	Budget Implementation List
Dirjen	<i>Direktur jenderal</i>	Director general
Ditjen	<i>Direktorat jenderal</i>	Directorate General
EMIS		Education Management Information System
FKIP	Fakultas Keguruan dan Ilmu Pendidikan	Teaching and Education Faculty
J-PAL		Jameel Poverty Action Lab
KKG	<i>Kelompok kerja guru</i>	Working groups for teachers
KSG	Konsorsium Sertifikasi Guru	Consortium for Teacher Certification
L	<i>Langsung</i>	Direct pass
LPMP	<i>Lembaga penjaminan mutu pendidikan</i>	Institute for Education Quality Assurance
LPTK	Lembaga Pendidikan Tenaga Kependidikan	Institutions for the education of teaching staff
Mendiknas	Menteri Pendidikan Nasional	Minister for National Education
MGMP	<i>Musyawarah guru mata pelajaran</i>	Teaching subject conferences for teachers
MKKS/MKKM	<i>Musyawarah kerja kepala sekolah/madrasah</i>	Working groups for school or Islamic school principals
Monev	<i>Monitoring dan evaluasi</i>	Monitoring and evaluation
MP	<i>Melengkapi portfolio</i>	Complete portfolio
NGO		Nongovernment organization
NIA	<i>Nomor induk asesor</i>	Chief Assessor Numbers
NIP	<i>Nomor induk pegawai</i>	Civil Servant Identification Number
NUPTK	<i>Nomor unik pendidik dan tenaga kependidikan</i>	Unique Teacher and Education Staff Identification Number

P4TK	Pusat Pengembangan dan Pemberdayaan Pendidik dan Tenaga Kependidikan	Center for the Development and Strengthening of Educators and Education Staff
PAI	<i>Pendidikan agama Islam</i>	Islamic education teachers
PGRI	Persatuan Guru Republik Indonesia	Teachers' Association of the Republic of Indonesia
PLPG	<i>Pendidikan dan latihan profesi guru</i>	Teacher education and training (Remedial training)
PMP TK	<i>Peningkatan mutu pendidik dan tenaga kependidikan</i>	Improvement in the quality of teachers and education staff
PNS	<i>Pegawai negeri sipil</i>	Civil servant
S1/S2/S3	<i>Strata 1/2/3</i>	Undergraduate/master's/doctorate degrees
SD	<i>Sekolah dasar</i>	Primary school
SK	<i>Surat keputusan</i>	Directive
SLB	<i>Sekolah luar biasa</i>	School for children with disabilities
SMA	<i>Sekolah menengah atas</i>	Senior high school
SMK	<i>Sekolah menengah kejuruan</i>	Technical high school
SMP	<i>Sekolah menengah pertama</i>	Junior high school
TK	<i>Taman kanak-kanak</i>	Kindergarten
TM	<i>Tidak memadai</i>	Unsatisfactory
STKIP	Sekolah Tinggi Keguruan dan Ilmu Pendidikan	Institute for Teaching and Education
UIN	Universitas Islam Negeri	State Islamic university
UNJ	Universitas Negeri Jakarta	State University of Jakarta
Unja	Universitas Jambi	University of Jambi
Untan	Universitas Tanjungpura	University of Tanjungpura
UPI	Universitas Pendidikan Indonesia	
UPM	<i>Unit pelayanan masyarakat</i>	Community Services Unit
UPTD	<i>Unit pelaksana teknis dinas</i>	Education Office Technical Implementation Unit

EXECUTIVE SUMMARY

Introduction

In an effort to set standards and increase the quality of teachers, from 2007 the Ministry of National Education (MoNE or Departemen Pendidikan Nasional/Depdiknas) has implemented a teacher certification program for practicing teachers. It is hoped that teacher certification will improve the quality of teachers, and therefore the quality of learning, and finally improve the quality of education in a holistic and ongoing manner.

Teacher certification is implemented through a portfolio assessment for teachers who have, as a minimum, an undergraduate degree (S1) or four-year diploma (D4), and includes both civil servants and non-civil servants in public and private pre-schools, primary, junior high and senior high schools. Teachers deemed to pass, either directly through portfolio assessment or after undertaking a remedial training course (PLPG), receive a certificate, teacher registration number, and a professional allowance to the value of one month's wage. In 2007 certification was undertaken for 225,211 target teachers, 200,450 through MoNE and 24,761 through the Ministry of Religious Affairs (MoRA or Departemen Agama/Depag).

In order to understand the implementation of the program, the SMERU Research Institute undertook a study of the 2007 teacher certification program in May–July 2008, at the request of MoNE, the World Bank Office Jakarta, and Jameel Poverty Action Lab (J-PAL) at the Massachusetts Institute of Technology (MIT University), and the Directorate General of Higher Education (Ditjen Dikti) in MoNE. The study aims to understand the stages in the 2007 certification implementation process, as well as the general perceptions of teachers and other relevant parties of the influence of certification on the quality of teachers and learning.

This study used a combination of qualitative and quantitative methods and was conducted in six *kabupaten/kota* (districts/cities) in three provinces: Kabupaten Muara Jambi and Kota Jambi in Jambi province; Kabupaten Majalengka and Kota Bekasi in West Java Province; and Kabupaten Melawi and Kota Singkawang in West Kalimantan Province. The results of the field study are as follows.

Findings

Implementing Organizations

The implementation of teacher certification through the two institutional channels—MoNE and MoRA—is in accordance with the regulations and competencies of the each institution. However, as implementation is not accompanied by the provision of clear and complete information, the division of certification through these two channels has created problems, including situations where teachers have been asked to undertake certification through both organizations or by the wrong organization.

Generally LPTKs have undertaken certification activities as per the regulations, however, in terms of timing, implementation has been delayed. At June 2008 only the LPTK in West Kalimantan had provided certificates to teachers who passed. This delay appears to have

occurred because of the influence of the double functions performed by sections of the LPTK, where committee members doubled as assessors and remedial training instructors.

Socialization

MoNE and MoRA conducted formal socialization through meetings for program implementers at various levels of government as well as for teachers participating in certification. Socialization for implementing agencies was sufficient in terms of quantity, but needed improvement in quality.

MoNE and MoRA *kabupaten* (district)/*kota* (city) offices should form the spearhead for the implementation of socialization for schools and teachers in their jurisdictions. However, because the program did not provide funds specifically for socialization, formal socialization by these organizations varied between study areas. A lack of funds also affected the distribution of the certification guidebook for teachers, or its photocopies, to participants. As a means of socialization, the government also provided information through the teacher certification website. However, the number of participant and non-participant teachers which access the website is still very low due to limited facilities and technical skills.

In general, after certification implementation entered its second year participants' understanding of certification was relatively good, although their knowledge was incomplete. A large proportion of teachers did not know which year's basic wage the professional allowance would be based on, and when and how it would be paid. Non-participants' understanding of certification was also good, though limited to the general participant requirements, the compilation of the portfolio, and the existence of the professional allowance.

Determination of the Quotas

The 2007 quota was set three times; first based on the original 2006 quota, then on a new 2007 quota, and finally, an additional 2007 quota. The process of setting the MoNE quota changed. For the determination of the 2006 and 2007 quota, the MoNE set the quotas right down to the *kabupaten/kota* level. Meanwhile, for the additional 2007 quota and the 2008 quota, the MoNE only set a provincial quota, and the provinces set the quotas for the *kabupaten/kota* level. In 2007 certification *kabupaten/kota* agencies were only able to distribute the quota between the different levels of education. However, in 2008 they were also able to distribute the quota between civil servant and non-civil servant groups.

The basis of the determination of quotas also changed. In 2007 certification the provincial and *kabupaten/kota* quotas were based on the total number of teachers in each region. In 2008 certification the provincial quota was based on the total number of teachers while the *kabupaten/kota* quotas were based on the total number of teachers with an undergraduate degree/four-year diploma. In the study areas, the quotas were determined according to these rules. The exception was the additional 2007 quota for Jambi, which was evenly divided between *kabupaten/kota*. In West Java, the division of the 2008 quota for the *kabupaten/kota* was based on the total number of teachers with undergraduate degrees/four-year diplomas who had a Unique Teacher and Education Staff Identification Number (*nomor unik pendidik dan tenaga kependidikan*, or NUPTK).

The total 2007 certification quota varied between provinces and *kabupaten/kota* in the study areas. In comparison to the total number of teachers fulfilling the criteria, there were *kabupaten/kota* with excesses or shortages in their quotas. This was due to the uneven or limited number of teachers with undergraduate degrees/diplomas in certain regions, the inaccuracy of the data used, and a difference in the determination of quotas based on the total number of teachers and the determination of participants based on the requirement of having an undergraduate degree/diploma.

Unlike MoNE, MoRA's quotas were determined centrally. In general MoRA *kabupaten/kota* offices and religion teachers thought that the quota MoRA received was too small. However, in general teachers also thought that the distribution of total participants between schools was relatively fair and in line with the total number of teachers with undergraduate degrees and the length of their teaching experience.

Determination of Participants

In the study areas, the *kabupaten/kota* education office chose and determined participants by applying the requirements of having an undergraduate degree or four-year diploma, using a set order of criteria, and setting the length of teaching experience as the most important criteria. However, despite this in a limited number of cases there is an indication of inconsistencies/unfairness in the determination of participants. For example, determination of participants 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 had approached and developed a good relationship with the *kabupaten/kota* education office.

MoRA participants were determined at the central level, and participants were chosen from a list of teachers who had registered based on the set criteria. MoRA *kabupaten/kota* offices had differing views of this method of determining participants. Some offices agreed with it because it meant that they were free of the responsibility themselves, but others did not agree with the process because they thought it was not transparent, felt that they had no authority, and were unable to provide explanations if there were teachers who complained. Meanwhile, teachers in the study areas thought that it was not transparent, especially because there were participants who were younger or had less work experience than teachers who were not chosen to participate.

In all the study areas, the quota received was not filled. The number of portfolios assessed by LPTKs only filled 55%–96% of the total quota received by the respective regions. *Kabupaten/kota* in Java and urban areas outside of Java filled their quotas to higher levels, ranging between 89%–96%, while *kabupaten* outside of Java only filled the quotas to around 55%. This may be due to differences in the ease of information transfers, the availability and completeness of teachers' data, and the number of the teachers fulfilling the requirements.

Compilation of the Portfolios

Although a guidebook for teachers was supplied, because the portfolio was something new, and in several regions was not accompanied by integrated socialization, many participants did not fully understand the technical aspects of the portfolio compilation. In addition, many participants faced technical obstacles in collecting very old documents, and in making lesson plans (RPP). Other obstacles were the limited time provided to compile the portfolio, teachers having only a limited number of training and seminar certificates, and limited means of arranging for the portfolio to be typed.

In some areas there were reports of deception in the compilation of the portfolios, including falsified seminar/training/competition certificates and plagiarized lesson plans. In 2008 certification, participants had to provide original documents relating to the education, training and participation in scientific forums components, so deception was more easily prevented.

In making their portfolios, participants spent between Rp100,000 and Rp500,000, and there were even participants who spend more than Rp1 million. This covered costs such as typing services, photocopying documents, copies of portfolios, verifying documents, tokens of appreciation for staff/officials who assessed the portfolios, and portfolio compilation advice.

Portfolio Assessment

The percentage of participants who passed directly from portfolio assessment was relatively low and varied between areas. In Jambi 30% of 2,249 participants, in West Java 47% of 16,817 participants, and in West Kalimantan 19% of 2,818 participants passed directly through portfolio assessment. The difference in the pass rates between sample *kabupaten/kota* is quite large, with the lowest pass rate in Melawi, West Kalimantan, at 8%, and the highest in Majalengka, West Java, at 61%.

Based on a comparison of the scores of 31 sample portfolios from the LPTK in Jambi, which were reassessed by the LPTK in West Java, it can be seen that in general the assessment scores given by the LPTK in Jambi were higher, and the scores given by the two LPTKs were not very consistent. This shows the high level of subjectivity in the LPTKs assessment of portfolios. Despite this, there is no indication of deception in portfolio assessment. Generally informants thought that LPTKs' assessments of the portfolios were accurate and in line with the guidebook. In addition, participants did not know who assessed their portfolios.

Remedial Training (PLPG) & Passing Rates

Participants thought that the remedial training course was very beneficial because they gained knowledge and new skills related to the teaching and learning process. Participants thought that the course material provided was relevant and not too difficult because it related to things they did as teachers. Participants also thought that the instructors were very competent both in their mastery of the material as well as in its delivery; moreover many had doctorate degrees and were even professors.

In the study areas the percentage of remedial training candidates in 2007 was quite high relative to the number of participants who submitted portfolios, at 37%–90%. This condition has drawn suspicion that LPTKs deliberately failed participants so that they undertook the remedial training, which attracted a fairly high budget per participant.

Generally remedial training participants were deemed to pass and only a small number of participants needed to take the repeat examination. This meant that all 2007 certification participants were deemed to pass, except those who were deemed not to qualify because they did not fulfill the participant requirements, did not submit portfolios, or did not take the remedial training course. Because of this, information spread that eventually, all certification participants who fulfilled the participant requirements would pass, and it was only the stage at which they passed which would differ.

According to the rules, participants who pass will receive a teaching certificate from the LPTK and a teacher registration number from MoNE. However, at the time this study was conducted all participants who had passed had not received a teacher registration number and all participants, except some participants in West Kalimantan, had not yet received teaching certificates.

Professional Allowance

Participants who pass will receive a professional allowance. The rules about when the allowance would be paid differed between certification in 2007 and 2008. In 2007, participants who passed before October 2007 would receive the professional allowance from 1 October 2007, while participants who passed after this date would receive the allowance starting from the month after they were deemed to pass. In 2008 the professional allowance was provided from January of the financial year following the year they passed and received their teacher certificate and registration number.

The payment of the professional allowance was held up. Most MoNE participants and a small proportion of non-civil servant Islamic school teachers from the 2006 quota who passed have received the allowance. However, they only received the allowance for the first quarter (October–December 2007), which was paid in January 2008. They did not receive the allowance from February 2008, even though they should have received payments twice for the January–June 2008 allowance. At the time this study was conducted, it was not certain when the professional allowance would be paid.

Funding

The certification program is funded through the central and regional government budgets, and other official sources. The central government budget supplied funds for LPTKs' certification activities and the payment of the professional allowance. The regional government budgets also fund certification activities related to the tasks and role of the provincial and *kabupaten/kota* agencies. In 2007 certification, funds from the central government budget were managed by MoNE and MoRA at the central level, but in 2008 certification were decentralized to the provinces through deconcentration funds.

To implement certification, the GoI provided LPTKs with a budget of Rp2 million per participant, with Rp500,000 allocated to portfolio assessment and Rp1.5 million for remedial training. Actual spending on portfolio assessment per participant was slightly lower than planned, at Rp407,000–Rp494,000. Actual spending on remedial training activities was quite high, at Rp2 million per participant in Jambi, and Rp3 million per participant in West Java and West Kalimantan.

In 2007 certification not all regional governments provided a sufficient APBD budget, so not all regions were able to conduct all activities, like socialization, consultancy services, and distribution of portfolios, in full. Because of this, the implementing agencies in several regions picked up costs from participants such as for participating in additional socialization activities, sending the portfolios to the LPTKs, and organizing documents for the professional allowance.

Coordination, Complaints, and Monitoring and Evaluation

In the study areas vertical coordination between implementing organizations occurred quite well, although there were several problems, particularly relating to data, policy, and shortcuts in coordination channels. Horizontal coordination generally faced more obstacles because it involved different agencies.

As an information service and means of accountability, MoNE opened a community services unit (UPM), which was located in Jakarta. The existence of this unit was only communicated in the guidebook provided for implementing organizations, and not in the guidebook for participants. Because of this, teachers generally did not know that the UPM existed and information about irregularities/inconsistency circulated among teachers and related institutions without any formal complaints.

Throughout certification implementation only the LPTKs were visited by a monitoring and evaluation (monev) team. The 2007 guidebooks only cover monev activities in a general way, and is limited to the determination of certification participants. The 2008 guidebooks deal with monev activities more broadly, however, as a non-binding proposal only, and in a very general way. They are not specific about how the monev activities would work and be funded, so its implementation is questionable.

The 2008 guidebooks also mention a monitoring system for participants who receive the professional allowance. However, the monitoring system only covers data relating to employment status and working hours, and does not cover the elements assessed in certification such as teachers' quality and competence.

Impacts of the Program

The impact of certification on increasing the quality of teachers is still questionable. Some informants felt that an increase in welfare may increase the quality of teachers because teachers would be more motivated and be able to better concentrate. However, others were not certain because they thought that an increase in quality and performance is a matter of personal commitment. It is also questionable that the implementation of certification will increase teacher quality because there is no mechanism to identify the best teachers. With the exception of a small proportion of the additional 2007 quota, the assessment only covered pre-existing administrative documents. There was also a lot of deception found in the compilations of portfolios.

The potential impact of the program on teachers who have not yet undertaken certification is quite large. Teachers who have not fulfilled the requirement of having an undergraduate degree have been encouraged to continue their studies. Teachers have also been encouraged to actively participate in various activities in order to obtain certificates for their portfolios. In the long run, one of the benefits of the teacher certification program is the attraction of well-educated, high-quality human resources into the teaching profession.

Teacher certification has also had other positive and negative impacts. Certification provided opportunities for lecturers to become committee members, assessors or remedial training instructors which provided additional income. Various institutions were encouraged to hold commercial seminars, with other parties as speakers. Certification has also given rise to the emergence of document and portfolio compilation services. The requirement to teach 24 hours per week has made many teachers seek additional teaching hours in their schools or in other schools, which has had flow-on effects. Certification can also cause jealousy among teachers.

Recommendations

Based on the field findings above, the following are several policy recommendations to improve the implementation of the certification program.

1. There needs to be a wider distribution of clear and consistent information about the division of authority between MoNE and MoRA, both for implementing organizations as well as teachers. This must be supported by good coordination and the two organizations should use similar standards in implementing the program, especially in the determination of participants.
2. Socialization for participants needs to be done at the lower government level—at the *kabupaten/kota* level as a minimum. Socialization needs to consider the total number of participants so that information dissemination is more effective and does not burden participants. The information disseminated should at least cover participant requirements and criteria, the method of compiling and assessing portfolios, and the procedure for the payment of the professional allowance.
3. Certification information should be given to non-participant teachers so that they have the same knowledge and perceptions of certification, and are encouraged to add to their qualifications. This can also reduce the possibility of jealousy between teachers. The general community also needs to obtain information so that people are more interested in the teaching profession. This can be done through the distribution of brochures and mass media advertising. The teacher certification website must also be widely publicized and provide more complete information.
4. Transparency needs to be improved in several phases of the certification process. The determination of the *kabupaten/kota* quotas at the provincial level requires a transparent control mechanism and greater involvement of *kabupaten/kota* education offices to mitigate the risk of deception at the provincial level.
5. To maintain objectivity in the determination of participants, the selection criteria must be transparent and the ranked list of teachers who fulfill the criteria should be easily accessed by teachers, for example, displayed on information boards of agencies at the *kabupaten/kota* and *kecamatan* (subdistrict) levels.
6. The provision of authority to the *kabupaten/kota* education office to distribute the quota between civil servant and non-civil servant teachers should be followed by requirements which guarantee transparency and objectivity to mitigate the risk of deception.
7. To avoid unfilled quotas, participants need to be given enough time (at least two weeks) to arrange their portfolios.
8. The use of Unique Teacher and Education Staff Identification Number (NUPTK) data as the basis for determining the quotas and participants is still preemptive as there are many teachers who fulfill the participant requirements but who do not yet have NUPTKs. To avoid such cases of unfairness, the use of NUPTK data should not be forced before all teachers, or as a minimum, those who fulfill the participant criteria, have a NUPTK.

9. Stricter and more detailed assessment standards must be set for portfolio components so as to reduce the subjectivity of the assessors. The average results for each portfolio component should be made available in a transparent and easily accessible way to participant teachers, both through announcements on the website as well as through circulars to agencies at the *kabupaten/kota* level.
10. The weightings of the respective components also needs to be reconsidered so that greater value is placed on teacher performance, such as by increasing the weighting of the professional development component, not prioritizing documents which are formalities, and not allowing participants with low scores to automatically take the remedial training.
11. There needs to be a longer, more intensive form of training with more in-depth material to ensure the quality of participants who take the PLPG. The assessment of whether participants pass must be performed objectively, using strict pass levels, and participants who do not pass should not automatically become certification participants the following year.
12. There needs a mechanism which can ensure the punctuality of payment of the professional allowance, which can be supported by a number of things, including the provision of procedures for the administration of the payment which are simple, practical and which can guarantee the accuracy of recipients' data.
13. Control mechanisms for certification implementation must be optimized, including by having existing monitoring institutions, implementing institutions, and independent institutions conduct staged monitoring. The existence of a complaints body should be communicated widely and at the various government levels, with a clear complaints resolution mechanism. In addition, there must be strict sanctions for the various forms of deception which occur.
14. To better ensure that the objective of certification, to increase the quality of teachers and education, is met, the performance of teachers who pass certification should be assessed periodically based on their pedagogical, professional, personal, and social skills.
15. Committee members should not have dual roles as assessors or instructors because committee members perform routine tasks and have rather heavy workloads. This needs to be supported by the provision of incentives for committee members equal to the incentives for assessors and instructors.

I. INTRODUCTION

1.1 Background

Law No. 20, 2003 on the National Education System, Law No. 14, 2005 on Teachers and Lecturers, and Government Regulation No. 19, 2005 on National Education Standards decree that teachers are professional educators. Professional educators must have academic qualifications and competencies as agents of learning and physical and spiritual health, as well as the ability to realize national education targets. In an effort to establish standards and raise the quality of teachers, the Government of Indonesia (GoI), through the Ministry of National Education (MoNE or Departemen Pendidikan Nasional/Depdiknas), has implemented a Teacher Certification Program from 2007.

The implementation of this program is accompanied by the provision of a professional allowance equivalent to one month's base wage (*gaji pokok*) to improve teacher wealth, increase the appeal of the teaching profession, and provide strong encouragement for teachers to participate in the certification process. It is hoped that teacher certification will increase the quality of teachers, which will then increase the quality of learning, and finally improve the quality of education as a whole and in a continuing way.

Teacher certification involves the provision of teacher certificates to teachers. In accordance with the Minister of National Education Regulation No. 18, 2007, certification in 2007 was carried out through an assessment of a portfolio containing ten components reflecting four teacher competencies, that is pedagogical, professional, personal, and social capabilities. Meanwhile certification in 2008, aside from operating through a portfolio assessment, was also carried out via an education channel in accordance with Ministerial Regulation No. 40, 2007.

Teacher certification is implemented through two organizations, MoNE and the Ministry of Religious Affairs (MoRA, or Departemen Agama/Depag). MoNE handles certification for teachers from public schools, other than religion teachers, while MoRA handles certification for teachers from Islamic schools (*madrasah*) and religion teachers in public schools. In account of the total number of teachers and the annual quotas it obtained, MoNE aims to complete teacher certification by 2015, while MoRA has a target of 2011 for Islamic school teachers, and 2013 for Islamic education teachers (PAI). The certification service providers are higher education institutes which have programs for the training of education staff, or institutions for the education of teaching staff (LPTKs), which are accredited and maintained by the Government of Indonesia through MoNE.

Certification participants are teachers who fulfill the minimal qualification requirement of an undergraduate degree (S1) or four-year diploma (D4), and include both civil servants and non-civil servants in public and private pre-schools, primary, junior high, and senior high schools. Aware of the quota in the number of teachers able to participate in certification relative to the total number of teachers, MoNE at the *kabupaten/kota* (district/city) level and MoRA rank participants based on a set of ordered criteria. Teachers chosen present a portfolio as well as physical proof of their work achievements, which are assessed by LPTK using standard mechanisms. Teachers declared to pass the portfolio assessment receive a certificate and teacher registration number, along with the professional allowance. Teachers who do not pass must complete their portfolios or undertake teaching education and training (PLPG). PLPG ends with an examination, and teachers who do not pass this examination are given the opportunity to repeat it twice.

In 2007 31 LPTKs implemented teacher certification for general teachers and 16 LPTKs implemented certification for religion teachers spread across Indonesia. The GoI target was 225,211 teachers, consisting of 200,450 teachers certified through MoNE and 24,761 through MoRA. For 2008, the GoI has determined a certification target through portfolio assessment of 247,000 teachers, consisting of 200,000 teachers certified through MoNE and 47,000 through MoRA.

In order to understand the implementation of the program, the Directorate General of Higher Education in MoNE, the World Bank, and Jameel Poverty Action Lab (J-PAL) at the Massachusetts Institute of Technology (MIT University) has asked The SMERU Research Institute to undertake a study of the implementation of the teacher certification program in 2007. This study is intended to support and provide broader, more detailed input into previous and future studies on certification. Although this study was conducted in a limited number of sample areas, and does not provide a picture of certification in Indonesia as a whole, it is hoped that its results can provide input into the improvement of the program's implementation in years to come.

1.2 Objectives

In a general sense this study aims to understand the various stages in the implementation of teacher certification in 2007, starting from the determination of the quota and selection of participants, assessment of portfolios, and implementation of PLPG, to the payment of the professional allowance to participating teachers who pass. It is hoped that through this study it can be determined whether teacher certification has been implemented in accordance with the regulations or have there been adjustments. This study also aims to reveal the general perception of teachers and relevant parties on the impact of certification on the quality of teachers and the learning process.

Specifically, this study aims to answer the following questions:

- a) Did teachers understand the stipulations that govern the certification process, and what did they think of these stipulations?
- b) How were certification participants selected?
- c) Was portfolio assessment able to identify the best teachers?
- d) Were portfolios assessed consistently?
- e) Is there any indication of any irregularities/inconsistencies/unfairness in the determination of the participants who passed the portfolio assessment?
- f) How was the remedial training run and what did teachers think of the training material?
- g) Were standards for the remedial training examinations the same across LPTKs?
- h) Was there any indication of irregularities/inconsistencies/unfairness in the determination of whether participants passed the remedial training exam?

At the time this study was conducted, the implementation of certification in 2008 had already commenced. Because of this it is hoped that this study can provide a general picture of the start of the implementation of teacher certification in 2008, and a comparison with certification in 2007.

1.3 Methodology

This study uses a combination of quantitative and qualitative methods. Information relating to 2007 implementation was collected qualitatively in every study area through in-depth interviews, using the same probing questions. In addition to this, the research team also collected secondary data from LPTKs, MoNE, MoRA, and *kabupaten/kota* education and MoRA offices. Information collected from detailed interviews was analyzed qualitatively, while secondary data was analyzed in a simple quantitative way.

Field trips were undertaken in three randomly selected provinces covering Java, Sumatra, and Kalimantan-Sulawesi-Nusa Tenggara. From these provinces two *kabupaten/kota* were selected at random so that in total there were six study samples: Kabupaten Muara Jambi and Kota Jambi in Jambi Province; Majalengka and Kota Bekasi in West Java Province; and Kabupaten Melawi and Kota Singakawang in West Kalimantan Province.

Before conducting the field trip, the research team held discussions with MoNE, MoRA and the Independent Team from the Consortium for Teacher Certification, from MoNE (Tim Independen Konsorsium Sertifikasi Guru Depdiknas) to obtain a general picture of the program's implementation. In addition to this the research team also conducted a literature study of the program's implementation guidelines, reports on research findings, and various articles relating to teacher certification.

At the provincial level the research team visited LPTKs, the education office, and MoRA provincial office. At the *kabupaten/kota* level the team visited the education office including the Education Office Technical Implementation Unit (UPTD) in the *kecamatan*, MoRA *kabupaten/kota* office, Education Boards, the Teachers' Association of the Republic of Indonesia (PGRI), and NGOs concerned with education and schools.

In the LPTKs, the research team interviewed a minimum of five sources: the head of the certification committee, who had access to files across the portfolio which was assessed; two committee members who manage the administration of certification; and two assessors who conduct portfolio assessments, but who are not involved in the administration. In all of the LPTKs, the team collected data on portfolio assessment results across participants, assessment results from the two assessors and their average scores, and scores from the PLPG examination. In the LPTK in Jambi (the University of Jambi-Unja) the research team also collected 60 teacher portfolios which had already been assessed, consisting of three groups of randomly selected teachers—primary school teachers, junior high school mathematics teachers, and junior high school English teachers. Photocopies of the 60 portfolios were sent to the LPTK in West Java for reassessment to check for consistency in grading procedures at different LPTKs.

In the *kabupaten/kota* education office the research team interviewed at least one person in charge of the certification process in order to understand the dissemination of information, the participant selection process, communication and coordination between the education office and other parties, including with school principals/teachers, and implementation problems. The same was done in MoRA's provincial and *kabupaten/kota* offices.

In each sample *kabupaten/kota* the research team visited four schools, comprising of public senior high and vocational schools, public junior high schools, public primary schools and Islamic schools (primary or junior high Islamic schools). These schools were selected from a list of schools with teachers who had participated in certification in 2007. Public senior high

and vocational schools were randomly selected, while other schools were selected purposively requiring that they represented the schools in closest proximity to the chosen public high school or vocational school. Overall, the team visited a total of 24 schools consisting of 6 public senior high and vocational schools, 6 public junior high schools, 6 primary schools, 3 Islamic senior high schools (*madrasah sanawiah*), and 3 Islamic junior high schools (*madrasah ibtidaiah*).

In each school, the research team interviewed the school principal, four teachers who had participated in certification in 2007, who if possible had passed in varying ways (such as through portfolio assessment, by providing missing portfolio documents, or by undertaking PLPG), and two current 2008 certification participants or teachers who had not yet participated. The research team also interviewed teachers outside the chosen schools in order to gain a different perspective and more complete information about certification.

Due to time limitations and the available resources, and in accordance with the proportion of the quota each organization received, the majority of informants interviewed in this study undertook certification through MoNE. Only LPTKs certifying teachers of general studies were interviewed, and of the 24 schools visited, 18 were public schools and 6 were Islamic schools. Because of this, for the implementation of certification through MoRA, this study focuses more on uncovering qualitative information directly related to participants.

1.4 Report Structure

This research report is divided into four sections. The first chapter is an introduction, outlining the background and aims of the study and the methodology used. The second chapter outlines the findings of the study and explains the institutions, distribution of information, determination of the quota, determination of participating teachers, portfolio collection and assessment, PLPG activities, rate at which participants pass, payment system, communications system, and monitoring and evaluation. The third chapter outlines perceptions of the impact of the program on increasing teachers' welfare, the quality of teachers and the general quality of education. The fourth chapter is the closing chapter, and provides recommendations for the improvement of the program in the future.

II. PROGRAM IMPLEMENTATION

2.1 Implementing Organizations

2.1.1 Government Organizations

In accordance with Law No. 20, 2003 on the National Education System, the coordination and supervision of primary and intermediate education in Indonesia is conducted by MoNE or MoRa. This stipulation also applies to the teacher certification program.

The implementation of teacher certification through two different channels involves various government agencies from the central government level to the *kabupaten/kota* level. At the central government level, certification through MoNE involves the Directorate General of Higher Education (Ditjen Dikti) and the Directorate General for the Improvement in the Quality of Teachers and Education Staff (Directorate General for PMPTK) in MoNE. At the provincial level, certification involves the provincial education office and the Lembaga Penjaminan Mutu Pendidikan (LPMP)¹, or Institute for Education Quality Assurance), while at the *kabupaten/kota* level it involves the local education office.

Certification through MoRA involves several directorates under the Directorate General for Islamic Education. The Directorate of Islamic Schools handles certification for Islamic school teachers, the Directorate of Islamic Education Teachers handles certification for Islamic education teachers, and the Directorate of Religious and Islamic Boarding Schools handles certification for teachers in Islamic boarding schools. Implementation at the provincial level involves MoRA's provincial office, and at the *kabupaten/kota* level, its *kabupaten/kota* office. MoRA also engages three universities, the State Islamic University in Riau, IAIN Semarang and the State Islamic University Makassar, to process registration data for certification candidates from Islamic schools.

A Consortium for Teacher Certification (KSG) was formed to coordinate implementation at the central level, comprising of the Directorate General of Higher Education, the Directorate General for PMPTK, MoRA and LPTKs. These institutions were, amongst other things, tasked with standardizing processes and results, undertaking policy harmonization and synchronization and coordinating the implementation of monitoring and evaluation.

At the provincial level, the role of the education office and LPMP increased during certification in 2007 and 2008. While the provincial education office previously had a role in socialization, communication, and coordination activities as well as monitoring and evaluation, from the determination of the additional 2007 quota it also had a role in determining the *kabupaten/kota* quotas. Moreover, since 2008 the provincial education office has also had a role in processing and distributing the professional allowance for teachers who had passed certification. From 2008 LPMP, which previously only had a role in processing A2 forms with participants' personal information, has also has a role in socialization, arranging and determining the spread of participants across *kabupaten/kota*, and determining the *kabupaten/kota* quotas. Meanwhile, the role of MoRA's provincial office did not change and was more limited to socialization activities, communication and coordination, and monitoring and evaluation. The exception to

¹LPMP is a technical implementation unit which exists below and is responsible to the Director General for the Improvement in the Quality of Teachers and Education Staff. It is tasked with implementing quality assurance for primary and intermediate education, and is situated at the provincial level.

this was West Kalimantan, where the MoRA provincial office also had a role in sending participants' data and collecting and sending portfolios to the LPTKs.

At the *kabupaten/kota* level, the education office had a role in socialization, choosing participants, collecting and sending portfolios to the LPTKs, announcing LPTK results, and coordinating activities with the provincial education office, LPMP, and the LPTKs. On the other hand, the MoRA *kabupaten/kota* office only had a role in data collection for registered potential candidates, collection, and sending of portfolios to the LPTKs, and the delivery of LPTK assessment results. In West Kalimantan, however, the role of collecting and sending portfolios has shifted to the MoRA provincial office.

The division of certification through these two institutional avenues highlights the difficulty in implementation. Implementation was not accompanied by the provision of clear and complete information for both implementing institutions and participating teachers. Moreover, there are teachers whose wage payments and personnel arrangements have until now been under the administration of MoNE, but who were required to be certified through MoRA. Difficulties have also arisen due to institutional ego.

One problem that has been found is that some teachers were asked to undertake certification through both institutions or the wrong institution. The teachers involved in these cases were generally teachers of religion or teachers with a religion studies background in public schools who have a Civil Servant Identification number (NIP) with a '13' prefix, usually referred to as 'NIP 13 teachers'². Even those NIP 13 teachers deemed to have passed certification did not clearly understand which organization will arrange the payment of their professional allowances.

In some of the study areas there were cases of NIP 13 teachers who were asked to undertake certification through the education office. In Kota Jambi, 70 NIP 13 teachers submitted portfolios to the education office, but the portfolios were not processed, and sent to the MoRA *kabupaten/kota* office. Some of these teachers were able to continue the certification process only because they were included as Ministry of Religious Affairs certification participants by chance. In another case in Majalengka, West Java, a teacher undertaking certification through MoRA was asked to return to the education office. During 2008 certification the education office in Singkawang, West Kalimantan, asked teachers of general studies in an Islamic school to be certified through MoNE. These teachers have already submitted their portfolios.

Some education offices believed that these problems arose because the MoRA *kabupaten/kota* offices do not perform their tasks correctly, and many religion teachers in public schools are not registered. MoRA's *kabupaten/kota* offices denied this, because they have already provided all religion teachers in public schools with blank forms, but many religion teachers with NIP-13s did not return their forms to MoRA because they said they are civil servants from the education office, not MoRA.

Other problems relate to the internal conditions of the *kabupaten/kota* education offices as certification technical implementation units. In a large proportion of sample *kabupaten/kota*, staff handling certification were transferred to other areas without a comprehensive handover of data and information to new staff. Consequently, new staff did not fully understand the mechanisms, data, and information relating to certification implementation.

²Teachers who have a NIP with a 13 prefix are regional teachers who are recruited or employed by MoNE.

2.1.2 Certifying Organizations

Teacher certification was implemented by higher education institutions which run programs providing teaching qualifications, or LPTKs, which were accredited and determined by MoNE. In order to become a certification implementer LPTKs fulfilling the requirements were required to put forward a proposal to MoNE for assessment. During certification implementation in 2007, of the approximately 200 LPTK which registered, 31 LPTKs were determined to be ‘parent’ implementers, 61 LPTKs partner implementers for teachers of general studies, and 16 parent and 18 partner LPTKs for the certification of religion teachers across Indonesia.

The division of LPTK work areas/units was determined by MoNE. Each LPTK area consists of one parent and zero to seven partner LPTKs. For certification of general studies teachers, the Jambi implementation unit consisted of a parent LPTK and one partner LPTK, the West Java unit consisted of one parent and seven partner LPTKs, while the West Kalimantan unit only had one parent LPTK. For certification of religion teachers, in West Java a partner LPTK helped a parent LPTK, in Jambi there was only a partner organization which supported the LPTK in Padang, while in West Kalimantan there was no LPTK and certification was done by a LPTK in Jakarta (see Table 1).

Table 1. LPTK Certification Implementers in the Study Areas

Province	LPTKs Handling Certification through MoNE	LPTKs Handling Certification through MoRA
Jambi	<u>Parent:</u> Universitas Jambi, Jambi <u>Partner:</u> Universitas Batanghari, Jambi	<u>Parent:</u> IAIN Imam Bonjol, Padang <u>Partner:</u> IAIN S.T. Saifuddin, Jambi
West Java	<u>Parent:</u> Universitas Pendidikan Indonesia, Bandung <u>Partner:</u> - Universitas Siliwangi, Tasikmalaya - Universitas Pasundan, Bandung - Universitas Swadaya Gunung Djati Cirebon - Universitas Kuningan, Kuningan. - Universitas Galuh, Ciamis - STKIP Siliwangi Bandung - STKIP PGRI Sukabumi	<u>Parent:</u> UIN Gunungjati, Bandung <u>Partner:</u> Universitas Islam Nusantara, Bandung
West Kalimantan	Universitas Tanjungpura, Pontianak.	UIN Syarif Hidayatullah, Jakarta

The scope of the respective work areas was limited by *kabupaten/kota* areas. A LPTK for general studies in a particular area could cover part or all of a *kabupaten/kota* in one or several provinces. In the study areas the scope of certification for general studies teachers varied slightly. Area 10 in West Java covered almost all the *kabupaten/kota* in the province except Kabupaten Bogor, Kota Bogor, and Depok. However, Area 8 in Jambi and Area 20 in West Kalimantan covered all the *kabupaten/kota* in their respective provinces. Meanwhile the scope of LPTKs for religion studies was wider because of the limited number of certification participants. A large proportion of these LPTKs covered several provinces, and there were even LPTKs which covered an entire region of Indonesia who have between them certified Catholic, Christian, Buddhist, and Hindu religion teachers. The following analysis is specific to LPTK which certified teachers of general studies.

According to the stipulations, parent and partner LPTKs must form a certification committee together. However, there is information that partner LPTKs are less involved. Some LPTKs felt that they were not given a role even in the implementation of the various certification activities. Because of this partner LPTKs across Indonesia put forward a recommendation to MoNE for the division of work between parent and partner LPTKs. This recommendation has not been acted upon, with the cited reason being that 2008 certification is already underway.

The composition of each LPTK committee in the study areas varied but as a minimum there was a unit/area head and deputy head, expert staff, head of operations, secretary, treasurer, and divisions (see Table 2). The total number of people involved in the committee also varied. All members came from parent and partner LPTKs, except in West Kalimantan in which there was no partner LPTK. The proportions of total committee members from parent and partner LPTKs appear uneven. In Jambi, only 3 of 23 committee members were from partner LPTKs. In West Java, the balance between area managers and expert staff was even, however, the implementation/operational section was dominated by staff from the parent LPTK. All divisions were chaired by the parent LPTK, and three of five divisions were even comprised solely of representatives from the parent LPTK.

Table 2. Structure of LPTK Committees in the Study Areas

LPTK Jambi	LPTK West Java	LPTK West Kalimantan
Area Manager	Area Manager	Area Manager
Deputy Area Manager	Deputy Area Manager	Deputy Area Manager
Expert team	Area secretary	Expert staff
Head of Operations	Deputy Area Secretary	Head of Operations
Deputy Head of Operations	Area Treasurer	Secretary
Secretary	Deputy Area Treasurer	Deputy Secretary
Treasurer	Expert staff	Treasurer
Training division	Head of Operations	Deputy Treasurer
Peer teaching division	Deputy Head of Operations	Teacher Education and Training division
Module division	Assessment and assessor recruitment division	Management and Information Systems division
Instructors division	Training and education division	Monitoring and Evaluation Secretariat staff
Accommodation division	Logistics divisions	
Examinations division	Database division	
Data processing division		
Equipment division		
Secretariat staff		

Source: LPTK Area 8 West Java, LPTK Area 10 West Java, and LPTK Area 20 West Kalimantan.

Based on their set role, the LPTKs performed all tasks associated with portfolio assessment, running the remedial training course, determining which participants pass, and providing certificates for teachers who have passed certification. For portfolio assessment activities, LPTKs acted as a planner and coordinator, while assessment was done by assessors. The LPTKs recruited instructors to provide material for the remedial training.

In general, qualifications required of assessors and instructors were the same. Assessors and instructors needed to be university lecturers with at least a masters degree, with either their undergraduate or masters degree in Education, or a teaching diploma (*Akta V*³) or applied approach certificate⁴. Instructors were also required to have at least ten years' teaching experience, and be nominated by the study program in which they taught. In a case in West

³Akta V is a teaching diploma needed by people whose university degree is not in teaching, but who wish to teach in Universities. An Akta IV is needed in order to teach at the senior high school level.

⁴An applied approach certificate is a teaching certificate established by MoNE for senior lecturers. Recipients must complete a short course in teaching and instructional techniques.

Kalimantan, an instructor had only an undergraduate degree because of the limited number of lecturers in the relevant subject area and he had been judged as already being of a senior level. In Jambi, a proportion of instructors doubled as committee members and all instructors were also assessors. In West Java and West Kalimantan, a small proportion of instructors were also committee members, and a large proportion were assessors.

Unlike the recruitment of instructors, for the recruitment of assessors the committee only had a role in recruiting assessors selected by MoNE. LPTKs did not experience difficulty in recruiting potential assessors because there were enough lecturers who fulfilled the criteria, and many were interested in becoming assessors, mainly because of the incentive that was offered. Assessors received Rp150,000, or Rp127,500 after tax, for each portfolio they assessed. Assessors would receive Rp1,275,000 in a day if they could assess ten portfolios. This figure does not include payments for transport, food, and accommodation.

A team from MoNE ran the assessor selection process in the LPTKs over two days. On the first day candidates received socialization about certification and portfolio assessment. The following day candidates took a portfolio assessment examination, with the results assessed in Jakarta. Candidates deemed to pass were appointed through a letter of authority from the Director General of Higher Education and given Chief Assessor Numbers (*Nomor Induk Assessor*, or *NIA*). The names of the assessors were only given to the parent LPTK, which then informed the relevant assessors, partner LPTKs, and the respective assessors' faculty heads. In order to maintain the independence of the assessors, the LPTK did not announce the names of assessors to other parties, including the education office. However, this effort was not flawless because the names of the respective LPTK assessors can be found on the teacher certification website.

The number of assessors in the study areas varied according to the number of certification participants. In 2007 there were 87 assessors in Jambi, 461 assessors in West Java, and 92 assessors in West Kalimantan. For 2008 certification the total number of assessors will be increased. At the time of the field visit a recruitment exercise had already been completed, however, not all the decisions had been made. Jambi received an additional 37 assessors, in West Java there are 451 assessor candidates, and West Kalimantan has received an additional 40 assessors and 10 assessor candidates.

In 2007 certification, all assessors came from the respective LPTKs. However, for certification in 2008 some assessors or assessor candidates came from civil servant training and education institutes (*widyaiswara*)⁵ LPMP and the Centre for the Development and Strengthening of Educators and Education Staff (P4TK). As a proportion of the total number of assessors, parent LPTKs were fairly dominant. In Jambi 113 (91%) of 124 assessors, in West Java 383 (83%) of 461 assessors, and 340 (78%) of 451 assessor candidates were from the parent LPTK. Although this was the case informants from partner LPTKs in West Java did not make an issue of it because it was in line with the resources each organization had which fulfilled the criteria.

In Jambi and West Java, all members of the implementing committee were also assessors, except for those with undergraduate degrees only. Meanwhile in West Kalimantan the head of the LPTK did not allow committee members to double as assessors, because the committee workload was so heavy that it would affect work performance. Because there is a bigger incentive for assessors, in 2008 certification two committee members resigned in order to become assessors.

⁵Widyaiswara are civil servants who are promoted to functional positions with the tasks, responsibilities and authority to educate, teach, and train civil servants in government training and education institutes.

It appears that the double roles performed by committee members, who generally were also assessors and/or instructors, also influenced the committee's performance, especially its punctuality in finalizing certification activities. Based on the schedule arranged by MoNE, LPTKs need around four months from the start of portfolio assessment to the provision of certificates to participants. Because portfolio assessment for 2007 participants began in October 2007, participants who passed should have received certificates in February 2008. However, in practice, at the time this field study ended in June 2008, only the LPTK in West Kalimantan had provided certificates, and even this was only for some participants.

2.2 Socialization

Socialization is a process of distributing information about the details of a program, so it has a very important role in the success of a program's implementation. It is hoped that by conducting socialization a program can be implemented by its rules, and more transparently. The socialization of the teacher certification program was run by both MoNE and MoRA, in similar stages. Socialization was carried out through formal meetings which were accompanied by the distribution of a short paper or guidebooks. It was also carried out in a general way in various meetings for other activities.

Currently formal socialization activities have only been aimed at program implementers (the provincial education office, LPMP, MoRA provincial office, the education office/ MoRA *kabupaten/kota* offices, and LPTKs) and certification participants. However, formal socialization through meetings with other parties such as non-participant teachers, NGOs concerned with education, teacher associations, private school associations, and the general public has not been carried out. Despite this the various parties can access information from other sources like the internet, and print and electronic media.

2.2.1 Socialization for Program Implementers

Socialization for MoNE program implementers is conducted in stages, starting from the central level, followed by the province, then the *kabupaten/kota*. In 2006 and 2007 socialization at the national level was done by inviting provincial education office officials, LPMP, the *kabupaten/kota* education office, LPTKs and others to Jakarta. The MoNE socialization team provided the material for this activity. In 2008 national socialization was abolished. As a replacement the MoNE socialization team visited every province to provide socialization, which was implemented by LPMP, with participants from the provincial education office, LPMP, LPTK, and the *kabupaten/kota* education office.

Certification implementers under MoRA ran socialization slightly differently, because the directorate handling certification in MoRA had a different policy. The Directorate of Islamic Education ran socialization on a regional basis in five provincial capitals (Medan, Palembang, Semarang, Surabaya, and Makassar) by inviting implementers from all provincial and *kabupaten/kota* offices, and contributors of material from MoRA and MoNE. The Directorate of Islamic Schools did not provide a special budget for socialization and asked the provincial and *kabupaten/kota* offices to redirect funding already allocated for meetings or training to socialization. When the provincial or *kabupaten/kota* office was ready to conduct socialization activities, the central MoRA office would delegate speakers from MoRA, LPTK, and the respective provincial offices.

Apart from undertaking socialization, LPTK committee members also received special training in Jakarta. Meanwhile assessors received socialization and training upon recruitment into the respective LPTKs.

To accompany the implementation of the program MoNE provides guidebooks which are divided into several books according to the stage of activity. In every socialization activity for program implementers, participants receive a guidebook in accordance with their respective roles. The guidebook greatly assists implementers in understanding the technical implementation of certification in greater depth.

2.2.2 Socialization for Participants

The education office and MoRA *kabupaten/kota* office should form the spearhead for the implementation of certification for schools and teachers in their jurisdictions. However, because there were no program funds available specifically for socialization, formal socialization from the education office and MoRA *kabupaten/kota* offices varied between study areas depending on regional government policy and the respective institutions. The education office and MoRA *kabupaten/kota* office in Jambi did not run socialization for the UPTD, inspectors, and school principals and certification participants because it was already run at the provincial level. Meanwhile in West Java socialization at the *kabupaten/kota* level, through both MoNE and MoRA, was run several times with different participants, that is for the head of the UPTD, inspectors, and school principals. Socialization for certification participants was divided into several stages according to the total number of participants and the level of education. In West Kalimantan, only the education office at the *kabupaten/kota* level ran socialization, while the MoRA *kabupaten/kota* office did not run socialization because the total number of teachers was too small. Socialization for participants was thus held directly at the provincial level.

The distribution of guidebooks or photocopies for participant teachers' socialization varied across study areas. Because the program did not provide special funding for socialization, the distribution of guidebooks or photocopies depended upon the respective education office policy and MoRA *kabupaten/kota* office. In Jambi, both MoNE and MoRA certification participants only received copies of the short paper that was presented. If participants wished to have a guidebook they needed to photocopy it themselves, and some participants bought the guidebook from the education office for Rp30,000. In West Java, because the *kabupaten/kota* government provided a budget for socialization, all participants were able to receive a photocopy of the guidebook free of charge. Even the education office in Majalengka provided photocopies of the guidebook for teachers who needed it, both certification participants and non-participants. In West Kalimantan, MoRA certification participants received a photocopy of the guidebook at the time of socialization at the provincial level, while MoNE participants did not, except if they photocopied it themselves.

In each of the socialization activities, participants did not pick up any of the costs. In the case of Singkawang, West Kalimantan, the district education office worked with LPMP and the LPTK to carry out additional socialization for participants for the 2008 quota at a cost of Rp65,000 per participant. Informants who participated in socialization did not object to the cost because they felt that they understood certification more and they received guidebooks and certificates which could be enclosed in their portfolios.

In parts of the study areas, participants were also able to obtain information directly from staff from the education office and MoRA *kabupaten/kota* office in the form of consultations, particularly when compiling their portfolios. In West Java, for example, staff from the education office and MoRA *kabupaten/kota* office who handle certification were available for consultations throughout office hours.

In addition to socialization through formal meetings and the distribution of the guidebook, information about certification was also communicated in a non-specific way through various activities involving teachers or school principals, like working groups for teachers (KKG), teaching subject conferences for teachers (MGMP), working groups for school/Islamic school principals (MKKS/MKKM), and teacher training. Socialization of this type was also attended by non-participant teachers and usually provided general information about certification.

2.2.3 Socialization for Non-participant Teachers and the General Public

Non-participant teachers have never been included in formal socialization activities, except in Majalengka, where the LPMP held socialization for potential 2009 participants when 2008 participants had already submitted their portfolios. In general non-participant teachers obtained information from other teachers, particularly those who had already been certification participants. Some also obtained information from various other meetings or from mass media sources like television, radio and newspapers, which only contained general information.

The government provides more complete information which can be accessed by the general public through a website especially for certification, however, the number of participants and non-participants which access it is still very limited. This is not only because of limited internet facilities, but also because very few have the ability to operate a computer. Certification participants in several sample schools had also accessed the certification website seeking information about passing certification and the distribution of the professional allowance, but they were generally disappointed because they did not find the information they sought.

Other organizations concerned about education also ran socialization programs, both directly and indirectly. In Jambi, because of the shortcomings in socialization by the government, the PGRI Foundation ran socialization activities for teachers in the area through bulletins, radio programs, and meetings. The foundation even planned to socialize the program more widely through a local television station, Jambi TV. In Bekasi, West Java, the local education board provided an explanation of certification in a media newsletter publication in April 2008.

Various organizations also ran socialization through commercial seminar activities with fees of Rp40,000–Rp250,000 per participant. In Jambi, a local newspaper ran seminars about certification in every *kabupaten/kota*. In the sample *kabupaten/kota* in West Java, many organizations held seminars in conjunction with agencies or with individuals from government agencies and LPTKs as speakers. As an example, one source confessed that he had been a speaker in this kind of seminar around 11 times in various *kabupaten/kota* in West Java since certification was established. The person involved was willing to be a speaker so that the information distributed to participants was correct, and because he thought that the seminar would be beneficial for teachers. Through the seminars, which have become popular since the end of 2007, participants receive certificates that can be used in their portfolios.

2.2.4 The Effectiveness of Socialization

In terms of quantity, socialization for program implementers generally suffices, but from a quality point of view it still needs improvement. This can be seen from the fact that implementers in the field still do not fully understand certification. In Jambi, for example, teachers thought the *kabupaten/kota* education office did not understand the certification program well, and when teachers needed further information the education office was not able to provide it in a clear and satisfying manner. In West Kalimantan implementers from the same education office did not have the same understanding of the division of certification between MoNE and MoRA, and there were Islamic school teachers who were summoned to be certified through MoNE. Meanwhile, in West Java, although there were cases of teachers being summoned in error or by both organizations generally teachers felt quite satisfied with the explanations provided by the local education office and MoRA *kabupaten/kota* office, except for the education office in Bekasi, where there was a change in implementation staff.

It was also felt that the one-day training session for assessors was insufficient. At the start of implementation generally assessors were still confused about the mechanism for assessing portfolios, and had to ask the committee and other assessors many questions, as well as read the guidebook for LPTKs. After assessing portfolios several times, they began to understand how to do a portfolio assessment.

In general, after certification entered its second year, participants' understanding of certification, particularly how to compile portfolios and the criteria for portfolio assessment, became relatively good. At the start of certification implementation, participants' understanding was still limited, particularly for the 2006 quota, because at the time certification was a new program. In addition, the education office and MoRA *kabupaten/kota* office, which were intended to guide certification material, had relatively low levels of understanding. The understanding of participants in the 2007 quota and additional 2007 quotas was slightly better because there were example portfolios from 2006. However, because the total 2006 quota was not large, only a limited number of example portfolios were distributed, and not all 2007 participants could access them. Meanwhile 2008 participants' understanding was far better because of an increasing and fairly even spread of information sources, like the participant guidebook, example portfolios and previous participants, and the education office and MoRA *kabupaten/kota* office as well as their staff.

However, the information participants obtained was not comprehensive. In general teachers only understood how to compile portfolios, the portfolio assessment criteria, the requirements relating to completion of an undergraduate degree and the length of teaching experience, the assessing organizations, and the receipt of an allowance for teachers who pass. A large proportion of the teachers also did not understand how much the professional allowance would be, when it would begin, and how it would be paid. Information that the allowance was equal to a single month's basic wage (*gaji pokok*) was widespread, however, participants still did not know which year's basic wage it would be based on. NIP 13 teachers certified through MoRA and NIP 15⁶ religion teachers in public schools who shifted to teaching general studies and were certified through MoNE were also still confused about which organization would arrange and pay the professional allowance. This demonstrates the incompleteness of information dissemination and the tendency for socialization to focus only on the requirements participants must fulfill.

⁶NIP 15 teachers are teachers with teacher identification numbers with 15 prefixes.

Currently, non-participant teachers have a fairly good understanding of certification, although still limited to the general participant requirements, the collection of certificates, and the existence of the professional allowance. Some of these teachers have already started to prepare supporting documents for their portfolios. Several have already tried to estimate the mark they will receive and have planned various activities to complete their portfolios with the documents they did not yet have.

2.3 Determination of Quotas

At the national level the total number of certification participants, or quota, is determined annually by the central government, and divided between the two implementation channels, MoNE and MoRA. The 2007 certification quota was set three times, in the form of the 2006 quota, the 2007 quota, and the additional 2007 quota. Meanwhile, the quota for 2008 certification has been set once.

In total, the certification quota at the national level increased from 225,211 participants in 2007 to 249,966 participants in 2008, an increase of 24,755 participants (11%). In Table 3 it can be seen that the MoNE quota decreased slightly from 200,450 participants to 200,000 participants (0.2%), while the MoRA quota increased by 22,239 participants (101.8%), from 24,761 to 49,966 participants. If viewed by the total number of participants, the MoRA quota was far smaller than the MoNE quota, although its proportion of the total increased from 0.12 in 2007 to 0.25 in 2008. The difference in the quotas is particularly due to the difference in the total number of teachers under each institution's jurisdiction. In 2007, there were 603,000 teachers under MoRA, compared to 2,245,952 under MoNE.

Table 3. 2007 and 2008 Certification Quotas at the National Level

	2007 Certification				Certification/ 2008 Quota	Total Participants 2007 & 2008
	2006 Quota	2007 Quota	Additional 2007 Quota	Total		
MoNE	20,000	170,450	10,000	200,450	200,000	400,450
MoRA	4,000	15,000	5,761	24,761	49,966	74,727
Total	24,000	185,450	15,761	225,211	249,966	474,177

Source: Director General for PMPTK of MoNE and MoRA.

The quota for each of the implementation channels was broken down into quotas for each province and *kabupaten/kota*. These quotas were based on the total number of teachers under each organizations' jurisdiction in each region. Data on the total number of teachers was sourced from data already provided in periodic routine reports sent by schools to the *kabupaten/kota* education office. The mechanism for determining each region's quota differed for each organization, depending on their respective policies.

2.3.1 The Determination of the MoNE Quota

The process of determining the quota for certification through MoNE has changed from year to year, and in general the arrangements for determining the 2008 quota show an improvement on the previous year. For the 2006 and 2007 quota the allocations at the *kabupaten/kota* level were set centrally by the Director General for PMPTK in MoNE. For the additional 2007 quota, MoNE only set provincial level quotas, and each province then

determined the quotas for each *kabupaten/kota* in its jurisdiction. The same was done for the 2008 quota, however, the *kabupaten/kota* quota was jointly determined by the *kabupaten/kota* education office, the provincial education office, and LPMP.

For the determination of the 2006 quota, the province and the *kabupaten/kota* only received quotas for civil servant teachers, for the primary and junior high school levels only. The quota for junior high schools was divided by subject of study, which included citizenship studies, Indonesian, English, mathematics, physics, biology, economics, geography, and history. For the 2007 quota, the province and *kabupaten/kota* received quotas which were only divided based on the level of education (pre-school, primary school, junior high school, senior high school and special needs schools), both private and public, without being divided by subject of study. In addition to this, the quota was already split 75%–25% between civil servant and non-civil servant teachers. For the additional 2007 quota, the province received a quota which was only based on teachers who were high performing and other teachers, and the province then determined the division across *kabupaten/kota*. For the 2008 quota, the province also received a global total which was then allocated to each *kabupaten/kota* by dividing the quota by level of education and civil servant/non-civil servant status, with 70–85% allocated to civil servants and 15–30% to non-civil servant teachers.

The method of calculating the quota for each level of government and level of education are basically the same. The total quota for one region is obtained by dividing the total number of teachers in the relevant area by the total number of teachers in the jurisdiction above it, multiplied by the total quota received by the jurisdiction above it. For the 2008 quota, the calculations for the *kabupaten/kota* quotas were not based on the total number of teachers, but rather on the total number of teachers who had an undergraduate degree/D4 in each *kabupaten/kota*.

For implementation in the study areas, the quota was determined and divided in accordance with the rules i.e. set until the *kabupaten/kota* level, per level of education, and teacher status. The division of the *kabupaten/kota* was proportional to the total number of teachers in each area. An exception only occurred in the division of the additional 2007 quota in Jambi, where the quota was divided evenly between each *kabupaten/kota*. In West Java the 2008 quota was divided between *kabupaten/kota* based not only on the total number of teachers with an undergraduate degree/D4 but also on the number of these teachers who also had a NUPTK in each *kabupaten/kota*.

In 2007, the quota for civil servant and non-civil servant was fixed or not able to be changed. The *kabupaten/kota* education office was only able to redistribute the quota between levels of education because it was rational and could be accounted for. However, from 2008 the *kabupaten/kota* education office has been allowed to redistribute the quota between civil servant and non-civil servant groups, which also had to be under the agreement of the Cooperative Body of Private System teachers (Badan Musyawarah Perguruan Swasta) at the *kabupaten* level, although in practice this was a formality. In Majalengka, West Java, apart from being distributed between the civil servant and non-civil servant teachers, the 2008 quota was also divided by level of education because of the limited number of teachers in the non-civil servant group and particular levels of education who fulfilled the criteria.

Although the provision of authority to the *kabupaten/kota* education office to redistribute the quota was positive, because it could avoid the possibility of not filling the quota, it could also give rise to misuse if it was not implemented transparently. For example, in Muara, Jambi, all the non-civil servant quotas in 2008 certification were reallocated to civil servants although there were many non-civil servant teachers who fulfilled the criteria.

The determination of the quota for the *kabupaten/kota* level by the provincial education office, LPMP, and *kabupaten/kota* education office, was positive because it made it possible for the quota to be adjusted based on the conditions in each area. For example, the calculations for the 2008 quotas received by Majalengka, West Java and Kota Jambi changed after the relevant *kabupaten/kota* objected. In West Java, after the provincial education office and LPMP calculated the quotas, the *kabupaten/kota* education offices were invited to discuss the quotas. At or after the meeting some *kabupaten/kota* offices objected to the calculations because the total number of teachers with an undergraduate degree/D4 who had a NUPTK, which was used as the basis for calculations, was inaccurate. Kabupaten Majalengka was one of those which objected because the total number of teachers counted was only 3,000, but based on data from the internet there were approximately 9,000 teachers with NUPTKs in the district. After the *kabupaten* office lodged an objection with the province and confirmed the total number of teachers with a NUPTK with the MoNE, the provincial education office officially announced an increase in the quota from 197 to 736. Meanwhile the 2008 quota for Kota Jambi increased from 919 to 1,000. It was thought that the increase in Kota Jambi's quota would decrease the quota of other *kabupaten/kota* because the provincial quota had been already been determined.

The total certification quota for 2007 varied between provinces and *kabupaten/kota* in the study areas. The provincial and *kabupaten/kota* quotas in West Java were larger than other provinces and *kabupaten/kota* in the study areas, proportional to the total number of teachers in each region. With the exception of Kota Jambi, the 2008 certification quota increased at the provincial level, but decreased for the sample *kabupaten/kota*. The change in the total quotas amongst *kabupaten/kota* from 2007 to 2008 certification does not display a set pattern. It is thought that this is due to the change in the basis upon which the quota is divided, among other things (see Table 4).

Table 4. Quotas for MoNE Certification Participants in the Study Areas

Region	2007 Certification			Total Quota	Certification/ 2008 Quota
	2006 Quota	2007 Quota	Additional 2007 Quota		
Jambi Province	273	2,817	129	3,219	3,322
- Kab. Muara Jambi	38	270	13	321	158
- Kota Jambi	70	428	12	510	1,000
West Java Province	2,044	17,986	978	21,008	21,534
- Kab. Majalengka	87	631	31	749	731
- Kota Bekasi	220	894	43	1,157	1,107
West Kalimantan Province	164	3,752	109	4,025	4,210
- Kab. Melawi	8	151	4	163	140
- Kota Singkawang	11	196	4	211	119

Source: Directorate General for PMPTK in MoNE and the *kabupaten/kota* education offices in the study areas.

Considering the total number of teachers fulfilling the participant requirements, the quotas for some *kabupaten/kota*, such as Majalengka, Bekasi, Jambi and Sinkawang, were too low, and the quotas for others, such as Melawi, were too high. This shows that the number of teachers with undergraduate degrees/D4 in these areas is limited or spread unevenly, and that the data used to determine the quotas was inaccurate because it was not the latest data available. In

addition, the excesses and shortages in the quotas were also caused by the fact that the quota was determined using the total number of teachers, while participants were chosen, based on the requirement of having an undergraduate degree/D4.

2.3.2 Determination of the Quota under MoRA

Unlike MoNE quotas, MoRA quotas were determined centrally by the central office based on the total number of teachers with an undergraduate degree, the level of education, and subject. MoRA provincial and *kabupaten/kota* offices only received quotas for their respective areas. They received 2006, 2007 and additional 2007 quotas, known in MoRA as stage I, II and III quotas, while the 2008 quota was only determined at the national level and has not been divided between the levels below it. In 2006 Islamic religion teachers in public schools did not receive a share of the quota, so the entire quota was allocated to teachers in Islamic schools.

In general MoRA *kabupaten/kota* offices and religion teachers thought that the quota MoRA received was too small in comparison to the quota received by MoNE. Generally teachers thought that the division of total participants between schools was relatively fair and in line with the total number of teachers who had an undergraduate degree.

2.3.3 Level at which Quotas were Filled

Based on Table 5, it can be seen that in all the study areas the quotas received through MoNE were not filled. The portfolios collected and assessed by the LPTKs only filled 54.5%–95.5% of the total quotas received by the various regions. *Kabupaten/kota* in Java and urban areas outside of Java filled their quotas to higher level, between 88.6%–95.5%, while *kabupaten* outside of Java only filled the quotas to around 55%. This may be due to differences in the ease of information transfers, the availability and completeness of teachers' data, and the number of the teachers fulfilling the requirements. The fact that *kabupaten/kota* education offices lacked the authority to distribute their quotas between civil servant and non-civil servant teachers in 2007 and the existence of participants who withdrew from the certification process were other causes of the unfulfilled quotas.

Table 5. The Number of Portfolios Assessed and the Percentage of Quotas Unfilled in 2007 MoNE Certification

Region	Total Quota	Portfolios Assessed		Percentage of Quota Unfilled	
		N	%	N	%
Jambi Province	3,219	2,249	69.9	970	30.1
- Kab. Muara Jambi	321	175	54.5	146	45.5
- Kota Jambi	510	452	88.6	58	11.4
West Java Province	21,008	16,193	77.1	4,815	22.9
- Kab. Majalengka	749	680	90.8	69	9.2
- Kota Bekasi	1,157	1,105	95.5	52	4.5
West Kalimantan Province	4,025	2,818	70.0	1,207	30.0
- Kab. Melawi	163	90	55.2	73	44.8
- Kota Singkawang	211	191	90.5	20	9.5

Source: MoNE (data on total number of portfolios) and LPTK Area 8 Jambi, LPTK Area 10 West Java, and LPTK Area 20 West Kalimantan (data on total number of portfolios assessed).

All implementers in the study areas acknowledged that there were candidates who withdrew from the process. Participants resigned for various reasons, including because they received information about participating in the program too late, did not have enough time to compile portfolios, thought their portfolio score would be too low, and other personal reasons. If time allowed, the education office sought replacement participants, however, if time did not allow for this then the participants' places would remain unfilled, and the quota for the region would not be filled.

The fact that quotas were not filled was also influenced by the fact that a list of teachers who had filled the undergraduate degree/S1 requirement was not made available. If the *kabupaten/kota* education office provided this list, teachers who had not yet participated in certification would be able to more easily gauge when they would be summoned to participate, and be able to prepare more comprehensively. Several staff in the *kabupaten/kota* education office said that the list was not made openly available because it needed to be updated. In addition, the ranked list would constantly change because of the addition of teachers who had just completed an undergraduate degree/D4, as the time that teachers completed the required qualification was not considered when ranking teachers.

Despite this, it is estimated that the 2008 quotas will be filled to higher levels, provided there are teachers who fulfill the requirements. This is because information about the program and example portfolios have been distributed fairly widely. In addition, many teachers who have not yet participated have already started to prepare material for their portfolios, such as by collecting various documents, both those they have and do not have. They obtain documents they do not have by undertaking training and attending seminars in their respective regions.

2.4 Determination of Participants

2.4.1 Participant Requirements and Criteria

The general requirements for certification participants are the completion of at least an undergraduate degree or D4, to be teaching in a school under the jurisdiction of MoNE or MoRA, to be a civil servant or non-civil servant teacher, and be listed on a directive from the education office or MoRA. There was also an additional requirement of a minimum of two years work experience for the 2006, 2007, and additional 2007 quotas, and of five years for the 2008 quota. Non-civil servant teachers also needed to be a permanent staff member with a minimum of five years working in one school or in schools within the same organization. Because of the quota, the criteria upon which participants were chosen differed between MoNE and MoRA certification, however, in general the criteria covered length of employment, age, and teaching workload.

The method of selecting participants under MoNE differed for the 2006, 2007, additional 2007 and 2008 quotas. For the 2006 quota, participants were selected based on a set of ordered criteria: academic performance, teaching workload, and length of employment. For the 2007 quota, the order of the criteria changed to become length of employment, age, rank/group, teaching workload, position/additional tasks, and work performance. For the additional 2007 quota, the criteria were academic performance and length of employment. For the 2008 quota, the order of the criteria was the same as in 2007 certification, but participants were also required to have an NUPTK, as well as an undergraduate degree/D4.

The criteria used to select participants under MoRA differed between Islamic education teachers and teachers in Islamic schools. Islamic education teachers were selected using the same criteria as MoNE certification, but teachers in Islamic schools were selected based on different criteria. The criteria for Islamic school teachers also changed between 2007 and 2008 certification. For the selection of 2007 participants, which was based on the 2006, 2007, and additional 2007 quotas, weightings were used for workload (35%), length of service (30%), appropriateness of educational background to the subject taught (20%) and age (15%), while in the selection of 2008 quota participants it changed to become workload (20%), length of service (50%), and age (30%). The requirements and criteria for certification participants are detailed in Table 6.

Table 6. Requirements and Criteria for the Selection of Certification Participants under MoNE and MoRA

Quota	MoNE	MoRA	
		Islamic Education Teachers	Islamic Schools
2006	Requirement: - Undergraduate degree/D4 Criteria: - Academic performance - Teaching load - Length of employment	No participants	Requirement: - Undergraduate degree/D4 Criteria: - Workload 35% - Length of teaching experience 30% - Appropriateness of educational background 20% - Age 15%
2007	Requirement: Undergraduate degree/D4 Criteria (ordered): - Length of employment - Age - Rank/group - Teaching load - Position/additional tasks - Work performance	Requirement: Undergraduate degree/D4 Criteria (ordered): - Length of employment - Age - Rank/group - Teaching load - Position/additional tasks - Work performance	As above
Additional 2007	Requirement: Undergraduate degree/D4 Criteria (ordered): - Academic performance - Minimum 2 years work experience	Requirement: Undergraduate degree/D4 Criteria (ordered): - Academic performance - Minimum 2 years work experience	As above
2008	Requirements: - Undergraduate degree/D4 - NUPTK Criteria (ordered): - Length of employment - Age - Rank/group - Teaching load - Position/additional tasks - Work performance	Requirements: - Undergraduate degree/D4 - NUPTK Criteria (ordered): - Length of employment - Age - Rank/group - Teaching load - Position/additional tasks - Work performance	Requirement: - Undergraduate degree/D4 Criteria: - Workload 20% - Length of teaching experience 50% - Age 30%

Source: 'Sertifikasi Guru Rakor Rektor 12 Agustus (Presentasi Sertifikasi Guru)' (Departemen Pendidikan Nasional, 2007: 3); 'Buku 1. Penetapan Peserta' (Departemen Pendidikan Nasional, 2008: 16–17); Results of interviews with staff from the Directorate of Islamic School Education (12 April 2008) and the Directorate of Islamic Education in Schools (23 July 2008), MoRA.

In the study areas the rules about the general requirements for participants were applied in full, but the stipulated criteria for participants were adapted in several areas. For certification under MoNE, length of employment was the main criterion used to select 2006 and 2008 participants. Meanwhile the academic performance criterion was applied in Jambi for the 2006 and additional 2007 quotas and in Majalengka, West Java for the additional 2007 quota.

2.4.2 Method of Determining Certification Participants under MoNE

The methods and processes the *kabupaten/kota* education offices used in selecting MoNE certification participants varied between regions and quotas. The process of selecting participants was more rigid in regions where the number of teachers fulfilling the qualification requirement and criteria exceeded the total quota.

In Jambi, *kabupaten/kota* education offices selected 2006 participants on the basis of a written test. The test was taken by civil servant primary and junior high school teachers who were nominated by primary school inspectors and junior high school principals. 2007 participants were chosen from teachers' data, which was available in the *kabupaten/kota* education offices and ordered based on set criteria. However, there was an indication that this data was incomplete and invalid, so the *kabupaten/kota* education offices were still able to accommodate individual offers from teachers who fulfilled the criteria. Meanwhile participants for the additional 2007 quota were recruited from teachers who performed well, that is teachers who were placed 1st, 2nd, and 3rd in their *kabupaten/kota*, for each level of education. In fulfilling the 2008 quota, the education office in Kabupaten Muara Jambi obtained data for teachers with NUPTKs from LPMP and then verified this. This data was then sent back to the LPMP for re-verification. Meanwhile the education office in Kota Jambi did not verify the data received from the LPMP so it included several names of teachers who had been 2007 participants, moved workplaces, and had even passed away.

In West Java, 2006 quota participants were selected based on teachers' data ordered by Civil Servant Identification Number (NIP). Participants in the 2007, additional 2007, and 2008 quotas were determined based on data submitted by the UPTD (for pre-school and primary schools) and school principals (for junior high school, senior high school, and vocational high schools). A small proportion of the additional 2007 quota, which was allocated to high performing teachers, was chosen from teachers who performed well at the provincial level. In Majalengka, West Java, in 2008, the UPTD, inspectors, and junior, senior, and vocational high school principals were given an opportunity to verify candidates to establish whether they were suitable to undertake certification. As a result seven participants were replaced because their performance was judged to be poor.

In West Kalimantan, 2006 and 2007 certification participants were selected based on teachers' data already available at the *kabupaten/kota* education office, and ranked based on set criteria. In both Singkawang and Melawi 2008 participants were not ranked because the quota each *kabupaten/kota* received exceeded the total number of teachers fulfilling the criteria. All teachers who had an undergraduate degree and a minimum of five years work experience were able to participate.

The role of school principals in determining participants was relatively small, and differed between regions. In Jambi, school principals had no role, except in nominating candidates to be tested for 2006 certification. In West Java, from 2007 school principals had a role in nominating participants. In addition, in Majalengka, West Java, school principals and superintendents were able to verify candidates before they were accepted. In West Kalimantan school principals did not have a role in determining participants, except in one private Islamic primary school in 2008, where the education office asked the school principal to choose four teachers who fulfilled the criteria to become participants.

There is an indication and suspicion of deception in the determination of certification participants at the *kabupaten/kota* level. In Jambi, several teacher sources raised the suspicion of deception, because the determination of participants was not transparent and there were participants who had a shorter length of work experience than teachers who had not been participants. In Bekasi, West Java, an indication of deception arose because the process of replacing participants who withdrew did not use set procedures, and was based only on the recommendations of the teachers who had withdrawn. In West Kalimantan, deception occurred because there were participants who had a shorter length of work experience than teachers who had not become participants, and there were teachers who became participants after becoming close to *kabupaten/kota* education staff. In contrast, there were no indications of deception at the school level because several school principals who were involved in organizing potential candidates created a list of teachers transparently, openly known to all teachers.

The list of successful participants was announced in a directive from the head of the *kabupaten/kota* education office. Each participant was given a participant number by their respective *kabupaten/kota* education office based on the group serial number⁷ they were given by LPMP. The participant number consisted of 14 numbers displaying the year, province, *kabupaten/kota*, level and field of study, and serial number. LPTKs complained about inaccuracies in the issuing of participant numbers by the *kabupaten/kota* education office, such as mistakes in recording and coding regions and subject areas. As a result LPTKs had to check and confirm this information, which took up time. In order to overcome this problem, in 2008 certification the LPTK in West Java checked participant numbers early in implementation when portfolios were newly received.

The directive announcing the selected participants was usually issued after potential participants submitted their portfolios. This was because the drafting of the directive tended to be only a reporting formality rather than a letter informing candidates whether they were successful in becoming participants. In addition, the list of participants could also change because there were participants who did not compile a portfolio.

2.4.3 Method of Determining Certification Participants under MoRA

From the 2006 to 2008 quotas, MoRA certification participants were selected directly by the central level agency. The Ministry's provincial and *kabupaten/kota* offices only received a list of the names of the teachers who had been selected, along with the names of reserve participants.

At the start of program implementation, MoRA, through its provincial office, *kabupaten/kota* offices and schools, asked Islamic school teachers and Islamic education teachers in public schools who had an undergraduate degree/D4 to complete a certification registration form. Completed forms were submitted to MoRA's *kabupaten/kota* offices, which then forwarded the forms to the provincial office. From the provincial office, Islamic school teachers' forms were sent to three higher education institutions appointed by the MoRA to process data and assess participants' weighted criteria: UIN Sultan Syarif Qosim, in Riau for western Indonesia; IAIN Wali Songo, in Semarang for central Indonesia, and UIN Alauddin, in Makassar, for eastern Indonesia. Meanwhile the MoRA central office processed the data for Islamic education teachers. Based on the results of this data processing, the central office determined the ranking and names of certification participants for the 2006, 2007, additional 2007 and 2008 quotas. Teachers with the highest scores in

⁷*Kelompok nomor urut.*

each subject area, stage of education, and *kabupaten/kota* were chosen to participate. The total number chosen was proportional to the total number of teachers who registered per subject, stage of education, and *kabupaten/kota*.

MoRA has long compiled teachers' data through EMIS (*Education Management Information System*), which holds information on all teachers under its jurisdiction in a database, and is updated every three months. Based on this data, MoRA discovered that not all of the teachers fulfilling the criteria registered for certification. There are a number of reasons why teachers did not register, including a lack of socialization and hesitancy to undertake certification. MoRA has given teachers who have not yet registered for 2009 certification the opportunity to complete the registration form in 2008. However, teachers who registered but have not been called to be certified must re-register.

Teachers in the study areas thought that the method of selecting certification participants through MoRA central office was not transparent. This assessment is supported by the fact that there were participants who were younger, or had less work experience than non-participant teachers. MoRA's *kabupaten/kota* offices had differing views about the determination of participants at the central MoRA office. Some *kabupaten/kota* offices agree with it, because they felt free of the burden and responsibility of dealing with teachers' complaints and accusations of deception. However, some *kabupaten/kota* offices did not agree with the process because they thought it was not transparent, felt that they did not have any authority in selecting the participants from their region, and were not able to provide explanations if there were teachers who put forward complaints.

According to the MoRA central office, there were participants who were younger than non-participants because in 2007 certification there were per subject quotas. The larger the total number of teachers from certain subject areas fulfilling the criteria, the bigger the quota the group would receive. If a specific group had more young teachers, then it would be more probable that young teachers would be chosen as participants. Based on this experience, and to make fairness a more prominent aspect of the program, in 2008 the per subject quotas were removed, leaving only quotas for each level of education and *kabupaten/kota*.

2.5 Portfolios and Their Assessment

The portfolio is physical proof (documentation) demonstrating a teacher's work experience and professional achievements over a set period of time. This documentation covers ten components reflecting pedagogical, personal, social, and professional skills (Table 7). Certification participants must arrange their portfolio documents according to a format and rules set out in the participant guidebook. The documents must be verified by a superior, that is, a school principal for teachers, and inspector for school principals. Participants must also have photocopies of their formal qualifications verified by their university. If participants work in a remote area or a different province to that in which they studied they may verify their documents at the MoNE or MoRA office in their *kabupaten/kota*.

Table 7. Portfolio Components

No.	Portfolio Components	Teacher Competency			
		Pedagogical	Professional	Personal	Social
1	Academic qualifications	√	√		
2	Education and training	√	√		
3	Teaching experience	√	√	√	√
4	Lesson planning and presentation (RPP)	√	√		
5	Appraisal from superior and inspector			√	√
6	Academic achievements	√	√		√
7	Professional development work	√	√		
8	Participation in scientific forums		√		√
9	Experience in education and social organizations			√	√
10	Relevant recognition and awards in the education sector	√	√	√	

Source: 'Bahan Tayangan-1 PF Sergur DJ' (Departemen Pendidikan Nasional, 2007: 7).

2.5.1 Compilation of the Portfolio

Participants should not have found the compilation of the portfolio difficult, as the portfolio is basically a collection of documents relating to activities they had already performed. However, because the portfolio was something new, and in several regions, was not accompanied by integrated socialization, many participants did not fully understand the technical aspects of its compilation, particularly the placement of the various documents. For example, many participants asked whether certificates from seminars should be included under the “Education and training” component or under the “Participation in scientific forums” component. To overcome these issues participants usually worked with other participants, asked previous participants, or consulted the local education or MoRA office. The guidebook for the portfolio and examples of previous participants’ portfolios was also important in assisting participants.

Many participants faced technical obstacles in compiling their portfolios, as some very old documents were lost or participants couldn’t remember where they stored them. Participants could ask the relevant institution, such as the school, *kabupaten/kota* education and MoRA offices, etc., for copies of certain documents, provided that they could prove that they owned them. There were also many participants who did not have lesson plans, which all teachers should have, and so had to create new ones.

Another obstacle was the limited time provided to compile the portfolio. Many participants were only given about one week to compile their portfolios, and participants in the additional 2007 quota were given only about three to five days. According to many respondents, the ideal time required for portfolio compilation is around two weeks. Some participants also experienced difficulty in providing documentation for education and training activities and seminars because they had rarely attended them. This was because many of these activities and seminars were only attended by the school principal, or teachers close to the school principal or considered most capable. As a result, several participants were forced to withdraw because they felt unable to compile the portfolio in the set time or thought their portfolio scores would be too low.

Although it was not required, generally participants used a computer to produce their portfolios. Because in general participants did not have, or could not operate, a computer, they usually rented a typing service. Those whose schools had a computer usually asked the school administration section for help. Although they received help with the typing, in general participants completed their own portfolios, collected documents and arranged document verification themselves. Usually they also provided the main concepts contained in the typed section of the portfolio.

In almost all regions there were sources who reported that there was an indication of deception in the creation of the portfolios. The deception reported by teachers and school principals included falsified education, training, seminar and competition certificates, and plagiarized portfolio documents like lesson plans from electronic files. There were informants who had seen and been offered false certificates, as well as informants who had their documents copied by other participants. One informant received offers to have his portfolios made for him. There was even a source who was often asked to produce part or all of other participants' portfolios. In the latter case participants usually provided the data and documents needed and the informant would then enter the information into the form provided, create lesson plans, and simultaneously arrange them into a portfolio. In doing this the informant would use his regular typing service, which already had electronic copies of the required documents.

Cases of deception were also cited by sections of the education and MoRA offices in the study areas, and generally took the form of false seminar certificates. However, the organization found only a relatively small number of cases because they generally only checked that all the required documents were included, without examining the documents in detail. Assessors also reported that there were false portfolio documents, such as qualification certificates containing verification stamps which appeared to be computer-scanned; certificates listing female names but displaying photos of males; portfolios with certificates spanning the start of the participant's career until the present, all with the same photo; certificates containing differing fonts, and other similar cases. Based on an examination of several portfolios, there was also a portfolio which had seven certificates of participation in competitions, which appeared to be duplicates because the name, form, and contents were the same, but the type of activity and year were made different.

The fairly large amount of deception which occurred in 2007 encouraged a policy change for 2008 certification. In 2008 certification, documents have been checked for authenticity and validity at various stages before being sent to the LPTKs, starting with school principals and continuing to the *kabupaten/kota* education office, and involving school inspectors. In addition, for the 'Education and Training', and 'Participation in Scientific Forums' components of the portfolios, participants have been required to enclose original documents. On one hand the policy of including original documents avoids the risk of false documents, but on the other hand it could also become a burden for LPTKs and the education and MoRA *kabupaten/kota* offices, who have become responsible for the security and return of the documents to participants.

Participants also spent money in making the portfolios, which generally covered the cost of photocopying documents, verifying academic transcripts and certificates, typing, and making copies of portfolios. The cost participants spent on compiling portfolios varied, ranging from Rp100.000 to Rp500.000. There were several cases where participants spent more money on their portfolios, such as in West Kalimantan where a participant spent Rp1.5 million, and in West Java, where a participant spent Rp1.2 million. This large amount was in part due to

participants' efforts to make portfolios as comprehensive and high quality as possible, so when there was a mistake they would have to re-print typed documents. If they used a typing service, participants had to pay between Rp2,000 and Rp6,000 per page for typing and printing. The cost of copying and binding portfolios was also quite high, because there were participants who printed up to five copies, and in some regions the cost of photocopying was as high as Rp300 per page.

In Kota Bekasi, West Java, several participants gave their inspectors/supervisors and the UPTD around Rp30,000–Rp150,000 as a token of their appreciation for their assessment, guidance, and assistance in verifying documents. In Melawi, West Kalimantan, there were also informants who paid Rp10,000 when verifying their documents at the district education office because a donation box was provided. Many participants did not mind paying this money because they thought it reasonable and they hoped to get the professional allowance. However, others felt burdened because they thought that the payments required were quite high; some even had to borrow money.

Generally participants acknowledged that they provided the thank-you money voluntarily, and the amount depended on each participant. Despite this, if this practice has become entrenched, then all participants will try to provide this money, even though it is voluntary. One NGO member who was an informant thought that the practice of giving this money had already become entrenched in big cities, and that it was hard to avoid and eliminate because the community was materialistic. Providing money would usually make a procedure smoother, and not providing money would make a process more difficult.

2.5.2 Collection of the Portfolios

Whatever the procedures, a large proportion of participants submitted their portfolios to the *kabupaten/kota* education or MoRA office, both directly as well as through the school principal, a participant representative, or the UPTD. The *kabupaten/kota* education or MoRA then submitted the portfolios to the designated LPTK. A small number of participants in West Kalimantan submitted their portfolios to the MoRA provincial office or directly to the LPTK. Only the LPTK in West Kalimantan was able to accept the portfolios directly, but this was because there was an accompanying letter from the education office, and only for participants who submitted their portfolios late.

Participants were asked to submit two or three copies of their portfolio, depending on the *kabupaten/kota* education or MoRA office. The *kabupaten/kota* education and MoRA offices submitted two copies of participants' portfolios to the relevant LPTK. According to information from LPTKs, participants usually provided two copies of their portfolio, although there were participants who provided one, three, or even four copies.

This is in accordance with the findings from the field, which indicate that there were still participants who did not know how many copies of the portfolio needed to be sent to the LPTK for assessment. Some informants submitted one copy of their portfolio but were then asked to make duplicates by the *kabupaten/kota* education office. In Bekasi, West Java, there were participants who made two different copies of their portfolios. One copy was complete, and intended for assessment by the LPTK, while the other was thought to be only for the education office's files, and included whatever the participants happened to have. Other participants made five copies so that the three other copies were stored as personal files and lent to other teachers as examples. The LPTK also said that it discovered there were different versions of participants' portfolios because of differences in the scores given by the two assessors.

When participants submitted their portfolios, the UPTD and *kabupaten/kota* education or MoRA office would check that they were complete. If a portfolio was incomplete, or if there was a mistake or another issue, the participant was asked to rectify it. Because of this, participants usually first presented portfolios which had not been bound and copied, for the purpose of checking whether their portfolios complied.

When arranging the portfolios for agencies at the *kabupaten/kota* level some participants paid for the cost of sending the portfolios to the LPTK because the program had no allocated budget for this activity. In Kota Bekasi, West Java, participants paid an average of Rp50.000, while in Singkawang, West Kalimantan, participants paid between Rp25,000–Rp50,000. In Kota Bekasi this money was managed by the education office, while in Singkawang it was managed by the teacher coordinators for each education level who were involved in submitting the portfolios to the LPTK. The amount set by each participant group varied.

2.5.3 Mechanism of Portfolio Assessment

Portfolio assessment was completed at the LPTKs designated for each area. Assessors ran the portfolio assessment, and assessed portfolios according to their area of expertise. If there were no assessors for the required subject area, the LPTK could work with other LPTKs which had the assessors required. For example, the LPTK in Jambi sent 71 portfolios to Universitas Negeri Jakarta (UNJ) for technical studies and art, drama, and dance studies, while the LPTK in West Java received portfolios from other LPTKs for Sundanese and Japanese language studies, and school counselors.

Portfolio assessment involved ten components, each with a maximum score, as detailed in the portfolio assessment guidelines. These components were then arranged into three elements: Element A (Qualifications and Main Tasks); Element B (Professional Development); and Element C (Professional Support). The score from the Qualifications and Main Tasks element could not be less than 300 and none of the sub-elements could be zero. The score for the Professional Development element had to be at least 200, except for teachers placed in special areas, where the minimal score was only 150. The score for the professional support element could not be zero and could be a maximum of 100. The maximum score for all the components was 1500, while the pass mark was set at 850, or 57% of the maximum score (see Table 8).

The two copies of each participant's portfolio were assessed by two assessors with reference to the assessment guidebook from MoNE. The assessment was done in a set room and portfolios were not allowed to be carried outside the room. Every day one assessor assessed a maximum of ten portfolios. Two assessors assessing the same portfolio did not contact one another. If the assessment results of the two assessors differed, and the difference exceeded the tolerance threshold, the assessors were summoned and brought together by the committee to discuss the difference using the standards in the assessment guidebook, until they could agree on scores that were not greatly different. The difference threshold was 15 for Element A, 35 for Element B, and 20 for Element C. In practice, there were relatively few cases of highly divergent scores. Large differences in scores occurred if the portfolio an assessor received was incomplete because the participant had submitted two different portfolios. If this occurred, the committee would bring the two assessors together to harmonize their perceptions and the more complete portfolio would be used as the basis of the assessment.

Some participants understood the assessment of the portfolio components, and others only had a general understanding. This knowledge was sourced from the guidebook participants received during socialization, before the compilation of the portfolios. Participants who understood the assessment criteria generally tried to assess their own portfolios before submitting them.

Table 8. Scores for Portfolio Components and Pass Requirements

No.	Element	Maximum Score
A. Qualifications and Main Tasks <i>(minimum total score of 200 and no sub element can be zero)</i>		
1	Academic qualifications	525
2	Teaching experience	160
3	Lesson planning and presentation	160
	Sub-Total	845
B. Professional Development <i>(minimum score of 200, 150 for teachers assigned to special areas)</i>		
1	Education courses and training	200
2	Appraisal by superior and inspector (<i>pengawas</i>)	50
3	Academic achievements	160
4	Professional development works	85
	Sub-Total	495
C. Professional Support <i>(cannot be zero and maximum score of 100)</i>		
1	Participation in scientific forums	62
2	Experience in education and social organizations	48
3	Relevant recognition and awards in the education sector	50
	Sub-Total	160

Source: 'Bahan Tayangan-2 PF Sergur DJ' (Departemen Pendidikan Nasional, 2007: 20).

Almost all informants said that the ten portfolio components were appropriate. They only had differing views about the weightings given to each component. As an example, they suggested that the weightings of several components could be reduced or increased:

- a) The weighting of academic qualifications was thought to be too high, as qualifications do not guarantee quality teaching.
- b) Teachers found the education and training component difficult to fulfill because not all teachers, particularly those from remote or rural areas, were given the opportunity to participate in training/seminars/refresher courses and the like. They suggested that the weighting for this component be reduced.
- c) The weighting of teaching experience needs to be increased because experience is far more more valuable than having a certificate.
- d) The lesson planning and presentation weighting (maximum score of 160) was thought to be too low because the preparation and presentation of teaching material is a teacher's main task. Teachers thought the weighting needs to be increased.
- e) The weighting for appraisal of superiors was too small, despite being very important because superiors truly know how a teacher performs. Because of this the weighting for the superior's appraisal component should be increased. However, some teachers acknowledged that the superiors' appraisal was not always objective because it was often influenced by how close they were to the teacher.
- f) The weighting for the assessment of a teacher as a high performing or "model" teacher needs to be increased because this assessment is an acknowledgement of a teacher's quality.

2.5.4 Portfolio Assessment Results

Portfolio assessment in 2007 certification produced several types of statuses for graduates: “direct pass” (L), “complete portfolio” (MP), “did not pass”, “undertake remedial training” (D), and “did not qualify”. In West Java there was additional status, ‘unsatisfactory’ (TM). Participants were deemed to pass if their portfolio score was at least 850, and their documents were complete and valid. Meanwhile, the range of scores for the MP and D categories varied between LPTKs. In Jambi, participants received an MP if their portfolio scores were 850 or higher but there were documents which were not valid, for example because they had not been verified. Participants received a D if their score was less than 850. In West Java and West Kalimantan, participants received an MP if their score was 841 or more but their documents were incomplete/invalid, and a D if the documents were complete but their score was below 850, or their documents were incomplete and they received a score below 841.

Participants granted an MP were asked to provide the missing documents. After the additional documents were checked by assessors, participants who fulfilled the criteria were deemed to pass, and those who did not were deemed not to pass. Participants who did not pass, either from the portfolio assessment or after MP, were required to undertake remedial training.

Participants granted a TM in West Java were generally participants whose portfolio documents did not correspond to the subject being certified. In other regions this type of participant was given “did not qualify” status. In Majalengka, West Java, participants given TM status were asked to recompile their portfolios as new participants with different participant numbers and for the teaching subject corresponding to their portfolio documents. This meant that they were considered as participants who did not qualify, though they were given an opportunity to participate in the 2007 or additional 2007 intake, which had unfilled places. Participants who did not qualify, or were disqualified, were those who did not have an undergraduate degree/diploma, and in other regions included participants whose portfolio documents did not relate to the teaching subject being certified.

In Table 9, which provides the portfolio assessment results for 2007 MoNE certification participants, it can be seen that the percentage of participants who passed directly from portfolio assessment is relatively low, and differs between regions. In Jambi 30.4% of 2,249 participants, in West Java 47.2% of 16,817 participants, and in West Kalimantan 18.8% of 2,818 participants passed directly through portfolio assessment. If examined by *kabupaten/kota*, the difference in the pass rates is even more pronounced, with the lowest pass rate in Melawi, West Kalimantan, at 7.8%, and the highest pass rate in Majalengka, at 60.9%. The low percentage of passing participants can be attributed to several factors, including a lack of understanding of portfolio compilation, the limited time provided to compile the portfolio and find the required documents, and participants possessing only a limited number of documents or certificates. In Table 9 it can also be seen that the pass rates in *kabupaten/kota* in Java and urban areas outside Java were higher than other *kabupaten*. This is thought to be because teachers in Java and urban areas outside Java had better access to activities like training courses and seminars, from which they could obtain certificates.

Meanwhile the total number of participants in the MP, TM, and “did not qualify” categories, both at the provincial and at the district level was relatively low. The total number of participants who were required to complete their portfolios ranged from 0.5% to 3.3%. Only 0.2% of participants in West Java, 0.7% of participants in Majalengka and 0.1% of participants in Bekasi were given TM status. Only two *kabupaten/kota* in Jambi and West Java had participants who did not qualify, but the percentages were less than 1%.

In practice the rules or prerequisites for determining whether participants pass were not always fulfilled. In West Java, for example, although the LPTK committee determined that participants would be 'MP' if their documents were incomplete and they received a score of 841 or more, in the data there were found to be participants who were deemed MP with scores as low as 670. In West Kalimantan there were even participants who received a score of only 506 who were deemed MP. This was possible because documents with high scores, such as academic qualifications, including formal education certificates, which carry a maximum mark of 525, were not verified and thus not given a score.

Table 9. Results of Portfolio Assessment for 2007 MoNE Certification Participants

Region	Total Portfolios Assessed	Pass from Portfolio		Complete Portfolio		Did Not Pass from Portfolio		Unsatisfactory		Did Not Qualify	
		N	%	N	%	N	%	N	%	N	%
Jambi Province	2,249	684	30.4	63	2.8	1,499	66.7	0	0.0	3	0.1
Kab. Muara Jambi	175	27	15.4	3	1.7	144	82.3	0	0.0	1	0.6
Kota Jambi	452	177	39.5	13	2.9	262	58.0	0	0.0	0	0.0
West Java Province	16,193	7,640	47.2	150	0.9	8,344	51.5	36	0.2	23	0.1
Kab. Majalengka	680	414	60.9	10	1.5	251	36.9	5	0.7	0	0.0
Kota Bekasi	1,105	292	26.4	12	1.1	798	72.2	1	0.1	2	0.2
West Kalimantan Province	2,818	531	18.8	92	3.3	2,195	77.9	0	0.0	0	0.0
Kab. Melawi	90	7	7.8	2	2.2	81	90.0	0	0.0	0	0.0
Kota Singkawang	191	39	20.4	2	1.1	150	78.5	0	0.0	0	0.0

Note: West Java Province does not include Kota Depok, Kota Bogor, and Kabupaten Bogor.

Source: LPTK Area 8 Jambi, LPTK Area 10 West Java, and LPTK Area 20 West Kalimantan.

Differences in the rules and implementation of assessment could be seen in the maximum scores participants obtained. According to the rules participants could receive a maximum score of 1,500. However, in participants' score data there were a number of 2007 certification participants who received scores of more than 1,500. In Table 10 it can be seen that 15 participants in Jambi (2%) and 121 participants in West Java (1.5%) who passed directly in 2007 certification received a score above 1,500. SMERU does not have information about the reasons for this, because the data was obtained after the field visit was undertaken.

Table 10 also shows that the scores of participants who passed directly are mainly distributed between 850 and 1,150. If considered by province, in general the participants who passed in West Kalimantan (93.2%) received higher scores than participants in other provinces, with scores falling in the range of more than 1,000 to 1,150. Meanwhile a large proportion of participants who passed in Jambi (64.6%) and in West Java (64.6%) received relatively low scores ranging between 850 and 1,000. From the data provided it can be seen that the large number of participants in the low score group suggests there was no effort to raise scores to the pass mark. This is because the participant scores were distributed normally, and did not cluster around 850.

Table 10. Total Number of Participants Who Passed Directly Based on Their Portfolio Score

Score Range	Jambi		West Java		West Kalimantan	
	N	%	N	%	N	%
> 1500	15	2.0	121	1.5	0	0.0
> 1300–1500	31	4.0	321	4.1	0	0.0
> 1150–1300	63	8.2	583	7.4	21	4.2
> 1000–1150	172	22.3	1,755	22.4	467	93.2
850–1000	489	63.5	5,069	64.6	13	2.6
Total	770	100.0	7,849	100.0	501	100.0

Source: LPTK Area 8 Jambi, LPTK Area 10 West Java, and LPTK Area 20 West Kalimantan (processed).

2.5.5 The Accuracy of Portfolio Assessment

In the study areas, participants' pass statuses were determined based on the results of the LPTKs' assessments. In all stages of the process there was no information about whether there were any irregularities involved. There were several cases in which participants attempted, or assessors offered to influence portfolio scores but the informants admitted that ultimately this was unsuccessful.

A large proportion of participants who became informants thought the LPTKs' assessments were accurate and in accordance with the guidebook. This view arose because based on their observations, teachers' pass statuses, including their own, were on par with what they had estimated prior to the process. When the research team asked some of the informants about the scores they had expected to receive, the results did not differ greatly from the results they actually received from the LPTKs.

There were institutions which thought that assessments by the LPTKs could be subjective, particularly for teachers who were alumni. However, several participants who had been students at the LPTKs clarified that although several assessors had been their lecturers, they thought the assessors had high integrity, and did not want to leak the results of both the portfolio assessment and the remedial training exam to them.

Generally the method of portfolio assessment was kept confidential and participants did not know who would assess their portfolios. In a large proportion of regions participants did not know their portfolio score. They only knew their pass status. In West Kalimantan, however, the LPTK informed participants of their portfolio scores, as well as the marks they received from the various assessors, through the *kabupaten/kota* education office. This was also the case for MoRA certification participants in all study areas, because the *kabupaten/kota* office announced both participants' pass statuses and scores. The provision of information about portfolio scores shows that there is transparency, but it can also be problematic if it is not accompanied by participants' understanding of the assessment method, the confidentiality of assessors' names, and accuracy in portfolio assessment. If these are absent, then there may be an increase in cases such as that which occurred in West Kalimantan, where a participant complained and made threats because he thought his portfolio score was not appropriate.

To better understand the LPTKs' objectivity and consistency in assessing portfolios, SMERU collected 60 sample portfolios from the LPTK in Jambi for reassessment by the LPTK in West Java. From the entire sample only 31 could be compared, because the score data for the remaining 29 portfolios were not obtained from the LPTK in Jambi. The LPTK in Jambi only provided the scores for participants who passed directly from the portfolios assessment,

while the portfolios of participants with other pass statuses needed to be specially requested, though they were not all provided. In addition to this, component three (lesson plans and implementation) and component five (appraisal by superior and inspector) were not covered in all 31 samples because in some portfolios assessed by LPTK in West Java the components were not provided, and so were removed (given a score of zero).

In general, the LPTK in Jambi gave higher portfolio scores than the LPTK in West Java. From all the samples which could be compared, 28 (90%) received higher scores from the LPTK in Jambi than from the LPTK in West Java. In addition to this, the average score given by the LPTK in Jambi was 811, 124 marks higher than the LPTK in West Java's average score of 688. For many (74%) of the portfolios, the difference in the scores was less than 200, however, the highest difference in scores was 458. The distribution of the difference in scores between the two LPTKs is provided in Table 11.

Table 11. Differences in Scores Given by the LPTKs in Jambi and West Java (sample)

Difference in Scores	Number of Sample Portfolios	
	N	%
≥ 300	1	3.2
200 – < 300	7	22.6
100 – < 200	9	29.0
0 – < 100	11	35.5
(-107) – < 0	3	9.7
Total	31	100.0

Source: LPTK Area 8 Jambi and LPTK Area 10 West Java (processed).

The spread in the differences in scores between the two LPTKs for each sample can be seen in graphs A1 to A10 in Appendix 1, which compare the scores by portfolio component. From these graphs it can be seen that the coordinates for two LPTKs' assessment scores approach the diagonal line only in components 2 (teaching experience), 4 (education and training), and 8 (participation in scientific forums), but are randomly spread in the other components. This shows that the LPTKs' scores were only consistent for these three components.

In Graph A11, Appendix 1, which provides the average assessment scores, it can also be seen that in general the coordinates for the West Java and Jambi LPTKs' assessment scores are below the diagonal line. This shows that assessments by the LPTK in Jambi were higher than those by the LPTK in West Java.

Based on the difference in scores in Table 11 and graphs A1 to A11, it can be concluded that the LPTKs have quite a high level of subjectivity in assessing portfolios. This means that LPTKs tended to have differing assessment standards, and the portfolio results participants received were influenced by which LPTK assessed their portfolios. The LPTK in West Java also acknowledged this difference in scores. When it was asked by another LPTK to assess a portfolio for a particular subject the scores given by the assessors from the two LPTKs differed.

2.6 Remedial Training (PLPG)

2.6.1 PLPG Participants

The remedial training aimed to increase teachers' competencies as per the requirements of professional teachers established by law. Remedial training was targeted at certification participants who did not pass directly from the portfolio assessment, and those who did not pass after completing their portfolios with the required documents. In the study areas, the target percentage for remedial training participants for 2007 certification was quite high compared to the total number of participants who submitted portfolios, and ranged from 37% to 90%. The lowest percentage was in Majalengka, West Java, while the highest was in Melawi, West Kalimantan (Table 12).

The high target percentage for remedial training participants has made various parties raise questions, particularly relating to the rather large budget allocated to each PLPG participant. The LPTKs dispute this view because the portfolio assessments were undertaken according to the rules and there was no intention to increase the number of remedial training participants as running the remedial training is quite burdensome and tiring.

Table 12. Target Remedial Training Participants in 2007 MoNE Certification

Region	Total No. Portfolios Assessed	Target PLPG Participants			
		Those Who Did Not Pass from Portfolio Assessment	Those Who Did Not Pass from MP	Total Target	
				Total	% of Portfolios
Jambi Province	2,249	1,499	6	1,505	66.9
Kab. Muara Jambi	175	144	1	145	82.9
Kota Jambi	452	262	0	262	58.0
West Java Province	16,193	8,344	50	8,394	51.8
Kab. Majalengka	680	251	1	252	37.1
Kota Bekasi	1,105	798	4	802	72.6
West Kalimantan Province	2,818	2,195	3	2,198	78.0
Kab. Melawi	90	81	0	81	90.0
Kota Singkawang	191	150	0	150	78.5

Source: LPTK Area 8 Jambi, LPTK Area 10 West Java, and LPTK Area 20 West Kalimantan.

The number of target remedial training participants who did not undertake the course was relatively small, at less than 1.5% (Table 13). These participants did not attend the training for unavoidable personal reasons, such as they were performing the hajj, ill, or on maternity leave. Some of the names listed belonged to participants who had passed away. There were also participants who did not attend the remedial training due to work-related reasons, as they were not teaching or had moved to a different *kabupaten/kota*. Only a very small number of participants refused to attend the training without a clear reason. There were also those who did not attend because of administrative reasons, because they did not receive information about the training, or received the information late.

Table 13. Total Number of Remedial Training (PLPG) Participants in 2007 MoNE Certification

Region	Target	Participants	
		No.	%
Jambi Province	1,505	1,495	99.3
- Kab. Muara Jambi	145	145	100.0
- Kota Jambi	262	260	99.2
West Java Province	8,394	7,427	88.5
- Kab. Majalengka	252	223	88.5
- Kota Bekasi	802	621	77.4
West Kalimantan Province	2,198	2,160	98.3
- Kab. Melawi	81	83	102.5
- Kota Singkawang	150	150	100.0

Source: LPTK Area 8 Jambi, LPTK Area 10 West Java, LPTK Area 20 West Kalimantan.

If target participants were not able to attend the remedial training at the start of implementation and if there would be training courses for their subject area in future, they were able to attend the course in the following period. However, if by the final intake they were unable to attend the course, they were deemed to not qualify, and directed to their *kabupaten/kota* for further instruction. This meant that if they wanted to undertake certification in the following year, they had to repeat the entire process starting from selection by the *kabupaten/kota* education office.

2.6.2 Implementation of the Remedial Training

The remedial training was run by the LPTKs which did the assessments. Generally the course was run in the provincial capital city and run in several periods depending on the total number of participants. In Jambi 38 participants had to attend the course in Jakarta because the LPTK in Jambi did not run a course relating to their teaching subject.

The remedial training was based on the participants' teaching subjects and the level of education at which they taught. There were 20–40 participants per class without differentiating for gender, age, and origin. The training material was communicated by an instructor from the LPTK, and covered four teacher competencies: pedagogical, professional, personal, and social. Individuals and teams of instructors wrote and arranged material into modules by referring to the guide determined by the Consortium for Teacher Certification.

The policy on the length of the remedial training course changed in 2007. At the start of implementation, the course was set at six days, or 60 face-to-face hours, consisting of 28 hours of theory and 32 hours of practical teaching. Not long afterwards this changed to be nine days, or 90 hours, with 30 hours allocated to theory and 60 hours to practical teaching. One face-to-face hour was equivalent to 50 minutes. Of the three LPTKs visited, the LPTKs in Jambi and West Java had run the remedial training for 60 hours over seven days. After the change was announced, the LPTK in West Kalimantan then added two days, while the LPTK in West Java did not.

The facilities the LPTKs provided for the remedial training varied, but generally they covered the cost of accommodation, food, and materials. In Jambi participants who had just received the 60 hours of training were not given accommodation for the additional two days. Some participants from out of town were placed in lecturers' accommodation and student boarding houses which did not have suitable facilities. The training room facilities were generally adequate. In Jambi, only a plywood board separated the training room from the next room, so noise from the next room was clearly heard and disturbed participants' concentration. In West Kalimantan projectors were not provided in all rooms, and participants had to take turns to use them. These conditions certainly influenced the quality of the remedial training.

While undertaking the remedial training, generally participants bore the cost of their personal needs and transport from their homes. Sometimes participants also had to spend their own money in photocopying training material or renting computers or typing services. Remedial training participants from several schools in Bekasi did not spend any money on the course because their schools provided between Rp200,000 and Rp350,000 per participant.

The remedial training course ended with an examination, consisting of written and practical teaching examinations. The written exam consisted of examinations based on the course material, and a final exam. The examinations on the course material occurred upon completion of each section, and the final exam was given on the final day of the course. Each instructor produced examination questions by referring to the guidelines determined by the Consortium for Teacher Certification. The validity of the examination questions was not examined, but this is planned for certification in 2008. In the practical teaching exam, participants had to perform teaching activities in front of other participants and instructors to assess their skills in communicating material and controlling the class. Participants also received grades from their peers. Assessment was conducted by dividing the class into groups of ten participants (peer groups). Each participant was asked to rank participants in their group according to their personal and social skills.

Participants' final pass score (SAK) for 2007 was calculated as follows:

$$SAK = \frac{25SUT + 35SUP + 10SP + 30SS}{100}$$

For 2008 certification, the SAK changed to become:

$$SAK = \frac{75SAP + 25SPF}{100}$$

$$SAP = \frac{35SUT + 40SUP + 10SP + 15SS}{100}$$

Key:

SAK	:	Final pass score
SAP	:	End of course score
SPF	:	Portfolio score obtained from the portfolio assessment, divided by 10
SUT	:	Written examination score (maximum score 100)
SUP	:	Practical teaching examination score (maximum score 100)
SP	:	Score for participation in teaching theory and practice (maximum score 100)
SS	:	Total score from peers (maximum 100)

Source: Direktorat Jenderal Pendidikan Tinggi (2007: xxvi).

In 2007 certification participants were deemed to pass if their SAK was 70 or higher. Participants who did not pass could take a repeat exam twice at most. If after two exams, they still did not pass, participants were sent to the *kabupaten/kota* education office for further training. In 2008 certification, participants have been deemed to pass if their SAK has been 70 or higher with a SUT of at least 60 and a SUP of at least 70. If the SAK was below 70 because of a low SPF, then participants have been able to take the written and/or practical exam again to raise their SAP.

In the study areas remedial training participants generally passed the first examination. Participants usually took the repeat exam because they did not attend the remedial training course in full, i.e. came late, and missed some of the daily exams. In Jambi and West Kalimantan there were participants who had to take the repeat exam, but at the time of this study this had not been done. Meanwhile in West Java, all remedial training participants passed, although not all participants had received an official announcement.

Participants thought that the remedial training course was very beneficial because they gained knowledge and new skills related to the teaching and learning process. The view that the course was much better than portfolio assessment made certification participants from a senior high school in Muara Jambi intentionally reduce their portfolio scores so that they did not receive pass scores, and could take the remedial course. In terms of the course material provided, participants thought that it was relevant and not too difficult because it related to things they did every day as teachers. Participants also thought that the instructors were very competent both in their mastery of the material as well as in its delivery, because many had doctorate degrees and were even professors. Although in general participants viewed the remedial course positively, they also thought that its timetable, from morning until evening daily, in addition to the various individual assignments, was quite burdensome.

In relation to the rule of sending remedial training participants who did not pass the repeat exam back to their *kabupaten/kota* education office, there were education office officials who said that they were not prepared for this to happen. This was because there were no rules about how to arrange for it.

2.7 Pass Rates and the Professional Allowance

Generally remedial training participants passed, except for a few who had to repeat the examination. This meant that, with the exception of those who did not qualify because they did not fulfill the participant criteria, did not submit a portfolio, or did not attend the remedial training, all 2007 certification participants passed. Because of this, information spread among teachers that eventually all certification participants who fulfilled the criteria would pass, though at different stages in the process. For 2008 certification participants, this was encouragement to undertake certification despite their portfolio scores not being sufficient, as they thought that if they did not pass the portfolio assessment, they could take the remedial training course, which would eventually allow them to pass. However, this raised questions for some teachers who passed directly from the portfolio assessment, particularly because all teachers with various stages of passing were treated the same after they passed. According to the rules, those who pass first should receive the professional allowance earlier. However, at the time of this study none of the 2007 certification participants had received the allowance, so they did not feel any different to participants who had taken the remedial training course.

The rules about when participants who pass start to receive the allowance differed in 2007 and 2008 certification. In 2007 certification participants who had passed portfolio assessment before October 2007 were to receive the professional allowance from 1 October 2007, while participants who passed after this date were to receive the allowance starting from the month after they were deemed to pass. According to the 2008 certification guidebooks participants would receive the professional allowance starting from January of the financial year following the year they passed and received their teacher certificate and registration number. The rules about the payment of the allowance in the 2008 guidebooks create inequality, both for teachers who passed in an earlier month or intake but the same year, as well as for teachers who passed in the same intake but a different year.

According to the regulations, participants who pass will receive a certificate from the LPTK and a teacher registration number from the Directorate General for PMPTK in MoNE. However, at the time of this study all participants who had passed 2007 certification had not yet received teacher registration numbers because they had not been issued by the Directorate General for PMPTK. A large proportion of participants were also yet to receive certificates from the respective LPTKs because of various technical problems, such as invalid data needing to be verified, and difficulties in fitting the shape and size of letters to be written in the available space on the blank certificates. As specified in the guidebooks, the certificates must be specially printed by the Indonesian Government Security Printing and Minting Corporation (Perusahaan Umum Percetakan Uang). The only MoNE certification participants who have received certificates are those assessed by the LPTK in West Kalimantan, who passed directly from their portfolios, while a large proportion of MoRA certification participants who passed have already received certificates.

When, or after, receiving their certificates, participants from West Kalimantan still faced several problems. Several participants received certificates with the wrong information or typing errors. Although this was not the participants' fault, participants had to pay if they wanted their certificates to be corrected. In Singkawang, participants had to return the original certificates they received to the *kota* education office for filing and photocopying. In Melawi, one of the best participants from the remedial training course was asked to collect his certificate in the provincial capital and receive the appreciation of the head of the Universitas Tanjungpura, Pontianak. However, it turned out that his certificate was misplaced and could not be collected although he had already spent a lot of money in transport and wasted several days in attending. In Melawi, participants paid the district education office Rp50,000 for photocopying, legalization, and filing for the professional allowance.

According to regulations, teachers who pass certification have the right to receive a professional allowance equivalent to month's wage. Regulations about the payment mechanism were not detailed in the 2007 certification guidebooks. Several regulations and decisions were issued in stages through letters from the Director General for PMPTK to the *kabupaten/kota* education offices. In 2008 certification, the regulations about the professional allowance was dealt with in greater detail in a specific guidebook for the distribution of the professional allowance.

The rules governing the conditions for the receipt of the allowance in 2007 and 2008 were basically the same. Participants who pass have a right to receive the professional allowance on the condition that they have a certificate from the LPTK, have a teacher registration number from the Directorate General for PMPTK, and fulfill a teaching load of at least 24 teaching hours per week. Teachers with particular roles have special teaching workloads. For example, school principals have a teaching load of 6 hours per week and deputy principals 12 hours per week. The allowance will be stopped if a teacher dies, retires, no longer works as a teacher, and ends a work contract with an educational institution, breaks their contract, or is convicted of a criminal act in court.

Participants who passed certification needed to submit several documents for the arrangement of the professional allowance. In 2008 certification, a more complete range of documents needed to be submitted. However, the documents were basically the same as those required in 2007, and there is a possibility that even 2007 certification participants will have this rule applied because the distribution of their professional allowances is not complete. Participants needed to collect photocopies of teaching certificates verified by the LPTK which issued them; photocopies of letters of promotion, periodic pay rises, or certificates for special changes in pay, verified by the school principal (for civil servants); photocopies of certificates for special changes in position, verified by the school principal and organization (for non-civil servants); certificates for the allocation of teaching tasks and additional tasks verified by the school principal, certificates for the division of teaching tasks in other schools verified by the school principal; photocopies of bank account/postal details; and for school principals and deputy principals, verification by the *kabupaten/kota* education office. The *kabupaten/kota* education office would then input this data into its files and send it to the Directorate General for PMPTK as a recommendation for the receipt of the allowance. The Directorate General then issued a directive from the Director General for PMPTK determining the teachers who receive the professional allowance.

There were also teachers who had to pay for the arrangement of their teaching certificates and professional allowance. In Bekasi, West Java, there were teachers who paid Rp50,000 when they submitted their professional allowance documents to the *kota* education office. In Majalengka, West Java, teachers whose professional allowance was held up due to administrative errors had to pay for transport for a representative to travel to the MoNE office in Jakarta several times to resolve the problem. Meanwhile, participants from the LPTK in West Kalimantan had to pay Rp17,500 if typing or printing mistakes on their certificates needed to be rectified. These participants also had to arrange this directly with the LPTK because if they went through the *kabupaten* education office they would incur higher costs. In West Kalimantan MoRA participants also picked up the cost of verifying ten photocopies of their teaching certificates, which came to Rp50,000.

The professional allowance is organized and paid through the relevant certifying organization. The allowance for MoNE participants is paid through MoNE, while MoRA participants are paid by MoRA, even though teachers are under the jurisdiction of MoNE. In 2007, the budget for the professional allowance was managed by the central MoRA and MoNE, but in 2008 has been managed by the provincial government.

For MoNE participants the allowance is paid through particular banks, and paid separately to teachers' wages. Although there is no rule that participants must use a certain bank, in several regions it was recommended that participants open accounts in a set bank. Because of this, participants were suspicious that the local education office had collaborated with banks to receive profit through the increase in customers who would pay monthly administration fees. According to the education office, the use of certain banks was recommended to participants to facilitate the distribution of funds.

The payment of the professional allowance for MoRA participants was differentiated based on teacher status. The allowance for civil servant teachers was to be distributed with teachers' wages, while for non-civil servant teachers would be paid through an agent. The determination of the agent was left to MoRA's provincial offices (*kamwil*). Some offices used post offices as agents, and others used banks.

Although all participants have not received registration numbers, and all participants, apart from those in West Kalimantan, have not received certificates, a large proportion of participants from the 2006 MoNE quota have already received the professional allowance. However, the allowance they received was only for the first quarter (October–December 2007), which was paid in January 2008. Between February and July 2008 they did not receive payments, although they should have received two payments for January–March and April–June 2008. Various parties, including the participants, considered this fortunate, because at the time this study was conducted a small number of participants from the 2006 quota had still not received any allowance. Participants from the 2007 and additional 2007 quotas who were actually certified almost together with the 2006 quota, because they were all included as 2007 participants, are also yet to receive a payment at all.

For certification through MoRA, only participants from Islamic schools have received the allowance. This was even limited to non-civil servant teachers in Islamic schools who had passed earlier than other participants. Non-civil servant teachers were given the bonus first because their economic welfare is lower than civil servant teachers. However, as for certification through MoNE, they also only received one payment, and have not received any subsequent payments.

At the time of this study was conducted it was not clear when the professional allowance would be paid. Even parties considered competent by the participants, such as the *kabupaten/kota* education and MoRA offices, were not able to provide a reasonable explanation. Even information about the total value of the allowance, when it would start, and the method and frequency of payment was unclear, both for participants and for the *kabupaten/kota* education and MoRA offices. According to informants MoNE had already distributed the budget for the payment of the professional allowance to the provincial education office's treasury; however, the funds could not be released because there was no payment authorization from the central government. This has influenced participants' and other teachers' trust in certification. Many questioned the government's sincerity in fulfilling its promises. However, despite this, many participants were sure that they would receive their due amount accumulatively, and from the time that they were deemed to pass.

There were several cases in the study areas relating to the professional allowance. In Jambi a participant received a double payment for the first quarter. In Majelengka, West Java, in the directive detailing January 2008 allowance recipients 5 of 59 2006 certification participants who passed directly from their portfolios were not listed, and in the directive for March recipients 10 participants were not listed.

2.8 Funding

The certification program is funded through the central and regional government budgets (*Anggaran Pendapatan Belanja Negara*, or APBN, and *Anggaran Pendapatan Belanja Daerah*, or APBD), and other official sources. The central government budget supplied funds for LPTKs' certification activities and the payment of the professional allowance. Regional government budgets also funded certification activities related to the roles and functions of provincial government and *kabupaten/kota* agencies, such as socialization for teachers, the determination of quotas and participants, the collection and distribution of portfolios and coordination.

In 2007 certification funds from the central budget were managed by MoNE and MoRA. From 2008 certification, however, funds have been decentralized to the provinces through deconcentrated provincial funds. Funds for 2008 MoNE certification were distributed

through LPMP, which then distributed the funds to LPTKs for portfolio assessment and remedial training course costs, and to the provincial education office for the payment of the professional allowance for teachers who passed. Meanwhile, funds for 2008 MoRA certification was distributed directly through MoRA provincial offices.

2.8.1 In the LPTKs

In 2007 certification, LPTKs received funds directly from the central government in block grants, which were managed independently and used to fund all operational certification activities. According to Directorate General for PMPTK in MoNE, LPTKs received Rp2 million per participant, with Rp500,000 allocated to portfolio assessment and Rp1.5 million for remedial training.⁸ However, based on data from the financial reports of the LPTKs visited it can be seen that the allocated funds the LPTKs received differed to these amounts, especially the allocation for remedial training activities, as seen in Table 15.

Table 14. Allocated and Actual costs in LPTKs in the Study Areas

Expenditure Component	Jambi			West Java			West Kalimantan		
	Allocated Rp 000	Actual Rp 000	%	Allocated Rp 000	Actual Rp 000	%	Allocated Rp 000	Actual Rp 000	%
Portfolio Assessment									
Data processing	77,250	55,967	72.4	460,600	460,600	100.0	120,205	120,205	100.0
Provisions for assessors	49,875	43,905	88.0	212,910	212,910	100.0	54,915	54,915	100.0
Portfolio assessment	1,082,400	741,160	68.5	6,593,540	5,894,966	89.4	1,394,840	1,032,740	74.0
Coordination	28,800	20,737	72.0	24,000	24,000	100.0	19,740	19,740	100.0
Internal coordination	5,400	5,115	-	32,000	32,000	-	-	-	-
Stationery, correspondence	46,350	31,759	68.5	276,360	276,360	100.0	60,375	60,375	100.0
Certificates	77,250	16,212	21.0	482,300	389,500	80.8	103,350	103,350	100.0
Sub Total	1,367,325	914,855	66.9	8,081,710	7,290,336	90.2	1,753,425	1,391,325	79.3
Remedial Training									
Course preparation	750,928	466,933	62.2	2,645,788	2,193,553	82.9	895,560	865,630	96.7
Implementation	3,836,650	2,369,280	61.8	24,905,125	19,252,725	77.3	5,895,950	5,439,220	92.3
Reporting	204,900	149,238	72.8	1,138,500	890,700	78.2	282,400	266,000	94.2
Coordination of use of funds	-	-	-	-	-	-	-	14,685	-
Additional remedial training	-	-	-	-	-	-	-	144,670	-
Server, 1 set and computer, 1 set	-	-	-	-	-	-	-	50,000	-
Sub Total	4,792,478	2,985,450	62.3	28,689,413	22,336,978	77.9	7,073,910	6,780,205	95.8
TOTAL	6,159,803	3,900,306	63.32	36,771,123	29,627,314	80.57	8,827,335	8,171,530	92.57

Source: LPTK Area 8 Jambi, LPTK Area 10 West Java, and LPTK Area 20 West Kalimantan, as at April 2008.

The budget each LPTK received varied according to the number of participants each would certify. In the study areas, the LPTK in West Java received the largest budget, with Rp8.08 billion for portfolio assessments and Rp28.69 billion for remedial training. The LPTK in West Kalimantan received Rp1.75 billion for portfolio assessments and Rp7.07 billion for remedial training. The LPTK in Jambi received the smallest budget, at Rp1.37 billion for portfolio assessments and Rp4.79 billion for remedial training activities (see Table 14).

⁸Information based on SMERU interviews with staff from the Directorate General for PMPTK in MoNE on 28 March 2008.

From reports detailing the actual use of funds for three LPTKs in the study areas, it can be seen that the budgets each LPTK received for both portfolio assessments and remedial training were not used in full because there were not as many certification participants as anticipated. Nominally, the unspent funds were largest for the LPTK in West Java, which had Rp791 million in unspent funds for portfolio assessment and Rp6.4 billion in unspent funds for remedial training. Unspent funds were smallest in the LPTK in West Kalimantan, at Rp362 million for portfolio assessment and Rp294 million for remedial training. Based on percentages the largest amount of unspent funds was in the LPTK in West Kalimantan, where 33% of the portfolio assessment budget and 38% of the remedial training budget was unspent. These excess amounts needed to be reported and returned to the central government.

If examined in greater detail, in the LPTKs in West Java and Jambi excesses in funds for portfolio assessment only arose for funds relating to the total number of participants, i.e. payments to assessors. Meanwhile, other components did not have unspent funds because actual spending was the same as the budgeted amount. In other words, the costs of other components stayed constant, and were not influenced by the total number of participants. This means that if the certification quota is not met then the government loses out because it must still spend the same amount of money, except for payments to assessors.

Funds for portfolio assessment were allocated to data processing, provisions for assessors, portfolio assessment, coordination, internal LPTK coordination, stationery and correspondence, and certificates for participants who passed. From Table 14 it can be seen that the largest budgeted and actual expenditure for portfolio assessment was for portfolio assessment itself, which amounted to 79%-82% of budgeted funds, or 75%-81% of actual expenditure. Funds for portfolio assessment were used for stipends and transport for assessors and committee members, accommodation, preparation, and stipends for additional officers.

Assessors' stipends was the largest of these components, at 81.8%–82.6% of actual portfolio assessment expenditure, or 60.8%–66.8% of actual overall portfolio assessment expenditure (see Table A1 in Appendix 2 and Table A2 in Appendix 3, which provide the allocated and budgeted expenditure data in detail). This is in line with the regulation that for every one participant, there are two portfolios which are assessed by two assessors, who each receive Rp150,000 per portfolio (before 15% tax). This meant that assessors' stipends for each participant came to Rp300,000 or 60% of the Rp500,000 allocated to portfolio assessment.

Meanwhile funds for the remedial training course were allocated to three main components-preparation, implementation and reporting to the PLPG. Among other things these three components covered the supply of the training modules and examination questions, coordination of the committee, participants' accommodation, stipends and transport for instructors and committee members, and reporting (see Table A3 in Appendix 4 and Table A4 in Appendix 5). The biggest allocated and actual expenditure was implementation, which absorbed about 80% of total remedial training funds. Of the implementation funds, the dominant spending component was participant accommodation costs and instructors costs, which included a stipend, transport, and accommodation. In the LPTKs in West Java and West Kalimantan, the actual costs of these components did not differ greatly, however, in the LPTK in Jambi the difference was quite large. For the LPTK in Jambi participant accommodation was 69% and instructors costs only 18% of implementation funds, or 55% and 14% of total remedial training funds respectively. This percentage also differs from the budgeted amount, because each of the components were budgeted to be around 36% and 33% of the total remedial training budget.

If the budget and actual expenditure are divided by the total number of participants who participated in the various activities, it can be seen that actual and budgeted expenditure for portfolio assessment and remedial training activities varied between LPTKs. Actual expenditure on portfolio assessment was slightly below the early allocation of Rp500,000 per participant, at Rp407,000 to Rp494,000 per participant. Meanwhile actual remedial training expenditure was quite high, especially in West Java and West Kalimantan, where it reached more than Rp3 million per participant (see Table 15).

Although in total the certification budget provided to LPTKs was sufficient, LPTKs complained that the allocation of the funds did not cover all their requirements, such as the cost of storage of portfolios, which must be stored for at least three years; electricity, fax and telephone expenses, course fees, and the purchase of computers for the committee. Despite this, in the LPTK in West Kalimantan there was expenditure for the purchase of a server and computer set which had not been budgeted for.

Table 15. Allocated and Actual Costs per Participant in LPTKs in the Study Areas

Expenditure Component	Jambi (Rp)		West Java (Rp)		West Kalimantan (Rp)	
	Allocated	Actual	Allocated	Actual	Allocated	Actual
Portfolio Assessment						
1. Data processing	34,349	24,885	28,444	28,444	42,656	42,656
2. Provisions for assessors	22,177	19,522	13,148	13,148	19,487	19,487
3. Portfolio assessment	481,281	329,551	407,185	364,044	494,975	366,480
4. Coordination	12,806	9,221	1,482	1,482	7,005	7,005
5. Internal coordination	2,401	2,274	1,976	1,976	-	-
6. Stationery and correspondence	20,609	14,121	17,067	17,067	21,425	21,425
7. Certificates	34,349	7,209	29,784	24,054	36,675	36,675
Sub Total	607,970	406,783	499,087	450,215	622,223	493,728
Remedial Training						
Preparation	502,293	312,329	356,239	295,348	414,611	400,755
Implementation	2,566,321	1,584,802	3,353,322	2,592,261	2,729,606	2,518,157
Reporting	137,057	99,825	153,292	119,927	130,741	123,148
Other	-	-	-	-	-	96,924
Sub Total Remedial Training	3,205,671	1,996,957	3,862,853	3,007,537	3,274,958	3,138,984

Source: LPTK Area 8 Jambi, LPTK Area 10 West Java, and LPTK Area 20 West Kalimantan as at April 2008 (processed).

2.8.2 Funds in the *Kabupaten/Kota* Education Office and MoRA *Kabupaten/Kota* and Provincial Offices

The *kabupaten/kota* education office and MoRA provincial and *kabupaten/kota* offices played an important role in implementing certification, however, they did not receive special funding from the central government's funds for the program. In relation to the fact that there was no budget, MoNE urged provincial governments to allocate their own budgets to certification activities in their provinces. In implementation, not all provinces supplied a sufficient budget so not all were able to conduct all certification activities, like socialization, consultancy services, and distribution of portfolios, in full. Because of this, the relevant agencies in several regions picked up the costs from participants.

2.8.3 Costs at the Participants Level

Based on the above analysis of the stages of the program’s implementation, it can be seen that participants paid quite a large amount. Participants paid for activities such as socialization, portfolio compilation, sending the portfolios, taking the remedial training course, and organizing the certificates and professional allowance. The costs varied between participants, both in the nominal amount and in the type of cost. This variation in costs was influenced by each participant’s discretion in completing their portfolios, the total number of copies of the portfolio that they made, the level at which other parties were involved, and whether they provided tokens of appreciation to the relevant institutions. The variation in costs was also influenced by the organizations’ policies in determining how much participants are levied. In total, each participant paid between Rp150,000 and Rp1.8 million, outside of the costs of taking the remedial training course.

2.9 Coordination, Complaints, and Monitoring and Evaluation

Certification operated through two coordination channels—vertical and horizontal coordination. Vertical coordination is a working relationship which has already been institutionalized in one line of a bureaucratic agency. In MoNE certification vertical coordination occurred between the central office, the provincial education office, LPMP, the *kabupaten/kota* education office, schools, and teachers. In MoRA certification vertical coordination occurred between the Ministry’s central office, provincial office, the *kabupaten/kota* office, schools and teachers. Meanwhile, horizontal coordination is a working relationship between several agencies, like the relationship between MoNE and MoRA; the *kabupaten/kota* education office, MoRA provincial and *kabupaten/kota* offices and LPMP; and between these agencies and the LPTK. As a broad outline, coordination between these agencies is illustrated in Figure 1.

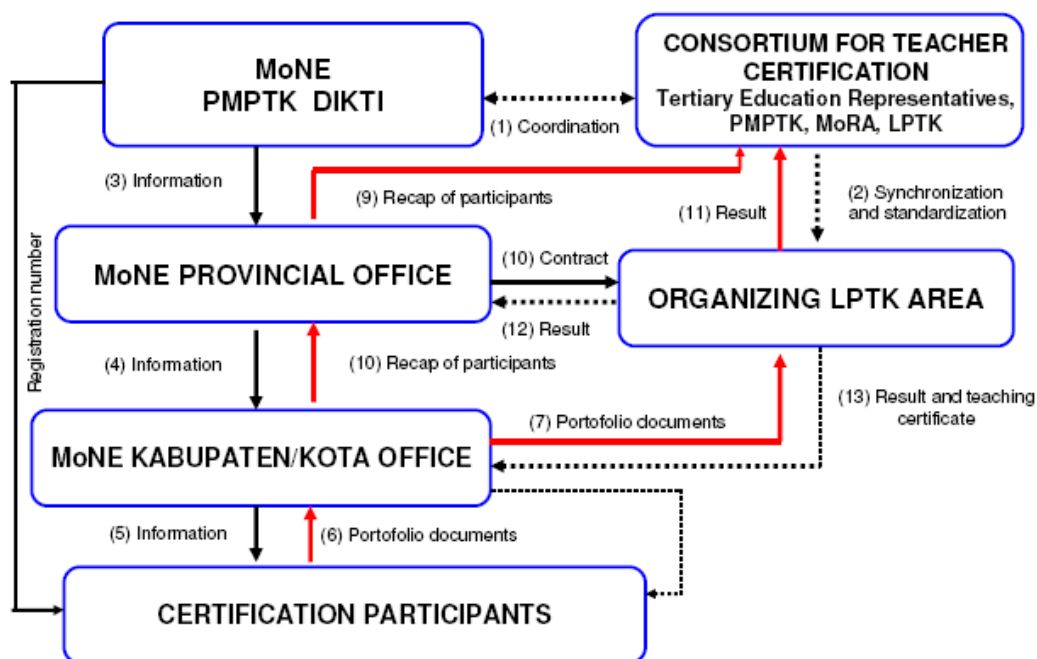


Figure 1. Coordination channels in certification implementation

Source: 'Pedoman Sertifikasi Guru 2007 untuk LPTK Dinas' (Departemen Pendidikan Nasional, 2007: 5).

2.9.1 Vertical Coordination

Top to bottom intra-agency coordination took the form of policy determination, determination of the quotas and participants, information distribution and socialization. On the other hand bottom to top coordination came in the form of provision of documents and reporting. According to the regulations, teachers needed to submit A1 and A2 forms⁹, portfolios, and allowance documents to the *kabupaten/kota* education office. The *kabupaten/kota* education office then submitted the A1 and A2 forms to LPMP, participant summaries to the provincial education office, portfolios to the LPTK, and the allowance documents to MoNE's central office. Furthermore, the provincial education office submitted a province-wide participant summary for reporting to the Consortium for Teacher Certification, while LPMP sent the A1 and A2 forms to the Directorate General for PMPTK. Coordination activities in MoRA certification were almost the same as under MoNE.

In the study areas vertical coordination operated quite well, although there were several problems, particularly relating to data, policy, and shortcuts in coordination channels. Problems with data can be seen from the inaccuracy, incompleteness, and inconsistency in the teacher data available in every associated agency from the central government level to the *kabupaten/kota* level. This was partly caused by late reporting and data which was not updated or verified. Policy problems were evident from the varied financial support provided by regional governments. The central government urged regional governments to provide special funds for certification activities, but not all regions did so, so some certification activities were not able to be carried out in full. Policy problems can also be seen from the delay in the payment of the professional allowance. Although the professional allowance funds for 2007 participants had been distributed to the regions, the funds had not been distributed to participants because at the time this study was conducted, MoNE or MoRA had no further policy on it. Meanwhile, the problem of shortcuts in coordination channels can be seen in the fact that there are agencies which are part of coordination channels but are not being involved. In Jambi, officials from MoRA's provincial office confessed that they had never received copies of letters, let alone reports from both the Ministry's *kabupaten/kota* offices and the central office, so they did not have a clear understanding of certification activities in the field. In West Java, the *kabupaten/kota* education office also tended to have a direct relationship with MoNE's central office, without going through the provincial education office, especially in arranging various matters relating to the professional allowance. The opposite occurred in West Kalimantan, where MoRA's *kabupaten/kota* offices were not fully involved in the certification process because certification participants and the LPTK had a direct relationship with the MoRA provincial office.

In addition to coordination between implementing agencies, there was also coordination between implementing agencies, school principals, and participants. School principals and the *kabupaten/kota* education and MoRA offices worked together in communicating information and data, and recommending potential certification participants. At the school level, school principals also worked with teachers in communicating information and recommending teachers for certification. However, not all school principals were able to perform the coordination function well because there was a view that certification activities were the responsibility of individual teachers who could deal directly with the UPTD or *kabupaten/kota* education office. Coordination at the school level was also affected by the fact that some school principals had not been certified, so their knowledge of the program was limited. In a

⁹A1 forms are certification participant registration forms, while A2 forms are participant information forms.

small number of cases, coordination at the school level was affected as well by the poor relationship between teachers and principals.

Appraisals by superiors tended to be subjective because superiors tried to make their staff appear to be teachers who could pass certification. There were even cases where the school principal signed appraisal forms in which participant had filled in the scores themselves. The same occurred in the provision of recommendations from relevant agencies.

Coordination between participants, the education office or MoRA *kabupaten/kota* office, and the UPTD was quite intensive. Many teachers visited or contacted the *kabupaten/kota* education or MoRA office to ask questions about various matters, such as their participation status, requests for inspector appraisals, verification of academic qualifications, the arrangement of the portfolio, their pass status, and the arrangements for the professional allowance. In addition to contacting the *kabupaten/kota* education office, participants from pre-schools and primary schools also contacted the UPTD about several of the matters above, with the exception of verification of academic qualifications.

In Kota Jambi, the number of participants coming to the education office during teaching hours prompted the *kota* education office to issue a circular prohibiting teachers from coming to the office during teaching hours, so that they did not disrupt the teaching and learning process. In Melawi, West Kalimantan, teachers only went to the UPTD to ask for inspector appraisals, and contacted the *kabupaten/kota* education office for other certification activities. In addition to going to the *kabupaten/kota* education or MoRA office, participants in Jambi and West Kalimantan also sought information and documents relating to the professional allowance from the Ministries' provincial offices.

2.9.2 Horizontal Coordination

Generally horizontal coordination faced more obstacles than vertical coordination. This was not only because horizontal coordination involves differing departments or agencies in differing bureaucracies but also because interagency ego and individual priorities worsen coordination.

Horizontal coordination between MoNE, MoRA, and LPTKs at the central level occurred under the coordination of the Consortium for Teacher Certification. In general MoNE and MoRA worked together in determining MoRA certification procedures, which were required to be in accordance with the procedures determined by MoNE. For 2008 certification, the two ministries coordinated socialization for MoRA provincial and *kabupaten/kota* offices for certification of religion teachers in public schools. In addition to this the two ministries also worked together to determine the channel through which religion teachers in public schools and general subject teachers in Islamic schools should be certified, which was agreed in a joint circular.

It was important that horizontal coordination between MoNE and MoRA occurred at the *kabupaten/kota* level, because it involved the determination of certification participants. In the study areas this coordination did not run smoothly, and it can even be said that it did not occur at all. The worst thing about this was that it was accompanied by a lack of understanding by agencies about the rules for distributing participants between the two implementing channels, and led to cases where participants were directed to the wrong channel, as detailed in subchapter 2.1 about implementing organizations.

At the provincial level, horizontal coordination occurred between the provincial education office and LPMP in implementing socialization of the program and in counting and determining the *kabupaten/kota* quotas, with the involvement of the *kabupaten/kota* education office. In 2008 certification, the two institutions also coordinated the release of funds for the payment of the professional allowance, because the government gave these funds to the *kabupaten/kota* offices through the LPMP.

In addition to the provincial education office, LPMP also coordinated the issuing of the NUPTKs with *kabupaten/kota* MoRA offices. MoRA *kabupaten/kota* offices distributed A1 and A2 forms to teachers, then collected and sent the completed forms to LPMP as a basis for creating the NUPTKs. MoRA *kabupaten/kota* offices complained that fewer of their teachers had NUPTKs than MoNE teachers. Because of this there was suspicion that MoRA teachers were discriminated against because LPMP was dominated by the education office. According to the LPMP office in Jambi, the large number of MoRA teachers without NUPTKs was due to the fact that very few of these teachers completed and returned the forms distributed by LPMP.

As an implementing organization the LPTK undertook coordination with MoNE and MoRA through the Consortium for Teacher Certification, including reporting on portfolio assessment and remedial training. These reports also needed to be forwarded to MoNE or MoRA provincial and *kabupaten/kota* offices. From 2008 certification, the LPTKs also coordinated contract and funding matters with the education office or the provincial MoRA office. The LPTKs also worked with *kabupaten/kota* education or MoRA offices on matters relating to portfolio submission and the announcement of certification results, particularly participants' pass statuses.

Announcements about participants' pass statuses were usually made by the *kabupaten/kota* education or MoRA offices through official letters. In several regions announcements were also posted in the various offices and participants were contacted by telephone and told to view the announcement, or told their status directly.

LPTKs were not permitted to contact participants directly, in order to maintain the objectivity of their assessments. However, there were several cases of participants trying to contact the LPTK directly in relation to the submission of their portfolios, their results from the remedial training course, and their certificates. In dealing with this, some LPTKs directed participants to the *kabupaten/kota* education or MoRA office. However, other LPTKs were more open and even provided a special telephone number which participants could use to contact them, as was the case in West Kalimantan.

In addition to undertaking coordination with other parties, parent and partner LPTKs also undertook internal coordination in forming the certification committee and in implementing certification. Some partner LPTKs complained that the parent LPTK was more dominant because the many decisions relating to certification were made unilaterally by the parent LPTK without involving partner LPTKs. In addition a very small proportion of lecturers from the partner LPTKs became committee members, assessors, or instructors.

2.9.3 Complaints

As an information service and means of accountability, Directorate General for PMPTK staff opened a community information service through a Community Information Unit (UPM), which was also able to be a place for complaints and their resolution. Information about the existence of this unit, which was located in Jakarta, was only communicated in the guidebook provided for implementing organizations; there was no mention of it in the portfolio

compilation guidebook, which was widely distributed and accessed by teachers. Because of this, teachers and the community generally did not know that the UPM existed so information about deception or underhand activities circulated in the community without any formal complaints and actions to address them.

Education office officials were also unaware of the existence of the UPM, and as such thought that complaints from teachers or other parties related to certification could be passed on to the implementing committee in the relevant education or MoRA office. However, the problem was that if the deception involved those offices, the resolution of the complaint would be questionable and teachers would be scared to complain out of fear that it would have an impact on their certification results.

Some teachers thought that the Teachers' Association of the Republic of Indonesia (PGRI), as a teacher association, could handle and follow up on complaints. However, its independence is questionable, as in several areas the head of the Association was appointed by the head of the education office or one of its divisions, or the *kabupaten/kota* office. The same occurred for the education board. Although the head of the education board was not usually an education office official, the board's office is usually located within the education office. Some informants suggested that a new independent body, or an existing independent body, should be given the task of monitoring certification and receiving and acting upon complaints.

2.9.4 Monitoring and Evaluation

Monitoring activities were only dealt with in general in the certification guidebooks, and were limited to the determination of certification participants. This monitoring was conducted by elements at the central level and used funds from the central Budget Implementation List (DIPA).

In the study areas, the only institutions subject to monitoring activities were the LPTKs. Monitoring was conducted by a monitoring team appointed by the central government. Monitoring covered portfolio assessment, the remedial training course, and the use of the budget allocated to the LPTKs. Meanwhile MoNE and MoRA provincial and *kabupaten/kota* offices, schools and teachers have not been subject to monitoring activities. Several schools in the sample had only been questioned by inspectors, but this was not conducted as a special monitoring activity and was only part of routine inspections.

The 2008 certification guidebooks mention the need for broader monitoring and evaluation (monev) activities for overall program management. Monev could be done in an integrated way across all the levels of the education office, starting from the Directorate General for PMPTK, to LPMP, the provincial education office, and the *kabupaten/kota* education offices, according to their respective tasks and responsibilities. The monev activities mentioned in the guidebooks appear to be proposals only and are not binding, very general, and not specific about how they would be conducted and their funding sources, so their implementation is questionable.

The 2008 guidebooks also specify the system of monitoring for participants who received the professional allowance. In order to receive the allowance participants needed to provide several documents, including files on their obligatory work hours, verified by the school principal. The school principal then needed to investigate the validity of all the required files. Furthermore the *kabupaten/kota* education office would check, and if necessary, verify the documents. In addition every month the school principal needed to also monitor and report

on changes in teachers' status or conditions, and the *kabupaten/kota* education office needed to recheck this data every three months based on the principals' reports.

The monitoring system for participants who receive the allowance only related to employment status and working hours. Data on teachers' quality or competency (pedagogical, professional, personal, and social skills), which were elements of the assessment, were not included. Many informants thought that money activities for these four competencies were important because it would ensure that the aim of teacher certification, to increase the quality of teachers and education in general, would be met. It is also important that the requirement about teaching hours is monitored because according to many informants it was very easily manipulated, if teachers collaborated with the school principal.

III. IMPACTS OF THE PROGRAM

According to the guidebooks teacher certification is an attempt to increase the quality and welfare of teachers, and also acts to increase the status and role of teachers as agents of learning. It is hoped that teacher certification will increase the quality of learning and education in a sustainable way.

At the time this study was conducted the program outcomes were hard to gauge because teacher certification was a newly implemented program. Despite this, based on the results of in-depth interviews with informants, the research team obtained an overall picture of the direct and indirect impacts of the teacher certification program, both those which have occurred and those expected to occur.

3.1 Impacts on Increasing Teachers' Welfare

In an attempt to fulfill the program's goals, teacher certification is accompanied by the provision of a professional allowance. Because of this, normatively, certification will increase the income of teachers who pass to the value of one month's salary. Once they receive the allowance, civil servant teachers will receive an additional Rp1 million so in total their monthly income will be between Rp3 million and Rp5 million.

Most informants felt certain that teachers' welfare would increase as a result of the increase in income. However, a small proportion of informants were uncertain that teachers' welfare would increase because of the increase in expenses as a result of fuel price hikes. Despite this all teachers welcomed the allowance and hoped to receive it because at the very least it would reduce their financial burdens. The professional allowance has also become the main incentive for teachers to undertake certification.

3.2 Impacts in Increasing the Quality of Teachers and Education

3.2.1 For Participant Teachers

It is hoped that the provision of the professional allowance will motivate teachers to improve their quality and professionalism. However, in general informants questioned this. Some informants thought that the increase in income might increase the quality of teachers because teachers would not be forced to seek additional income elsewhere. It is hoped that the increase in income will not only raise the welfare and status of teachers, but also encourage teachers to focus more on their work and on personal development, and increase the quality of their teaching so they become truly professional teachers. Despite this, other informants were not certain that an increase in financial well-being would increase the quality of teachers. They were convinced that increasing quality and productivity was a matter of teachers' personal commitment. In the past teachers had received pay rises, both through general wage rises as well as promotions, but the effect of these pay rises on performance is unclear and uneven.

Generally teachers were not certain that certification would increase the quality of teachers and general education. This is because the program was not designed to capture or identify the best teachers, which were hoped would encourage quality education. Deception was also common in the creation of the portfolios, so the portfolios submitted did not reflect the actual quality of the teachers. The fact that there were participants who falsified portfolio documents has created the view that certification did not motivate teachers to improve their performance but rather, encouraged them to be dishonest.

It was also thought that the operation of certification through portfolio assessment would not increase the quality of teachers because only pre-existing administrative documents are assessed. Some informants even thought that the certification program as currently implemented does not have a clear framework. If certification is intended to increase teachers' welfare then the program should be made simpler without conditions or stipulations which make it difficult for teachers. On the other hand if certification aims to increase the quality of teachers, a more suitable implementation mechanism would be intensive education and training. The remedial training course which is currently part of the teacher certification program is considered good; however, it is only able to "refresh", not increase, teachers' knowledge.

3.2.2 Impacts on Non-participant Teachers

The impact of the program on teachers who have not yet undertaken certification is potentially quite large. Teachers who have not fulfilled the requirement of having an undergraduate degree have been encouraged to continue their studies at the undergraduate level. The government, through laws relating to education, had already made it compulsory for teachers to have a minimum of an undergraduate degrees from 2005, but the push to fulfill this requirement has only gained momentum since the teacher certification program came into existence.

Through the provision of the professional allowance, the certification program is thought to have increased the prestige of the teaching profession. In turn, it is hoped that this will encourage the best students to become teachers, and so increase the quality of teachers and education in general.

Informants from education bodies, *kabupaten/kota* education offices, and the LPTKs acknowledge that there has been an increase in the total number of teachers, or high school graduates taking undergraduate teaching degrees, both by correspondence and in regular universities. This can be seen in the significant increase in the number of people interested in studying in the teaching and education faculties since 2007. Universities have accommodated this increase by implementing long distance classes and opening new disciplines of study.

Certification has made teachers more disciplined in filing various documents. It has also encouraged teachers to be more active in participating in education-related activities like training, student counseling, additional lessons, and school administration. By participating in these activities teachers receive documents or certificates which can be used in their portfolios. Many teachers were motivated to participate in commercial seminars, although they had to pay. One informant has even participated in six seminars since the end of 2007. However, many teachers who attended seminars did so only to obtain certificates, so the effects of these seminars on increasing the knowledge and quality of teachers is doubtful.

3.3 Other Impacts

Teacher certification has also had other impacts. These impacts include increased opportunities for various parties to gain profit. Lecturers who became committee members, assessors or remedial training instructors received additional income from certification.

Many institutions have been encouraged to run commercial education seminars and charge participants. In Jambi, for example, an independent institute worked with local education offices to run socialization activities in every *kabupaten/kota* at a cost of Rp125,000 per participant. Many seminars of this type were held in urban areas, particularly in Java, to the point where a *kabupaten* or *kota* could have seminars once a fortnight, or at least once a month. Teachers were interested in participating because they could receive certificates for their portfolios. One educational institute, which held a seminar at the *kecamatan* level in Majalengka, had to provide additional emergency tents because there were so many attendees. There is even information that at a seminar in Bekasi the number of participants exceeded the venue's capacity, so some participants were not able to attend and only obtained certificates which were distributed several days later.

The appeal of these seminars has made several parties considered competent in certification become speakers. An informant in West Java confessed that in 2008 he had been a speaker 11 times in certification-related seminars run by various organizations. Informants were willing to become speakers because they felt obligated to disseminate clear and accurate information about the certification program.

The misuse of the mechanism and requirements of certification also had other impacts. A small proportion of teachers did not have the opportunity, were not able, or did not want to create portfolios and the required documents independently, which encouraged the emergence of false document services, especially for lesson planning documents, and fee-for-portfolio services. The nontransparent and invalid method of determining participants in some areas has also created jealousy between teachers, particularly on the part of senior teachers who fulfill the certification qualifications and criteria but who have not been summoned to participate.

Jealousy also arose from long-standing, well performing teachers, who had even become deputy or school principals, but who did not have an undergraduate degree. This jealousy was not only due to the professional allowance received by teachers who passed, but also due to the acknowledgement and higher prestige the teachers received through the teacher certificate issued by the LPTK. Despite this, the problem was addressed through Government Regulation No. 74, 2008, which states that during a five year transition period teachers aged over 50 years, who have more than 20 years' work experience, and who have a ranking of IVA but who do not have a four year diploma or undergraduate degree may undertake certification through portfolio assessment.

Based on the regulations, certification participants and professional allowance recipients must have a minimum teaching load of 24 hours per week. According to informants, this regulation was not burdensome because teachers teach for five hours per day at a school that runs classes five days per week, or four hours per day at a school that runs classes six days per week. However, in several schools this requirement was hard to fulfill because of the disproportionate number of teachers and classes. As such this requirement has encouraged teachers with a shortage in teaching hours to seek additional teaching hours in other schools. Several cases have occurred in the study areas, including the following:

- a) In Kota Jambi, teachers who sought additional teaching hours in another school were not paid or paid only token amounts. This was thought to influence the quality of learning and teaching. There were also schools who tried to increase the number of classes and student intake.
- b) In Singkawang, West Kalimantan, some schools ran teaching teams for certain subjects, where one class was taught by two teachers.

In some areas, teaching in other schools was difficult because of the limited number of schools needing additional teachers. As a result, some informants thought that there would be attempts to manipulate data on teaching hours involving teachers, school principals, and the *kabupaten/kota* education office. It was also thought that the requirement would reduce the role of temporary teachers, who are paid by their school or by the local government.

On the whole, the requirement that teachers who pass certification teach a minimum of 24 hours per week is very important as it seeks to ensure that teachers demonstrate commitment to the profession by working intensively with students. This requirement also seeks to encourage teachers to move to areas with a shortage of teachers, and attempts to control costs. However, because it is difficult for some teachers to fulfill this requirement, it should be implemented in conjunction with supporting policies. In the short term, teachers need to be given other opportunities to teach in activities or programs that are acknowledged by the government. In the long term, policies to even out the number of teachers in different regions and different schools must be implemented consistently and continuously.

IV. RECOMMENDATIONS

Based on the research findings, the following are several recommendations to increase the program's effectiveness in future.

1. There needs to be a wider distribution of clear and consistent information about the division of authority between MoNE and MoRA, both for implementing organizations as well as teachers. This must be supported by good coordination and the two organizations should use similar standards in implementing the program, especially in the determination of participants.
2. Socialization for participants needs to be done at the lower government level—at the *kabupaten/kota* level as a minimum. Socialization needs to consider the total number of participants so that information dissemination is more effective and does not burden participants. The information disseminated should at least cover participant requirements and criteria, the method of arranging and assessing portfolios, and the procedure for the payment of the professional allowance.
3. Certification information should be given to non-participant teachers so that they have the same knowledge and perceptions of certification, and are encouraged to add to their qualifications. This can also reduce the possibility of jealousy between teachers. The general community also needs to obtain information so that people are more interested in the teaching profession. This can be done through the distribution of brochures and mass media advertising. The teacher certification website should be widely promoted and must also provide broader and more complete information.
4. Transparency needs to be improved in several phases of the certification process. The determination of the *kabupaten/kota* quotas at the provincial level requires a transparent control mechanism and greater involvement of *kabupaten/kota* education offices to mitigate the risk of deception at the provincial level.
5. To maintain objectivity in the determination of participants, the selection criteria must be transparent and the ranked list teachers who fulfill the criteria should be easily accessed by teachers, for example, displayed on information boards of agencies at the *kabupaten/kota* and *kecamatan* (subdistrict) levels.
6. The provision of authority to the *kabupaten/kota* education office to distribute the quota between civil servant and non-civil servant teachers should be followed by requirements which guarantee transparency and objectivity to mitigate the risk of deception.
7. To avoid unfilled quotas, participants need to be given enough time (at least two weeks) to arrange their portfolios.
8. The use of NUPTK data as the basis for determining the quotas and participants is still preemptive as there are many teachers who fulfill the participant requirements but who do not yet have NUPTKs. To avoid such cases of unfairness, the use of NUPTK data should not be forced before all teachers, or as a minimum, those who fulfill the participant criteria, have a NUPTK.

9. Stricter and more detailed assessment standards must be set for portfolio components so as to reduce the subjectivity of the assessors. The results of portfolio assessments should be made available in a transparent and easily accessible way to participant teachers, both through announcements on the website as well as through circulars to agencies at the *kabupaten/kota* level.
10. The weightings of the respective components also needs to be reconsidered so that greater value is placed on teacher performance, such as by increasing the weighting of the professional development component, not prioritizing documents which are formalities, and not allowing participants with low scores to automatically take the remedial training.
11. There needs to be a longer, more intensive form of training with more in-depth material to ensure the quality of participants who take the PLPG. The assessment of whether participants pass must be performed objectively, using strict pass levels, and participants who do not pass should not automatically become certification participants the following year.
12. There needs a mechanism which can ensure the punctuality of payment of the professional allowance, which can be supported by a number of things, including the provision of procedures for the administration of the payment which are simple, practical, and which can guarantee the accuracy of recipients' data.
13. Control mechanisms for certification implementation must be optimized, including by having existing monitoring institutions, implementing institutions, and independent institutions conduct staged monitoring. The existence of a complaints body should be communicated widely and at the various government levels, with a clear complaints resolution mechanism. In addition, there must be strict sanctions for the various forms of deception which occur.
14. To better ensure that the objective of certification, to increase the quality of teachers and education, is met, the performance of teachers who pass certification should be assessed periodically based on their pedagogical, professional, personal, and social skills.
15. Committee members should not have dual roles as assessors or instructors because committee members perform routine tasks and have rather heavy workloads. This needs to be supported by the provision of incentives for committee members equal to the incentives for assessors and instructors.

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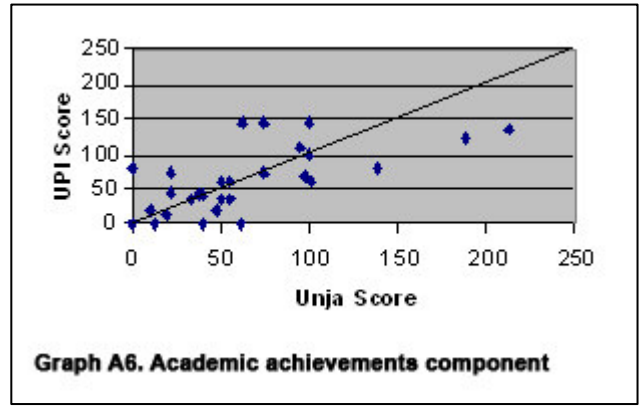
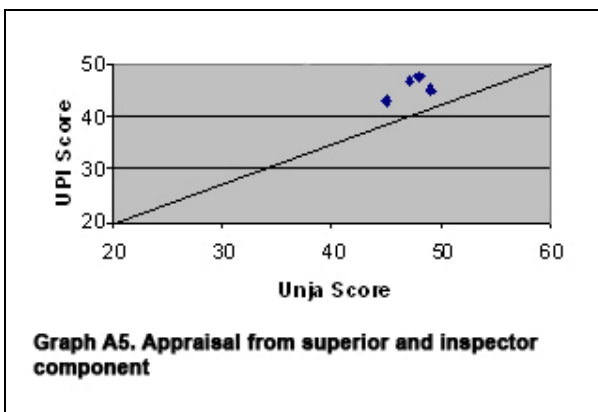
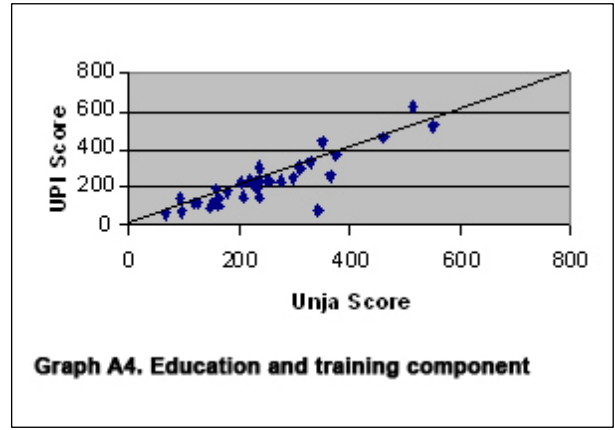
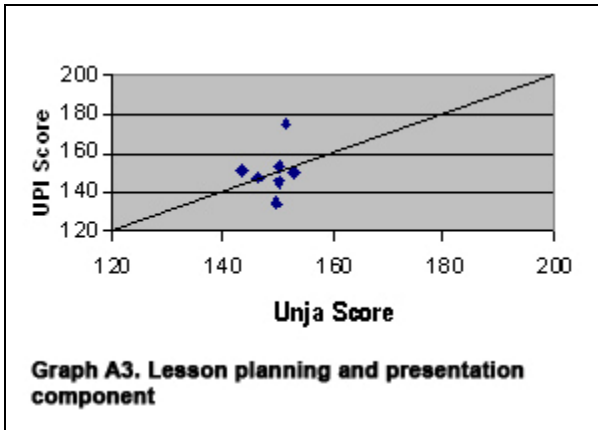
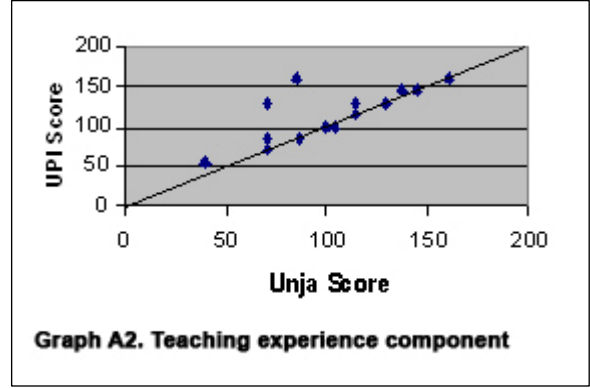
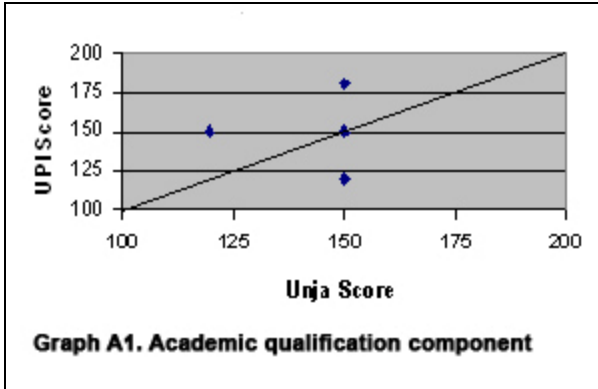
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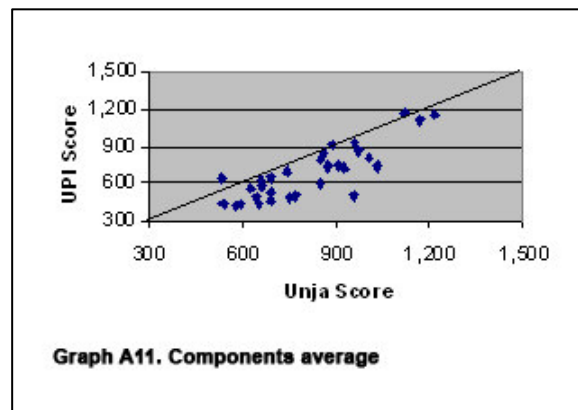
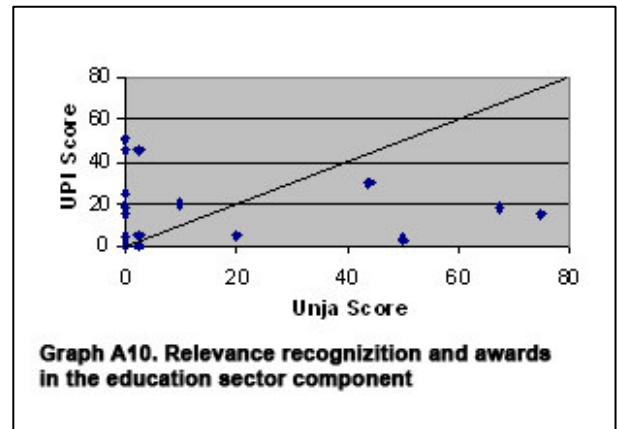
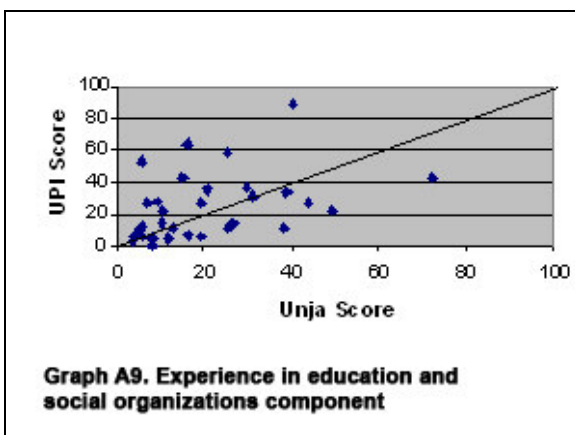
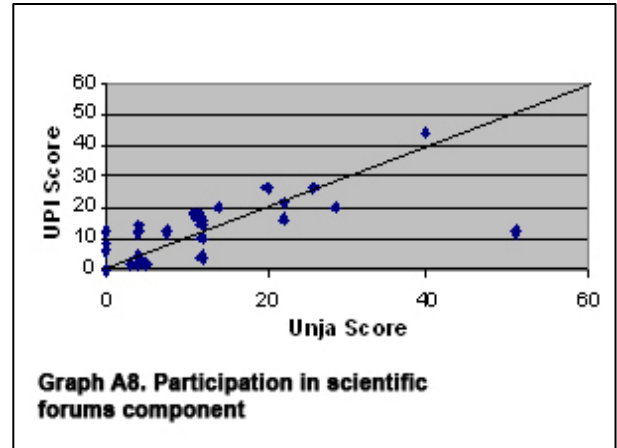
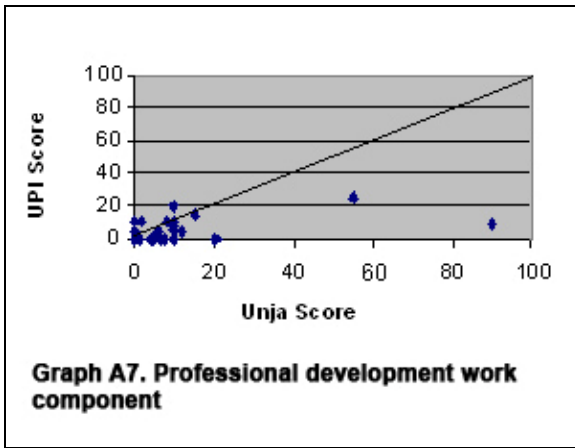
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APPENDICES

Appendix 1.

Graphs Comparing the Assessments of 31 Portfolios by the LPTK in West Java (UPI) and the LPTK in Jambi (Unja)





Appendix 2

Table A1. Allocated and Actual Costs of Portfolio Assessment in LPTKs in the Study Areas

Expenditure Component	Jambi		West Java		West Kalimantan	
	Allocated	Actual	Allocated	Actual	Allocated	Actual
Total Portfolio Assessment	1,367,325,000	914,855,226	8,081,710,000	7,290,336,000	1,753,425,000	1,391,325,000
1. Data Processing	77,250,000	55,967,000	460,600,000	460,600,000	120,205,000	120,205,000
2. Assessor Training	49,875,000	43,905,000	212,910,000	212,910,000	54,915,000	54,915,000
a. Assessors' salaries	20,700,000	-	97,500,000	97,500,000	25,070,000	25,070,000
b. Food and beverages	5,175,000	-	23,550,000	23,550,000	6,540,000	6,540,000
c. Transport	13,800,000	-	39,000,000	39,000,000	12,535,000	12,535,000
d. Central resource people salaries	2,400,000	-	2,400,000	2,400,000	3,000,000	3,000,000
e. Central resource people transport	5,400,000	-	2,200,000	2,200,000	5,070,000	5,070,000
f. Central resource people accommodation	2,400,000	-	2,400,000	2,400,000	2,700,000	2,700,000
g. Committee salaries	-	-	21,800,000	21,800,000	-	-
h. Committee transport	-	-	11,100,000	11,100,000	-	-
i. Committee food and beverages	-	-	4,860,000	4,860,000	-	-
j. Preparation for assessor training	-	-	8,100,000	8,100,000	-	-
3. Portfolio Assessment	1,082,400,000	741,160,000	6,593,540,000	5,894,966,000	1,394,840,000	1,032,740,000
a. Assessors' salaries	927,000,000	-	5,527,200,000	4,867,500,000	1,207,500,000	845,400,000
b. Assessors' transport	41,400,000	-	39,000,000	39,000,000	40,712,000	40,712,000
c. Instructors and committee members' accommodation	114,000,000	-	794,500,000	755,626,000	146,628,000	146,628,000
d. Committee members' salaries	-	-	159,050,000	159,050,000	-	-
e. Committee transport	-	-	55,900,000	55,900,000	-	-
f. Technical committee members' accommodation	-	-	-	-	-	-
g. Additional officers	-	-	8,570,000	8,570,000	-	-
h. Assessment preparation	-	-	9,320,000	9,320,000	-	-
4. Coordination	28,800,000	20,737,000	24,000,000	24,000,000	19,740,000	19,740,000
a. Transport	8,100,000	-	3,300,000	3,300,000	3,960,000	3,960,000
b. Salaries	8,100,000	-	8,100,000	8,100,000	5,400,000	5,400,000
c. Accommodation	12,600,000	-	12,600,000	12,600,000	10,380,000	10,380,000
5. Internal Coordination	5,400,000	5,115,000	32,000,000	32,000,000	-	-
a. Salaries	3,000,000	-	16,000,000	16,000,000	-	-
b. Transport	2,400,000	-	16,000,000	16,000,000	-	-
6. Stationery, correspondence	46,350,000	31,759,226	276,360,000	276,360,000	60,375,000	60,375,000
7. Certificates	77,250,000	16,212,000	482,300,000	389,500,000	103,350,000	103,350,000

Sumber: LPTK Area 8 Jambi, LPTK Area 10 West Java, and LPTK Area 20 West Kalimantan per April 2008.

Appendix 3

Table A2. Allocated and Actual Costs per Participant of Portfolio Assessment in LPTKs in the Study Areas

Expenditure Component	Jambi		West Java		West Kalimantan	
	Allocated	Actual	Allocated	Actual	Allocated	Actual
Total Portfolio Assessment	607,970	406,783	499,087	450,215	622,223	493,728
1. Data Processing	34,349	24,885	28,444	28,444	42,656	42,656
2. Assessor Training	22,177	19,522	13,148	13,148	19,487	19,487
a. Assessors' salaries	9,204	-	6,021	6,021	8,896	8,896
b. Food and beverages	2,301	-	1,454	1,454	2,321	2,321
c. Transport	6,136	-	2,408	2,408	4,448	4,448
d. Central resource people salaries	1,067	-	148	148	1,065	1,065
e. Central resource people transport	2,401	-	136	136	1,799	1,799
f. Central resource people accommodation	1,067	-	148	148	958	958
g. Committee salaries	-	-	1,346	1,346	-	-
h. Committee transport	-	-	685	685	-	-
i. Committee food and beverages	-	-	300	300	-	-
j. Preparation for assessor training	-	-	500	500	-	-
3. Portfolio Assessment	481,281	329,551	407,185	364,044	494,975	366,480
a. Assessors' salaries	412,183	-	341,333	300,593	428,495	300,000
b. Assessors' transport	18,408	-	2,408	2,408	14,447	14,447
c. Instructors and committee members' accommodation	50,689	-	49,064	46,664	52,033	52,033
d. Committee members' salaries	-	-	9,822	9,822	-	-
e. Committee transport	-	-	3,452	3,452	-	-
f. Technical committee members' accommodation	-	-	-	-	-	-
g. Additional officers	-	-	529	529	-	-
h. Assessment preparation	-	-	576	576	-	-
4. Coordination	12,806	9,221	1,482	1,482	7,005	7,005
a. Transport	3,602	-	204	204	1,405	1,405
b. Salaries	3,602	-	500	500	1,916	1,916
c. Accommodation	5,602	-	778	778	3,683	3,683
5. Internal Coordination	2,401	2,274	1,976	1,976	-	-
a. Salaries	1,334	-	988	988	-	-
b. Transport	1,067	-	988	988	-	-
6. Stationery, correspondence	20,609	14,121	17,067	17,067	21,425	21,425
7. Certificates	34,349	7,209	29,784	24,054	36,675	36,675

Sumber: LPTK Area 8 Jambi, LPTK Area 10 West Java, and LPTK Area 20 West Kalimantan per April 2008.

Appendix 4

Table A3. Allocated and Actual Costs of the Remedial Training Course (PLPG) in LPTKs in the Study Areas

Expenditure Component	Jambi		West Java		West Kalimantan	
	Allocated	Actual	Allocated	Actual	Allocated	Actual
Total PLPG	4,792,477,500	2,985,450,455	28,689,412,500	22,336,977,500	7,073,910,000	6,780,205,000
I. Course Preparation	750,927,500	466,932,550	2,645,787,500	2,193,552,500	895,560,000	865,630,000
a. External coordination	28,800,000	16,939,000	24,000,000	24,000,000	28,314,000	28,314,000
1. Transport	8,100,000	5,619,000			7,614,000	7,614,000
2. Salaries	8,100,000	7,650,000			8,100,000	8,100,000
3. Accommodation	12,600,000	3,670,000			12,600,000	12,600,000
b. Internal accommodation	16,200,000	4,440,000	72,000,000	72,000,000	-	-
1. Salaries	9,000,000	3,700,000			-	-
2. Transport	7,200,000	740,000			-	-
c. Preparation of modules	250,000,000	158,906,300	250,000,000	250,000,000	250,000,000	250,000,000
d. Stationery, correspondence, etc.	23,235,000	21,789,000	313,275,000	313,275,000	34,860,000	34,860,000
e. Photocopying	282,692,500	124,173,000	1,986,512,500	1,534,277,500	424,130,000	394,200,000
1. Material	232,350,000	112,670,500	-	-	348,600,000	324,000,000
2. Questions	46,470,000	7,924,500	-	-	69,720,000	64,800,000
3. Computer answer sheet	3,872,500	3,578,000	-	-	5,810,000	5,400,000
f. Area Secretariat	150,000,000	140,685,250	-	-	158,256,000	158,256,000
II. Implementation	3,836,650,000	2,369,279,500	24,905,125,000	19,252,725,000	5,895,950,000	5,439,220,000
a. Participant training, accommodation	1,742,625,000	1,638,743,000	12,245,625,000	9,457,875,000	2,614,500,000	2,443,910,000
b. Instructors	1,591,200,000	428,328,000	9,147,600,000	7,081,200,000	2,527,200,000	2,295,210,000
1. Instructors' salaries	702,000,000	399,168,000	4,900,500,000	3,793,500,000	1,053,000,000	948,150,000
2. Transport	655,200,000	29,160,000	2,613,600,000	2,023,200,000	1,123,200,000	1,011,360,000
3. Instructors' accommodation	234,000,000	-	1,633,500,000	1,264,500,000	351,000,000	315,000,000
c. Committee	347,100,000	161,957,500	2,423,025,000	1,871,225,000	520,650,000	477,350,000
1. Committee salaries	140,400,000	124,750,000	980,100,000	756,900,000	210,600,000	189,000,000
2. Committee transport	31,200,000	26,900,000	217,800,000	168,200,000	46,800,000	42,000,000
3. Committee accommodation	175,500,000	10,307,500	1,225,125,000	946,125,000	263,250,000	236,250,000
d. Peer teaching	117,000,000	104,300,000	816,750,000	632,250,000	175,500,000	168,750,000
e. Processing of written examination	38,725,000	35,951,000	272,125,000	210,175,000	58,100,000	54,000,000
III. Reporting	204,900,000	149,238,405	1,138,500,000	890,700,000	282,400,000	266,000,000
a. Publishing of certificates	77,450,000	31,561,000	544,250,000	420,350,000	116,200,000	108,000,000
b. Data processing	77,450,000	72,845,405	544,250,000	420,350,000	116,200,000	108,000,000
c. Compiling and photocopying	50,000,000	44,832,000	50,000,000	50,000,000	50,000,000	50,000,000
IV. Other	-	-	-	-	-	209,355,000
Coordination of use of funds	-	-	-	-	-	14,685,000
Implementation of supplementary PLPG	-	-	-	-	-	144,670,000
1set server+1 set komputer	-	-	-	-	-	50,000,000

Sumber: LPTK Area 8 Jambi, LPTK Area 10 West Java, and LPTK Area 20 West Kalimantan per April 2008.

Appendix 5

Table A4. Allocated and Actual Costs per Participant of the Remedial Training Course in LPTKs in the Study Areas

Expenditure Component	Jambi		West Java		West Kalimantan	
	Allocated	Actual	Allocated	Actual	Allocated	Actual
Total PLPG	3,205,671	1,996,957	3,862,853	3,007,537	3,274,958	3,138,984
I. Course Preparation	502,293	312,329	356,239	295,348	414,611	400,755
a. External coordination	19,264	11,330	3,231	3,231	13,108	13,108
1. Transport	5,418	3,759	-	-	3,525	3,525
2. Salaries	5,418	5,117	-	-	3,750	3,750
3. Accommodation	8,428	2,455	-	-	5,833	5,833
b. Internal accommodation	10,836	2,970	9,694	9,694	-	-
1. Salaries	6,020	2,475	-	-	-	-
2. Transport	4,816	495	-	-	-	-
c. Preparation of modules	167,224	106,292	33,661	33,661	115,741	115,741
d. Stationery, letters, etc.	15,542	14,575	42,181	42,181	16,139	16,139
e. Photocopying	189,092	83,059	267,472	206,581	196,356	182,500
1. Material	155,418	75,365	-	-	161,389	150,000
2. Questions	31,084	5,301	-	-	32,278	30,000
3. Computer answer sheet	2,590	2,393	-	-	2,690	2,500
f. Area Secretariat	100,334	94,104	-	-	73,267	73,267
II. Implementation	2,566,321	1,584,802	3,353,322	2,592,261	2,729,606	2,518,157
a. Participant training, accommodation	1,165,635	1,096,149	1,648,798	1,273,445	1,210,417	1,131,440
b. Instructors	1,064,348	286,507	1,231,668	953,440	1,170,000	1,062,597
1. Instructors' salaries	469,565	267,002	659,822	510,772	487,500	438,958
2. Transport	438,261	19,505	351,905	272,411	520,000	468,222
3. Instructors' accommodation	156,522	-	219,941	170,257	162,500	145,833
c. Committee	232,174	108,333	326,245	251,949	241,042	220,995
1. Committee salaries	93,913	83,445	131,964	101,912	97,500	87,500
2. Committee transport	20,870	17,993	29,325	22,647	21,667	19,444
3. Committee accommodation	117,391	6,895	164,956	127,390	121,875	109,375
d. Peer teaching	78,261	69,766	109,970	85,129	81,250	78,125
e. Processing of written examination	25,903	24,047	36,640	28,299	26,898	25,000
III. Reporting	137,057	99,825	153,292	119,927	130,741	123,148
a. Publishing of certificates	51,806	21,111	73,280	56,598	53,796	50,000
b. Data processing	51,806	48,726	73,280	56,598	53,796	50,000
c. Compiling and photocopying	33,445	29,988	6,732	6,732	23,148	23,148
IV. Other	-	-	-	-	-	96,924
Coordination of use of funds	-	-	-	-	-	6,799
Implementation of supplementary PLPG	-	-	-	-	-	66,977
1set server+1 set komputer	-	-	-	-	-	23,148

Sumber: LPTK Area 8 Jambi, LPTK Area 10 West Java, and LPTK Area 20 West Kalimantan per April 2008.