

Policy Development of Lecturers Certification for Improving the Quality of Higher Education in Indonesia (Study at Kopertis Region III Jakarta)

Tri Suratmi

*Post Graduate Program, University of Respati Indonesia,
Jakarta, Indonesia
tri2209@yahoo.co.id*

Abstract. Lecturers Certification is a Government policy to improve the quality of higher education through the professionalism of lecturers. *Serdos* policy began in 2008 at colleges, public and private universities in Indonesia. Proposed *Serdos* participants conducted by the college, *Serdos* used the portfolio as an instrument, the participants have at least functional lecturer certificate as *Asisten Ahli* (Expert Assistant). Evaluation on the implementation of lecturers' certification at *Kopertis* Region III Jakarta in 2008-2010, was conducted in 2011 to assess the implementation and effectiveness of the policy. Ex Post Facto method was used to evaluate 98 lecturers on the performance of those who passed and did not pass certification, with Work Ethics as a confounding variable. Using ANOVA data analysis, results obtained showed no difference in the performance of lecturers who passed the certification compared to lecturers who did not pass certification. Lecturers with high work ethics remained with high performance, whether they passed certification or not. This means *Serdos* policy has been ineffective. Improvement on the mechanism and instruments of *Serdos* was conducted in 2013, including the use of TPA (test potential of academic) and TOEFL tests for *Serdos* candidates. Proposed *Serdos* candidates by DIKTI, was performed based on the data report at *Pangkalan Data DIKTI* (Data Base of Higher Education). Further evaluation was carried out in 2016 at *Kopertis* Region III Jakarta. The evaluation results showed an increase in performance of lecturers who passed certification, including through the reporting mechanism of *Beban Kerja Dosen* (BKD).

Keywords: Education Policy, Evaluation Implementation of Policy, Policy Development

INTRODUCTION

In 2016, the total higher education institutions in Indonesia were 4,445 where 372 of them are state universities and the remaining are private higher education consisting of Academies, Colleges, Universities, Polytechnics and Institutes. The mission of higher education in Indonesia is to improve the ability of higher education institutions in providing output with quality. Factors on improving the quality of higher education include the quality of lecturers and appreciation towards the profession of lecturers. Therefore the Government has implemented certification of lecturers (*serdos=sertifikasi dosen*), based on Law number 14 of 2005 on Teachers and Lecturers.

The objective of *serdos* is to assess the professionalism of lecturers on improving education quality of the higher education system. The recognition of professionalism is expressed in a form of an educator certificate accompanied by the right to a certification allowance in the form of cash. The certification strategy is done by portfolio assessment as an instrument of professionalism assessment covering empirical assessment, perceptual assessment and personal assessment. In a form of portfolio assessment, *serdos* has been implemented throughout Indonesia since 2008. *Serdos* at the *Kopertis* (*Koordinasi Perguruan Tinggi Swasta=Private Higher Education Coordinator*) Regional Office III, Jakarta in 2008, 2009, and 2010, each with a quota of 971, 785, and 471 lecturers, obtained the number of graduation percentage of 77.86%, 92.74%, and 83.00%, the percentage of those who did not pass was 22.14%, 7.26%, and 17%. Based on the data, the level of those who did not pass *serdos* in 2008 was the highest, and many questions were raised, due to several lecturers who did not pass already had functional positions as a lector and head lector. A review is needed in order to measure the effectiveness of a policy at the implementation level.

LITERATURE REVIEW

The implementation of education policy is lecturer certification. According to conceptual basis, a policy is a set of action that serves as a direction to achieve a goal. While the education policy is the whole process and formulation outcome of strategic educational steps outlined from the vision and mission of education, in order to achieve educational goals in a community for a certain period of time. Thus, basically the policy contains value of target and means (objective and process). Law No. 14 of 2005 on Teachers and Lecturers is an education policy in order to improve the quality of education. The lecturer certification program is targeted for lecturers of higher education, while the target is increasing productivity of lecturers reflected from their performance.

It needs to be understood that education policy is a public policy, which is related to the process of birth of the referred policy. Dye stated that policy begins from: 1) identification of *policy problem*, 2) *agenda setting*, 3) *policy information*, 4) *policy legitimati on*, 5) *policy implementation*, and lastly 6) *policy evaluation*. The opinion of Dye is described in the following pattern:



FIGURE 1. Policy Process According to Dye. Source: H.A.R.Tilaar & Riant Nugroho. 2008. *Kebijakan Pendidikan*. p. 189

According to the institutional theory, lecturer certification can be categorized as public policy. Due to this theory, whatever is formulated by the government in any way is public policy.

The main issue of public policy is the conflict between policy and the implementation in reality, therefore public policy analysis is directed to obtain a picture on the conformity between policy objectives and its application. Factors initiating the success or failure of policy implementation are influenced by two matters: content of policy and context of implementation. To be more critically, factors influencing the problem of policy implementation are communication factors, resources, attitude, and bureaucratic structure.

The attitude of a lecturer can be observed by the way they work based on ethics which forms work ethics. In more simple terms, work ethics are all good habits based on ethics which has to be implemented by a lecturer at their workplace, for example: discipline, honest, responsible, diligent, patient, broad-minded, creative, passionate, objective in judgment, being polite and so forth. Ethics is related to moral. Both of these terms have the same meaning, which are habits or tradition.

Ethics essentially observes critically the reality of moral. Ethics does not provide teachings, but critically examine habits, values, norms, and moral views. According to Bourke, moral is the synonym of ethics. The meaning of moral here is teachings of good and bad accepted in general according to our action, attitude, duties, moral and moral character. Moral is also defined as a mental state that keeps people becoming brave, enthusiastic, passionate, and disciplined. In the context of work ethics of a lecturer, ethics is behavior based on academic norms and values that requires responsibility.

Based on the study theory the concept of the research framework is as follows:

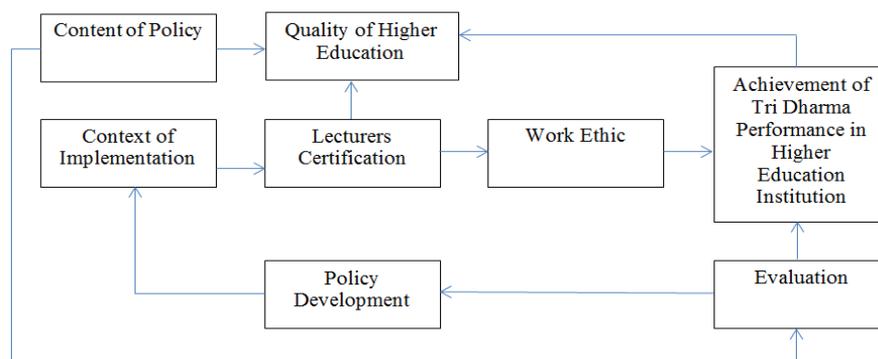


FIGURE 2. Research concept framework

METHODOLOGY

The objective of this study is to evaluate public policy implementation as an effort to improve higher education quality through professional lecturers. The parameter used was the performance of lecturers on implementing the higher education *Tri Dharma* (Three Obligations) related to work ethics. The method used was the *ex post fact* method, the researcher conducted a systematic empirical investigation without directly controlling the independent variable, due to the existence of the occurred variables. The research design used the 2x2 factorial with a sample of 98 people taken randomly from a population of 971 lecturers of *serdos* participants. The work ethics data was measured using a questionnaire, the performance data of lecturers was taken from the Lecturer Workload reports (*BKD=Beban Kerja Dosen*) and the certification data was taken from the documentation study at the *Kopertis Region III*, Jakarta. Data analysis used the two-way analysis of variance (ANOVA).

RESULTS

There was 3 tested hypothesis in this research: 1) the performance of lecturers who passed certification is higher compared to lecturers who did not pass; 2) the performance of lecturer with high work-ethics is higher than the performance of a lecturer with low work-ethics; 3) there is an interaction between certification with work-ethics that affects the performance of a lecturer. After the research data is collected and analysis requirements are tested in the form of normality test and homogeneity test, the following are results of the ANOVA test:

TABLE 1. ANOVA Results

Source Variation	db	Total Squared	Mean Squared	F _{calculation}	F _{table}	
					α = 5%	α = 1%
Average	1	256.763,77	256.763,77			
Effects :						
Certification	1	22,23	22,23	0,274	4,04	7,19
Work Ethics	1	3.169,92	3.169,92	39,073	4,04	7,19
Interaction	1	73,92	73,92	0,911	4,04	7,19
Certification Work Ethics						
Error	48	3.894,15	81,13			
Total	52	263.924,00				

*) significant, **) very significant

The first hypothesis, the performance of lecturers who passed certification is higher compared to lecturers who did not pass. Based on table 1 above the source variation of the certification factor, obtained statistic F-count less than the F-table which was $0.274 < 4.04$ ($\alpha = 5\%$) also $0.274 < 7.19$ ($\alpha = 1\%$). This shows that the certification of lecturers does not affect the performance of lecturers. There is no difference in performance between the lecturers who passed the certification and who did not pass certification. Therefore, the performance of lecturers who passed certification is higher compared to lecturers who did not pass certification, denies the truth. The performance of lecturers who passed certification is similar to the group of lecturers who did not pass certification.

The second hypothesis, the performance of lecturers with high work-ethics is higher than the performance of a lecturer with low work-ethics.

In table 4.1 the source variation of work-ethic factor obtained statistic F-calculation larger than F-table, which was $39,073 > 4,04$ ($\alpha = 5\%$) and $39,073 > 7,19$ ($\alpha = 1\%$). This means that work-ethics of the lecturer affects the performance of the lecturers. There is a difference of performance of lecturers with high work-ethics with lecturers with low work-ethics, whether they pass certification or not. Thus the hypothesis which states that the performance of lecturer with high work-ethics is better than the performance of lecturer with low work-ethics was proven.

The performance difference between a lecturer with high-ethics and a lecturer with low-ethics is shown by the average score of the performance of both groups. A group of lecturers with high work-ethics showed an average achievement score of 78.08 higher than the group of lecturers with low work-ethic with an average achievement score of 62.46.

The third hypothesis, there is interaction between certification with work-ethics that affect the performance of lecturers. Based on Table 4.1 the source variation of interaction between certification factor and work-ethics, obtained statistic F-count less than F-table, which was $0.911 < 4.04$ ($\alpha = 5\%$) and $0.911 < 7.19$ ($\alpha = 1\%$). This means that interaction between certification and work-ethics does not affect the performance of lecturers. Thus the hypothesis that stated there is interaction between certification with work-ethics that affects the achievement of lecturers was not proven.

DISCUSSION

First of all based on the hypothesis testing results, the effect of certification on the performance of lecturers was not proven. This means the policy of *serdos* is not yet effective on improving higher education quality through the lecturer aspect. The evaluation results in 2008 on *serdos* implementation at *Kopertis Region III* Jakarta needed to be observed due to irregularities of *serdos* graduation results. As many as 40.8% participants who did not pass were lecturers with a rank as Head Lector, 53.2% were Lectors, and 6% were Expert Assistants. This confirmed the viewpoint of Dyethatpolicy implementation tends to face the most severe problem, because problems that do not appear in a concept, appears at the field and the threat is implementation consistency.

According to regulations, lecturers who did not pass will be provided with coaching also receive sanction by not allowing them to follow the next certification process. Sanctions can be easily applied towards lecturers who did not pass by not proposing the related person, but coaching did not occur, specifically for lecturers who were lectors and head lectors. Should they be coached by professors? That is the reason why the policy should be developed by evaluating the *serdos* process.

On December 26, 2012 the Directorate General of Higher Education, Ministry of Education and Culture issued a circular on the requirements for *serdos* participant candidate. The requirements were: 1) English proficiency shown with TOEFL result; 2) already passed the Academic Potential Test (TPA); 3) has written scientific papers published in scientific/national/international journals. This policy needs to be appreciated considering that lecturers are educators at higher education; therefore they must have adequate intellectual ability that can be measured through achieving the TPA score. Lecturers must also have adequate English skills, which can be measured through the TOEFL score. Furthermore, a lecturer is expected to implement activities of *Tri Dharma* as a whole such as conducting research and community dedication that can be measured from the produced scientific work.

Another policy to support process improvement is the *serdos* participant recommendation system. Participants are not proposed by the university, but rather by *Dikti* database system, which determines the person is eligible as a participant. This is liable that *serdos* participants are actually active lecturers who carry out the *Tri Dharma* practice at Higher Education and there is no subjectivity from the university management or university organizer institute, specifically the private ones.

Second, the hypothesis test result was confirmed that a high ethic lecturer has a high performance. This means that ethics has a significant effect towards the performance of lecturers. This finding explains that the performance of lecturers remains high, although has not passed certification. This condition is in accordance with the perception of John Sinamo, where ethics creates layers of positive conscious such as appreciates time, work, education which then arises productive work behavior such as being diligent, hard-working, discipline, which are important factors on performance achievement. The result of this study is in line with the research conducted by Triwahyuningtyas (2007) at *BPK Penabur* High School, Jakarta. Working ethics contributes 34.2% towards teacher performance; compensation contributes 7.2%, while occupation satisfaction contributes 28%.

A qualitative study related to certification impact was carried out in 2016 towards 10 lecturers of *Kopertis* Regional Office III Jakarta, with the informant of lecturers who have received professional allowance > 5 years. The obtained information was that *serdos* allowance had motivated lecturers to become more diligent on carrying out their duty as a lecturer and has become more confident. The instrument considered effective on mobilizing lecturer on implementing the *Tri Dharma* was the Lecturer Workload report (BKD). The Ministry of Education & Culture issued Regulation number 92 of 2014 on Technical Guidance of Scoring Credit Points of Functional Lecturer Position, which was a form of policy development with the aim of improving higher education quality through the lecturer aspect. A non-certified lecturer should not propose for functional positions as Head Lector or Professor.

Third, the absence of interaction between certification and work ethics shows that lecturers with high ethics still has a high performance whether they have passed certification or not. This has become a challenge for every higher education institution in Indonesia to develop lecturers with standards exceeding the standard set by the Ministerial of Research & Technology Regulation Higher Education number 44 year 2015, on National Standard of Higher Education (*SN Dikti = Pendidikan Tinggi*). It is essential for lecturers on mastering soft skills and the development of lecturers at each Higher Education should be a priority.

CONCLUSION

Policy development is part of the policy itself. Evaluation of policy implementation needs to be carried out continuously to improve the process, by constructing relevant instruments according to continuous changing conditions.

As a human resource (HR), lecturers have a central role on quality development of higher education in Indonesia, because only human resources are able to mobilize other resources to function optimally.

SUGGESTIONS

Implementation of *Tri Dharma* at Higher Education involves the role of educational personnel (*tapendik*= tenaga kependidikan), it is necessary to consider the existence of *tapendik* certification policy that has similar impact as *serdos*.

REFERENCES

1. Anderson, F. James. Public Policy Making (New York: Holt, Rinehart and Winston. 1979.
2. Baron & Birne. Organizational Behavior, Contravention and Application. San Diego: Prentice
3. Hall. International Inc. 1994.
4. Creswell, JW. Research Design: Qualitative and Quantitative Approach. London: Sage
5. Publication, International Educational and Professional. 1994.
6. Davis, Human Behavior at Work Organizational Behavior, 6 th Edition. New Delhi: Tata
7. McGraw Hill Publishing Company. 1981.
8. Dye, Thomas R. Policy Analysis. Alabama University of Alabama Press. 1978.
9. _____ Understanding Public Policy. New Jersey: Prentice
10. Hall. 1995.
11. Dunn, William N. Analisis Kebijakan Publik. Yogyakarta: Gadjah Mada University Press. 2003.
12. Edwin B. Flippo, Manajemen Personalia. Jakarta: Erlangga. 1993.
13. Frederick S, Lane. Current Issue in Public Administration. New York: St Martin's Press. 2004.
14. Gafar, M.Fakry. Perencanaan Pendidikan Teori dan Metodologi. Bandung: PS-IKIP Bandung. 1989.
15. George A. dan John B Miner: Terjemahan Ticoalu dan Agus Dharma Kebijakan dan Strategi Manajemen. Edisi kedua, Jakarta: Erlangga. 1997.
16. Grindell, Marilee S. Politics and Policy Implementation in Third World. NJ: Princeton Press. 1990.
17. Handoko, T.Hani, Manajemen Sumberdaya Manusia. Yogyakarta: BPFE. 2000.
18. Islamy, M.Irfan. Prinsip-prinsip Perumusan Kebijakan Negara, Jakarta: Sinar Grafika. 2000.
19. Ilyas, Yaslis. Kiat Sukses Manajemen Tim Kerja, Jakarta: Gramedia Pustaka Utama. 2008.
20. Jewel and Siegel, Psikologi Industri/Organisasi Modern. Jakarta: Penerbit Arcan.
21. John B Miner, Industrial Organizational Psychology. New York: McGraw-Hill International Edition. 1992.
22. Lane, G.White, Implementing Policy Reform in LDCs: A Strategy for Designing and Effecting Change. London: Lyne Rienner Publisher. Inc. 1990.
23. Mulyasa, E. Standar Kompetensi dan Sertifikasi Guru. Bandung: Remaja Rosda Karya. 2009.
24. Mulyadi, John Etyawan. Sistem dan Manajemen. Jakarta: Salemba Empat. 2005.
25. Prabowo, Manajemen Sumberdaya Manusia. Jakarta: Sumber Ilmu. 2005.
26. Quade, Eswarrs S. Analysis for Public Decisions: New York: Elsevier Science Publishing Co.1989.
27. Robert J.Gregory. Psychological Testing: History, Principles and Application. London: Oxford University Press. 1997.
28. Siagian, P.Sondang. Kiat Meningkatkan Produktivitas Kerja. Jakarta: Rineka Cipta. 2009.
29. Sinamo, Jahsen. Etos Kerja Profesional. Jakarta: Institut Dharma Mahardika. 2005.
30. Stewart Jr. Lester. Public Policy: An Evolutionary Approach, Belmont: Wadsworth. 2000.
31. Sugiyono, Statistika untuk Penelitian, Bandung: CV Alfabeta. 2005.
32. _____ Metode Penelitian Kuantitatif, Kualitatif, dan R and D. Bandung: Alfabeta. 2008.
33. Suseno, Frans Magnis. Etika Dasar, Masalah Pokok Filsafat Moral. Yogyakarta: Kanisius. 1987.
34. Tilaar, HAR. Standarisasi Pendidikan Nasional. Jakarta: Rineka Cipta. 2006.
35. _____ Kekuasaan Pendidikan. Magelang: Tera. 2003.
36. _____ Manifesto Pendidikan Nasional. Jakarta: Kmpas. 2005.
37. Undang-Undang Republik Indonesia No. 14 tahun 2005 tentang Guru dan Dosen.

