



# Constrains in Educational Development in Indonesia: A Case in Southeast Sulawesi Province

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Received: 08/06/2021

Accepted: 12/06/2021

Published: 01/07/2021

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## ABSTRACT

During my works experiences, I took part in a number of important activities in educational development where I acted as consultant in the educational development project in Southeast Sulawesi I can note down some issues such as the transparency among and across the stakeholders has not developed, luck of professional commitment of stakeholders (individually and in group) to change the situation, over-reliance on project-oriented planning rather than on the nurturing of natural chance processes, over-reliance on the results of the national state exams as the total performance indicators, over-emphasis on the product rather than process, and lack of concern for the welfare of all the parties concerned. In this paper, I would like to gather evidence some crucial issues with respect empirical informations on education development in Southeast Sulawesi. The issues include local government commitment or policy related to educational development in the region, the performance evaluation of certified teachers, and the role of university or teacher training institution as teacher service provider related to teacher training and professionalism (Indo: PLPG - Pendidikan Latihan Profesi Guru). Identifying and understanding educational constrains in this area could assist both central and local government in designing and implementing educational programs to improve the quality of education.

**Keywords:** Education, Development, And Policy.

## I. INTRODUCTION

The current situation of Indonesian education system is facing some discouraging phenomena. We can note down some issues such as the transparency among and across the stakeholders has not developed, luck of professional commitment of the stakeholders (individually and in group) to change the situation, over-reliance on project-oriented planning rather than on the nurturing of natural change processes, over-reliance on the results of the national state exams as the total performance indicators, over-emphasis on the product rather than process, and last but not least, lack of concern for the welfare of all the parties concerned.

Another weakness involving education in Indonesia is the implementation of national exam policy that has never changed since the beginning of the independence. The standard set for the exams is only based on the curricula not on the basis on the actual process of education. It disregards possible local differences in facilities, manpower, social-economic condition, cultural background, and so on. The focus of the exams is placed on the knowledge not on the skills and ability of the students. Therefore, our education system requires new thinking perspectives. We have perceived education as if it were “a production line” and consider the government institutions and industrial sectors as our “primary customers”. Consequently, we neglect our students. We are so used to working for the curriculum and our students are so used to studying for the exams.

The purpose of this paper is to gather evidence some crucial issues with respect empirical informations on education development in Southeast Sulawesi. The issues include local government commitment or policy related to educational development in the region, the performance evaluation of certified teachers, the role of university or teacher training institution as teacher service provider related to teacher training and professionalism called PLPG (*Pendidikan Latihan Profesi Guru*).

## II. LITERATURE REVIEW

### **Local Government Policy: BOP (Biaya Operasional Pendidikan – Operational Cost for Education)**

BOP has been set up to fund some parts of activities at high educational level (SMU/SMK – *Sekolah Menengah Umum/ Sekolah Menengah Kejuruan*) in Southeast Sulawesi since the 2008 in accordance with the first period of Governor Nur Alam (2008-2013). This program is part of his commitments during his political campaign in prior to the governor election. The development of human resource development through education has become a first priority as and foremost program of the five (5) regional development agenda. The BOP program is meant to support the

declaration of compulsory education to 12 years by the Department of Education and Culture of Southeast Sulawesi province.

### ***Evaluation on teachers' performance of certified teachers in Southeast Sulawesi***

This effort is intended solely to enhance the professional capabilities of teachers, which in turn will have an impact on improving the quality of national education overall. Since then, since then, teachers have been selected to participate in a certification program based on academic qualifications, seniority, and their rank, as to be educated S1 (undergraduate) and the number of teaching hours at least 24 hours per week. These indicators are then used to examine teacher's professional, pedagogical, personality, and social competencies.

## **III. RESULT & DISCUSSION**

### ***Local Government Policy: BOP (Biaya Operasional Pendidikan – Operational Cost for Education)***

BOP for high schools' education is in the form of provision of funds directly to schools where the amount of grants received by schools calculated based on the number students and the number of classrooms. The BOP funds are used to help schools meet the non-personnel operational costs of the school. The use of the block grants before 2014 is to fund the following items:

- 1) Admission of new student;
- 2) Procurement of enrichment and reference Books;
- 3) Teacher Professional Development;
- 4) Incentives of teachers;
- 5) Financing Library and school administration;
- 6) Financing extracurricular;
- 7) Procurement of laboratory Science / practice tool;
- 8) Funding school examination;
- 9) School maintenance.

However, since 2014 the policy of block grants at high school level has changed to only fund two things:

- 1) Admission of new students allocated for US\$ 15 (or Rp.150,000) for each student per year to cover the entire financing of a new student activities, such as financing the development interests and talents of students, stationaries, honorarium, transport, and consumption of the committee;
- 2) Funding the competency test for students of SMK (vocational high school) for US\$ 15 (or Rp.150.000) for each student per year to cover the cost of t vocational competency test that consists of the cost of the practice exams, stationaries, printing and consumption.

All activities related to the implementation of BOP program and activities at the high school level in Southeast Sulawesi Province has been clearly explained in the technical guideline book of BOP called '*Juknis*' (*Petunjuk Teknis*) organized by the Education Department of Southeast Sulawesi Province. This technical guidance book is updated every year to ensure the implementation of BOP goes well in accordance with the rules that have been set up.

Although the BOP fund distribution mechanism has been quite clearly set out in *Juknis* BOP, the implementation is not working properly. A research conducted just recently by Karno (2015) showed that the implementation of the 2012-2014 BOP management has not been in line with expectations. In general, schools which were becoming sample of the study suggest that the mechanism of book procurement and educational equipment proposed by the school in BOP proposal is not in accordance with their hopes. This is caused by a system of procurement of books and educational equipment carried out by the Provincial Education Department as the mechanism set out in the guideline book called '*Juknis BOP*' which states that the implementation of the procurement of books and reference and procurement of laboratory science/practice tool carried by the Provincial Education Department through the auction process.

According Karno (2015) BOP program implemented by the government of Southeast Sulawesi province has impacted indirectly to improving the quality of SMA / SMK in this region as indicated by the increasing quality of teachers. BOP program has succeeded in motivating the teachers to take advantage of scholarship programs which are available in both the district and provincial, and even in national levels to improve their qualifications in both undergraduate and master programs.

Quantitatively, the BOP program has a positive impact on the provision of educational facilities as indicated from the number of books enrichment and references as well as education aids received by the sample schools were increased from year to year, unfortunately some books and educational aids are not always in accordance with school needs (Karno 2015).

The BOP program also has quantitatively impacted the improving educational quality which is demonstrated by the increasing of graduation rates and increasing of UAN (national final exams) scores from year to year. Similarly, the school participation in any academic competitions such as arts and sports which have increased in the last three years by successfully obtaining champion (I, II and III) at district level (Karno 2015).

In terms of community participation, all schools in Southeast Sulawesi have already involved parents in planning school program in the last three years. In this case, the schools have applied the School Based Management (Indo: *MBS - Management Berbasis Sekolah*). In several aspects of school management, schools have involved students' parents who gathered in the school committee (Indo: *Komite Sekolah*). The existence of school committee is pivotal in schools as the school committee together with the schools can improve the quality of education and parents more aware of the importance of their participation and cooperation for the improvement of the quality of education.

Policy on teacher certification is a national program and has been implemented since 2007 until now and will continue to forward to improve the quality of education in Indonesia. This policy is based on some of constraints related current condition of education in Indonesia, especially with regard to the teacher issues. Some problems include the following:

- a. Based on data from *Balitbang Depdiknas* - Research Centre of National Education Department (2012), the number of teachers who are judged worthy of teaching is still below 70 %, and get a very low score when testing the subjects, they taught.
- b. Based on the record of the Human Development Index (HDI), there are 60 % of primary school teachers, 40% of junior high school, 43 % high school, 34 % SMK considered not feasible to teach at each level. In addition, 17.2 % of teachers or the equivalent of 69.477 teachers teaching rather than on their field of study. Moreover, the quality of our human resources is the level of 109 of 179 countries around the world. For that reason, it is necessary to build a strong foundation for improving the quality of teachers by standardizing the average of teacher competency, not a minimum standardization;
- c. Based on competency tests done by teachers in 2012 and, nationally, mastery of the subject matter by the teachers did not reach 50 % of all the subject materials that should be the competence of teachers;
- d. Raw scores obtained by the teacher for all kinds of subjects are also of concern. Teachers of civics, history, Indonesian, English, mathematics, physics, biology, chemistry, economics, sociology, geography, and art education just get a score of about 20s with a range between 13 to 23 out of 40 questions;
- e. Teacher certification policy has been running over the past nine years and expected can bring change towards the direction the improvement of teacher quality which will impact on the improvement of the quality of education;

Evaluation of the policy is considered necessary to determine the extent to which the performance of certified teachers at both national and regional levels, Southeast Sulawesi. In 2010, the World Bank launched a publication entitled " Spending More or Better: Improving Education Financing in Indonesia ". The publication shows that the teachers who have obtained the teacher certificate and those have not, perform relatively similar feat. The conclusion made by World Bank after conducting research since 2009 of 240 elementary and 120 junior high schools throughout Indonesia, involving 39,531 students. The test results among the students who were taught by certified teachers and who are not certified for Mathematics, Bahasa Indonesia, as well as science and English are compared. As a result, there is no influence of the teacher certification program towards student learning outcomes, both at the elementary and junior high schools. (<http://www.suaragresik.com/2013/08/sertifikasi-guru-bagaimana-bila-dari.html>).

The findings of the World Bank shows that the teacher certification program organized by the Ministry of Education and Culture over the last few years do not affect the improvement of the quality of national education. In fact, its implementation has been draining about two thirds of the total education budget, which reached 20 percent of the national budget. (<http://www.suaragresik.com/2013/08/sertifikasi-guru-bagaimana-bila-dari.html>).

According to PP No. 19/2005 (government regulation) on the National Education Standards Article 28, the teacher is a learning agent that should have four types of competence, namely pedagogical, personality, professional, and social. In this context, then a duly certified teacher should have these competencies.

A recent research conducted by Lio et al. (2015) regarding the performance evaluation of certified teachers in Southeast Sulawesi has shown good results in some aspects, such as social and personality competencies of the teachers. However, the administrative aspect, and pedagogic as well as professional competencies of teachers still need to be improved and increased.

Lio (2015) reported that in general the administration of teacher in their teaching and learning in Southeast Sulawesi is considered good with the average percentage score obtained is 85.18% with the average percentage score obtained is 85.18 %. Some teachers are good in administering their division of teacher tasks, teaching schedule, annual program, semester program, syllabus, lesson plans, and assignments to the students, enrichment programs, and instructional guide books. However, some teachers are still discouraging in developing their teaching materials due to lack of resources they have. In addition, some teachers do not have academic article and rarely conducting classroom action research to reflect their teaching and learning experience. Moreover, in terms of assessment, some teachers do not have assessment rubrics for their daily evaluation or even mid and final evaluations.

In his research, Lio (2015) also evaluated teachers lesson plan in relation to competency-based curriculum (curriculum 2006) which cover aspects of basic competence, indicators and time allocation, learning objectives, materials development and teaching materials, teaching methods, learning steps, learning resources and assessments. The evaluation showed that teachers' lesson plan is considered relatively good as indicated by a mean percentage score average is 85.24%. The main problem encountered in this lesson plan assessment is a method of teaching and learning resources that teachers apply in the classroom is still less varied. Similarly, the formulation of main learning activity has not yet indicated student center learning. The lesson plan also showed that teachers do not employ and develop collaboration activities (cooperative learning strategy) yet. This will influence students' interactions among them and with the surrounding environment in which the interaction will not productive. In addition, the formulation of learning steps does not indicate the activities and learning objectives to be achieved.

Observation of learning activities of certified teachers has shown good results as evidenced by the average percentage of observations reached 89.26%. The observation includes aspects of preliminary activities/pre-learning activities, the core teaching and learning activities, approach/learning strategies applied, the use of learning resources/media learning, assessment processes and learning outcomes, language use and the closing of teaching and

learning. However, the main problem experienced by some certified teachers is their teaching and learning approaches/strategies which do not vary yet. In addition, some certified teachers do not maximally employ resources or teaching media in the classroom. Most of the certified teachers are very good in conducting preliminary or pre teaching and Learning. At this stage, all the certified teachers who were observed had identified prior knowledge of learners in order to determine the initial capability of the learners, both the material that has been taught or will be taught. This is done by giving preliminary activities such as asking question related to the subject matter and motivation. Overall certified teachers who were observed had conducted pre preliminary teaching and motivation with various efforts to raise students' motivation in the classroom.

#### **University Role: Teacher Training and Professionalism (Indo: PLPG - Pendidikan dan Latihan Profesi Guru)**

At the outset, the process of hiring certified teachers is done through portfolio and to those who do not achieve a passing score on the portfolio are required to follow a program called PLPG – *Pendidikan dan Latihan Profesi Guru*, Teacher Training and Professionalism. However, the problem is how to organize teacher certification program to be more based on classroom. So far, the PLPG design is not able to observe classroom teaching competence. Teacher certification process runs separately by improving the quality of teaching and learning process in the classroom. As a result, the implementation of the teacher certification program has no impact on the overall quality improvement (Prianto 2013 cited from <http://www.suaragresik.com/2013/08/sertifikasi-guru-bagaimana-bila-dari.html>).

According to the guidelines and signposts of PLPG implementation of Teachers Certification, PLPG has the following objectives:

- 1) To improve the competence and professionalism of teachers who do not reach the minimum passing score through a portfolio assessment.
- 2) To determine the graduation of certified teachers through competency test by the end PLPG.

According to the regulation, the objectives of teacher certification program are:

- 1) To determine the feasibility of a teacher in performing duties as an agent of learning.
- 2) To improve the quality of processes and outcomes of education.
- 3) To increase the professionalism of teachers.
- 4) To improve the quality and qualifications of teachers as educated personnel.
- 5) To improve the welfare of teachers nationally.
- 6) To improve the competence of teachers. And
- 7) To improve the performance of teachers in Indonesia.

Based on the Decree of the Minister of Education and Culture of the Republic of Indonesia No. 128/P/2013, July 22, 2013, Halu Oleo University is designated as an official institution of Rayon 126 that responsible for teacher certification program in Southeast Sulawesi. Halu Oleo University has conducted teacher certification program since 2008. The number of teachers who have registered as participants of PLPG and who have passed from 2007 to 2014 amounted to 21.883 teachers, as can be seen in the following table:

**Table 1: Number of participants of teacher certification at Rayon 126**

Year	Participants	Pass the certification program
2007	-	2.098
2008	-	2.321
2009	-	2.992
2010	3.195	3.107
2011	3.820	3.743
2012	1.835	1.604
2013	3.301	3.074
2014	3.215	2.944
<b>Total</b>		<b>21.883</b>

The above table shows that the total number of certified teachers who have passed the portfolio and PLPG is 21.883 teachers. There about 8.000 teachers in Southeast Sulawesi who have not been certified yet. It means that the target to certify all teachers in 2015 would be impossible.

PLPG generally carried out in the capital city of provincial which conducted in several periods depending on the number of participants. PLPG carried out by groups of level of education and the subjects taught by participants, and are divided into small group of maximum 30 participants in a class. PLPG materials include the four competences of teachers, namely the pedagogic, professional, personal, and social and delivered by instructors from teacher training institutions. The details of PLPG materials arranged in the form of modules written by instructors, both individually and in teams, with reference to the guidelines set by the Consortium for Teacher Certification.

#### **IV. CONCLUSION**

To be able to improve the quality of our education, there is no other way, but we have to make changes in the teaching and learning process, providing qualified or professional teachers, providing block grants directly to schools to support teaching and learning facilities, making some changes the implementation of BOP program particularly on the mechanism of book procurement and educational equipment and changes to the implementation of PLPG to be more based on classroom.

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