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## POLICY IMPLEMENTATION OF TEACHER CERTIFICATION IN MAGELANG CITY

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### ABSTRACT

The Constitutional Laws of Indonesia Republic in 1945 issued about education as a basis privilege for every Indonesian that should be fulfilled by Indonesia Government. This research formulates various problems about how the policy implementation of teacher certification in Magelang City that aiming to implement analysis towards policy implementation of teacher certification in Magelang City. This research applies qualitative method by doing indepth interview process. Observation, and documentation. This analysis is done by applying theory from various experties. of Grindle, theory of Mazmanian and theory of Sabatier as well as theory of Van Meter and Van Horn. This result show that Compulsory instruments as a policy instrument which is becoming a policy implemented according to regulation but not all those rules able to reach a goal. Policy implementation of teacher certification should notice various target groups, behaviour changing that is hoped, Human Resource utilization, Financial Resource allocation, participation, supporting from organization implementer and cooperation among involving institution. This research gives a suggestion model of policy implementation of teacher certification.

**Keywords: Policy Implementation, Certification, and Teacher**

## I. INTRODUCTION

Education is a basis right for every communities of Indonesia Republic that is issued by Constitutional Laws in 1945 and implemented into Constitutional Laws Number 20 in 2003 about National Education System. It assign that the government should be fulfill every community authority in getting educational quality. Presidential Instruction No. 1 in 1994 about Compulsory basic education Alleviation nine years set the program will be achieved in 2004. This program did not materialize due to the onset of the economic crisis in 1997 so that alleviation compulsory nine-year basic education rescheduled and targeted completely at the end of 2008 (presidential instruction number 5 in 2006 about the acceleration of Alleviation Reasonably of Basic Education for 9 years and eradication of illiteracy).

The problem of the low quality of conducting education in Indonesia essentially boils down to weak management, organizing and development institutions. The World Bank identifies the elements there are 4 potential hampered against the advancement of education in Indonesia, namely the Organization of complex system on the level of education (schools), the management of which is too convoluted and fragmented implementation, the inflexible process of spending and ineffective management. Dualism of organizing and administering education, namely the Ministry of education and culture to manage and be accountable on educational material and technical quality such as curriculum, teacher qualifications and certification and evaluation learning while the Interior Ministry manages and is responsible for the workforce, material and other resources. This dualism resulted in confusion in the Division of responsibilities and the role of menejerial as well as the capture of authority over these agencies between the two teachers (Suwandi, the Journal of Education and Culture, Vol. 17, No. 4, July, 2011).

The second barriers is centralised management education by the Ministry of Education and Culture hampered the achievement of the objectives education. Third, management of education financing by some government agency namely development budget prepared by National Development Planning board known as *Bappenas*, Ministry of Education and Culture known as *Kemendikbud* and Ministry of the Interior known as *Kemendagri* while the regular budget prepared by Finance Minister known as *Kemenkeu*, *Kemendikbud* and *Kemendagri*. In practice each budget has its own rules so it takes a long time in this process of dilution. The fourth, very limited autonomy of principals in managing resources and managed the school resulted in no effective management of schools. The reform of the management of education in Indonesia has encouraged the policy of government issuing oblige Governments to allocate 20% of the State budget for the education sector. The result is increased education spending resources more than doubled in real terms since the establishment of the amendment the CONSTITUTION 1945 in 2002. The largest increase occurred in 2009, after such amendments established by the Constitutional Court. It was recorded between 2008 and 2009, the education budget was increased to 17 percent in the real sense or equivalent with the addition of 6 percent of the NATIONAL BUDGET (the paper policy, March 2013). An increase in budgeting this resulted in major advances in access to and equality of education i.e. poor family children enter school at the age of early and attend school longer.

Teacher certification in policy implementation, basing on the policies set by the Central Government. Teacher certification policies set via Regulation of National Education No. 18 in 2007 Certification for teachers in a Position which refers to the Act of the Republic of Indonesia No. 20 in 2003 about National Education System and Act No. 14 in 2005 about teachers and professors as well as government regulations No. 19 in 2005 about education standards. In 2005, more than 60 percent of all teachers do not have a college degree Holders as required by the legislation of the new teachers and professors (Chu Chang, 2014).

In order to find out the level of competence of the teacher then Test the competency of the teachers (UKG) implemented in each District/City as a means to assess the competency of teachers. At the beginning of the establishment of the Teachers Certification Policy (in 2007) targeted 200,000 teachers up to 300,000 teachers receive a certificate of educators (Chu Chang, 2014). This is related to the condition of education in Indonesia that is an unworthy teacher teaching totaled 912,505 people consists of 605,217 of Primary School Teachers, 167,643 of Junior High School Teacher, 75,684 of Senior High School Teacher and 63,962 of Skill Middle School Teacher. Later, recorded a 15 percent of teachers teaching does not match the skills that belonged to or their field (Kompas, 9/12/2005).

Expectations of the Government will be increasing the quality of post-secondary educators received a certificate of teacher educators was still far from reality. Alimony received teacher educators are more widely used to pay the hajj, home repair, buy a motorcycle and so on. However, the results of research Julia e. Koppich (2006) shows that the use of the perks of the profession to the needs of the consumer is not the cause of the failure to improve the quality of teachers. Financial incentives combined with supporting programs and training will make certified teachers provide a positive impact on school performance is bad. With regard to the matters aforesaid then formulated the following research issues: How does the implementation of a policy of primary school teacher certification in Magelang city?

This research was conducted with the aim to describe and analyze the implementation of policy on teacher certification. The research is expected to deliver benefits theoretically that is contributing to the development of science namely development policy implementation model of certification of teachers in improving teacher quality. Practically provide input to policy makers in particular education policies in order to improve the quality of teachers.

## II. LITERATURE REVIEW

### 1. The Paradigm of the Old State Administration

The paradigm actors are the pioneer of state administration science namely Woodrow Wilson (Shafritz, Hyde, 2012) that is known as *Old Public Administration* (OPA). It emphasizes on public administration aimed to implement a policy for political field and giving service neutrally, professional and honestly (*faithfully*) (Thoha, 2008).

### 2. The Paradigm of the New State Administration

According to paradigm of New State Administration, the performance of public administration isn't only assessed from economy value achievement, efficiency and effectivity but also on "*social equity*" value. The implication of *social equity* value is the public administrator should being a *proactive administrator*. Finally it encourages the movement of new public administration focussing on administration can't being unattached of value and should notice on social problems solving.

### 3. The Paradigm of New Public Management (NPM)

The concept of NPM can be viewed as a reform and modernization of public administration because NPM is a reaction of old public administration which is assessed inefficiency, unproductive, uncooperative and other unwell things. The focus of NPM concern is the implementation of decentralization, devotion and modernization of public service (Syafri, 2012).

#### 4. Public Policy

Policy is a government decree issued by policy maker both of formal or informal. Public is an environment where various communities are unity. Therefore public policy is a state decree or government (as policy maker) for managing public condition (as an environment) aimed to reach unity mission (Nugroho, 2015). This condition relate to the definition of Eyestone (in Smith, 2009) policy is a relation among government unities and its environment. The important of *public policy* for public administration is determine a way should be attack for solving community issues, determining problem identification faced by government anf exploring the wide and huge of government organization (Thoha, 2008). Inharmonious among values in a policy along with community values will impact on resistance of policy implementation. In the other hand, those values of public policy is also reflecting on actor behavior such as Dignitary or Government Institution. The allocation of these values are authoritative, which means that at a time when a policy or decision has been established (in the form of laws, government regulations or other regulations) then its nature is binding for the policy makers and the community affected by the policy. Duty to comply the regulation became a necessity and lack of infidelity against him resulted in the State has the right to force someone to stick with it.

Review of the goals and targets for a program or project which is an interpretation of a policy then the policy can be distinguished over several forms, namely (1) the form of *regulatory* intended to regulate people's behavior, (2) the form of *redistributive* i.e. redistribution of wealth from the rich to the poor, (3) *distributive* form intended to provide equal access to certain resources and (4) *constituent* form intended to protect country (Ripley,1986). Any form of policy but public policy performance is determined by several variables that is the complexity of the policy objectives, the variation of the value that is contained in a policy, financial resources, materials and infrastructure support policy, the ability of actors policy makers, social, economic, environmental, political and implemented policy places the strategy for the achievement of the purpose (Subarsono, 2009).

Those goals and aim achievements of those policy need a policy instrument and choice of a kind of every instrument which is depend on a policy and aim will be realized. Those are also included a *policy tool* or *governing instruments*. According to the explanantion tool implemented by Michael Howlett and M. Ramesh (1995) there are various policy instruments which is classified into three points namely *Compulsory Instruments* (Obligatory policy: rules, public firm and provider), *Voluntary Instruments* (Voluntary Policy: family and community, voluntary organization, private market) and *Mixed Instruments* (Mixture Policy: information and suggestion, subsidy, intellectual wealthy right of auctioning, tax and assessment).

#### 5. Public Policy Implementation

Randall B. Ripley and Grace A. Franklin (1986) stated that policy implementation is as follows:

*Implementation process involve many important actors holding diffuse and competing goals and expectations who work within a contexts of an increasingly large and complex mix of government programs that require participation from numerous layers and units of government and who are affected by powerful factors beyond their control.*

Afterwards it was stated by Ripley (1985) if the way to assess implementation is done by using two perspectives namely *compliance* perspective (loyalty) and perspective of "*what's happening*". Loyalty perspective is very heavy influenced by successfull perspective of mplementation that is decided by

administration management problem and its management. The second perspective to understand an implementation broadly is the successfull of implementation dimensioned from its successfull in realizing policy goals such as policy rising impact.

Generation I (1970-1975) applied *Case Study* of investigation into a policy implementation deeply at a certain location. The aim of the study implemented by Generation I Researcher is to know why this implementation was failure to be implemented. The word of *missing link* applied to explain the government failure in transforming from *good intentions* to *good policy*.

Generation II (1975-1980) developed a theory and implementation model to be examined in an area. They had applied hypothesis about implementation model ideally and improving model arranged by them with empiric data in an area. The Generation II Researchers can be classified into two groups namely a researcher by using *top-down* approach and *bottom-up* approach. *Top-down* approach is using logical from 'above' then classifying to "below" to observe both of successfull or failure on a policy implementation. The researchers are using a *top-down* approach such as Edward III, Grindle, Sabatier and Mazmanian. *Bottom-Up* approach which were spearheaded by Lipsky, Elmore and Porter. Followers of the *Bottom-Up* approach emphasizes the importance of paying attention to two important aspects in the implementation of the policy, namely bureaucrats at lower levels (*street-level bureaucrat*) and target group policy (*target group*). Generation III give a reaction to the approach of *top-down* and *bottom-up*. Some researchers try to meld both approaches with the aim of eliminating the weaknesses of both. Hybrid Theory (*hybrid theory*) as a model of the merger of the two approaches suggested that policy makers should consider the policy instruments and resources that are available to a policy change (*forward mapping*) and identify the grant of incentives for implementing and target group (*backward mapping*).

## 6. Policy Implementation Model

The policy implementation of education is called as political implementation or policy by using political approach because there isn't clearness of policy formulation in order it is difficult to be implemented, the lack of government control impact on disproportional of policy implementation and the difference of political plan among legislative and executive institutions who impact on interfere with policy that has been prepared by executive.

### a. Mazmanian and Sabatier Models.

Implementation model developed by Sabatier and Mazmanian (1983) called as *a Framework for Implementation Analysis* and classified as model from "top-down" participant comprehensively. This implementation model synthesize about 17 variables classified into 3 forms namely (1) *Tractability of problem* or problem faced level should be solved through policy implementation, (2) *Ability of statute to structure implementation* or policy ability in responding problem would be solved, (3) *Non statutory variable* or non policy variable which is also called as context variable or policy environment.

### b. Grindle Model

According to Grindle (1980) the successful of policy implementation depend on policy variable contents and context variable or context of implementation environment which is called as the ability of implementation level. The content variable is what something consist on public policy while context variable includes political context and administration activity impact on public policy implementation.

### c. Van Meter and Van Horn Models (1975)

According to this model a policy state standardization and certain target that should be achieved by policy implementers. Policy performance is an assessment for standardization achievement level and this target. The successfull of implementation also depend on resource willingness both of *human resource* or *non human resource*. Those are usually showing a failure of policy implementation because of apparatus quality limitation.

**Table 1. Theoretical Framework**

No	Theory	Middle Theory	Empirical Theory
1	Howlett and Ramesh (19950): Instrument that is needed to implement a policy	Compulsory Instruments	Policy instruments includes: 1. The formulation of policy instrument of teacher certification. 2. The appointment of teacher certification receiver.
2.	Mazmanian dan Sabatier (1983): Formulating of 3 groups impact on implementation result: 1. The level of problem difficulty 2. The policy ability in problem solving 3. Policy environmental	a) The level of problem difficulty: 1. The variety of target group 2. The behavior changing expected  b) The ability into problem solving	Policy implementation of teacher certification, perceived from policy process: 1. Target group variation 2. Behavior changing  Policy implementation into teacher certification program includes: 1. The allocation of financial resource 2. Third party participation into policy implementation
3.	Grindle (1980) Policy implementation successful impact by 2 phenomenons: <i>Content of Policy</i> and <i>Context of Policy</i>	a) This policy contains of: 1. Benefit types, 2. Changing level, 3. Resource involved b) This policy context includes: 1. The responsiveness of target group 2. The actor interest involved	Policy implementation of teacher certification seen from policy process: 1. Human resource utilizing
4.	Van Meter dan Van Horn (1975), there are 6 phenomenons impact on the successful of policy implementation: 1. Measurement and policy goal 2. Resource 3. Communication 4. Implementer disposition 5. Characteristic of implementer agency 6. Economy, social and political conditions	Communication among program implementation agency	Policy implementation of teacher certification includes: 1. Cooperation among implementer agency 2. Supporting of implementer agency

### III. RESEARCH METHOD

This research applies qualitative approach because it aims to understand holistic social problem and serious phenomenon occurs into policy implementation of teacher certification policy. It was similar with Sugiyono (2009) statement that the method of qualitative approach applied interpretive and constructive paradigms who determine social reality as a holistic, complex, dynamic and meaningful.

The researcher applies descriptive qualitative research by doing in depth observation by developing interaction mechanism among researcher and informant. This research phenomenon is policy implementation of teacher certification of Primary School in Magelang City. The determination of research location decided purposively which is based on determination and certain goal namely Educational Institution of Magelang City have a vision to realize educational advantaging, its quality, having justice and well manner along with mission to implement guidance and developing educational implementer both of Formal and Non-Formal Educations ways towards realization of human resource professionalism. The key informan in this research Elementary Teacher, The Apparatus of Educational Institution in Magelang City, Educational Controller Staff, Educational Institution and Educational Implementer.

On qualitative research as a research tool or instrument is researchers themselves (Sugiyono, 2009). Therefore researchers must also be validated how far qualitative researchers are ready to undertake research that falls into the field. The data collection methods used in this study includes interviews (Interview), the study of documentation, observation. The Data source is the primary data obtained from direct interviews with the informant's research and observations of the field and the secondary data is data that is retrieved from the archives or documents related to the focus of the research. Technique of data analysis is using interactive model, as expressed by Milles, Huberman and Saldana (2014). In the interactive model there are three main cycles, such as, condensation of the data, the presentation of the data and the conclusion.

### IV. RESULT AND DISCUSSION

Magelang City is one of the cities in Central Java province with an area of about 0.06% of the total area of Central Java province. In 2017 in Magelang city there are 75 primary schools consisting of State primary school and private primary school with the number of teachers as much as 917 people. Elementary school teacher is composed of 450 teachers of Civil Servants and teachers 457 are non Civil Servants with diverse levels of education ranging from High School to Post Graduate (Master Program).

**Table 2. The Teacher Data According To Academica Qualification**

Categories	Kindergarten		Elementary School		Junior High School		Total
	PNS	Non PNS	PNS	Non PNS	PNS	Non PNS	
Master Program	1	5	32	13	38	2	91
Bachelor Degree	68	125	374	394	411	120	1492
Diploma 4	0	0	0	0	0	0	0
Diploma 3	0	3	2	6	8	7	26
Diploma 2	0	12	43	5	5	1	66
Diploma 1	1	2	0	3	5	3	14
Senior High School	4	44	9	35	0	2	94
<SMA	0	0	0	1	0	0	1
	74	191	460	457	467	135	
Total	265		917		602		1784

**Source: Education And Culture Institutions of Magelang City, 2017**

The teacher amount ration that has gotten educator certification compared with the teacehr that hasn't gotten educator certification at every school as follows:

**Table 3. the teacher data of basic education level according to educator certificate**

Categories	Kindergarten		Elementary School		Junior High School		Total
	Certify	Non-Certify	Certify	Non-Certify	Certify	Non-Certify	
Civil Servant	63	11	348	112	444	23	1001
Non- Civil Servant	69	122	94	363	29	106	783
Total	132	133	442	475	473	129	1784

**Source: Education And Culture Institutions of Magelang City, 2017**

As much as 1047 of teachers 59.89% of teachers or the number of teachers already certified educators were 40.11% of the teachers have not yet certified educator for reasons did not meet the education requirements, do not pass the competence test of teachers (UKG), did not pass certification exam, and the existence of quota limitations provided by the Central Government.

Regulatory legislation that became the basis of policy implementation of the teacher certification are as follows: the Constitution of the Indonesia Republic in 1945 article 31 paragraph 3, Constitutional Laws No. 20 in 2003 about National Education System Article 39 paragraph 2, Constitutional Laws No. 14 in 2005 about teachers and lectures, Government Regulation No. 19-in 2005 about National Education Standards article 28, Government Regulation No. 74 in 2008 about Teacher article 4, Regulation of the Minister of National Education of Indonesia Republic Number 18 in 2007 about Certification for teachers in article 2, Regulation of the Minister of national education of Indonesia Republic number 10 in 2009 Certification for teachers in the Office, the Regulation of the Minister of National Education of Indonesia Republic number 5 in 2012 about Certification for teachers in the Office, technical guide the distribution of Allowances of the profession Through DIPA Directorate construction of produce educators and basic education in 2015.

Policy implementation of teacher certification of elementary school in Magelang City is implemented as a form of policies implementation designed by Indonesia Government intended to improve aspects that affect teacher quality as competence, academic qualification, certification status, welfare, and reward system for teachers. Based on the regulation of the Minister of Education and Culture No. 5 in 2012, a teacher in the Office who have meet the requirements can follow through: 1) Awarding Educators Certification directly (PSPL), 2) Portfolio (PF), 3) Education and Training of the Teaching Profession (PLPG) or 4) Education Teaching Profession (PPG). A fundamental difference from the fourth option was the option to 1 and 2 do not perform competence at teachers who filed to obtain an educators certificate are options 3 and 4 require teacher competency test before following the listed as participants to follow the profession of teacher education.

The initial implementation stage of teacher certification of basis education in Magelang city is local governments receive a quota of participants and number of certification for teachers in the Office annually from the Ministry of Education and Culture of Indonesia Republic. Further local government in accordance with its set quota based on the certification of participants to include certification of educators through one of the four options set by the regulatory legislation. Regulation of the Minister of National Education of Indonesia Republic Number 18 in 2007 about Certification for teachers in the Office setting teacher who registered as a aspiring teacher certification participants in 2006 and has had a number of educators and certificate the registration of teachers from the National Education Department before October 2007 obtain allowances professions educators calculated from October 1, 2007. Teachers are classified as a teacher in the Office when the criterion: 1) has educated Bachelor Degree (S1 or D4, 2) experienced in teaching, 3) cumulative credit professional figures equivalent to IV/a and 4) became Superintendent of education units.

Primary school teacher certification program is intended instead to get the perks of the profession but rather to point out that teachers already have the competence in accordance with the standards of teachers competence. Policy implementation of instruments implemented tiered teacher certification from the Central Government to local governments and involving various parties, namely the Ministry of Education and Culture of Indonesia Republic, Consortium of Teacher Certification, the Institution and Produce educators,

Education Office of Central Java province, Department of Education and Culture in Magelang City and teacher. The mechanism of distribution information is done with socialization through coordination meetings of related institutions. At the level of the Central Java province carried out coordination between Department of Education and Culture of the Central Java Province with culture and education service of district/city in Central Java with regard to teacher certification guide in each January and June. On the activities of the Department of Education and Culture in Magelang City convenes coordination with the Headmaster, the Inspector of elementary and primary school teachers on the dedicated forum respectively.

Teacher certification participants assignment begun with the formation of the Committee for the teachers certification known as (PSG) in each District/City. PSG of Education and Culture in the service of Magelang City, chaired by head of the Department of Education and Culture of Magelang City assisted by a Secretary and Head of the Department of Construction of teachers and Educational Personnel, along with its staff. Quota teacher certification examination for teachers along with all of the terms set by the Central Government, namely the Ministry of Education and Culture of Indonesia Republic so that local governments are only authorized to organize implementation and eligibility those who have been determined. Institutions involved in the determination of the candidate's teacher educator certificate recipient is the Department of Education and Culture, LPTK, principal, school superintendent, Operator of the school, and teachers are wealth management Assets and Service area (DPKAD) as well as Bank Central Java is involved in the disbursement of allowances that must be accepted by the profession of teachers who have received certificates of educators.

Certification of educators through direct pattern cannot accommodate many teachers to obtain a certificate of educators because at the beginning of this policy do not tackle many teachers who educated of Post Graduate and Doctoral Programs (S2 and S3) are the granting of a certificate educators through a portfolio of other problems i.e. cause led to the falsification of certificates and fictitious scientific seminar that should never be followed by teachers who are currently eligible portfolio. Validity of data completeness of this portfolio pattern can not fully accountable. Teacher certification policy implementation failures due to lack of sanctions for violators of the rules, strictly speaking, a lack of supervisory number of elementary schools, and low commitment of the implementing agencies will be the achievement of policy objectives.

The offering of teacher certification through Education and Training of Teacher Profession abbreviated as (PLPG) undertaken since 2010 for teacher that is incomplete proclaimed on the portfolio term bundling or teacher which is graduated examination test of teacher competency to join this PLPG program. It is implemented for 10 days but it has positive impact to increase teacher competency although for PLPG participants, this activity is enough decrease their mind and energy. The implementation obstacle of PLPG term is the lack authority given by central government to LPTK of PLPG implementer in deciding participations complied. LPTK only take a role as an institution who execute training and education for teacher candidate that will receive educator certificate but the value *software* has been made by central government all at once determining a teacher complied.

This research phenomenon according to theory of policy implementation that has been explained as follows:

### **1. The variation of Target Group**

Variations of the target group in the research is the diversity of teachers in implementing the policy implementation process of teacher certification caused by difference of age, the spirit, the ability to work, and the State of the economy. In Magelang City there are primary school teachers as much as 753 teachers qualified as /S1/D4-sex male and 574 qualified primary teachers qualified S1/D4-sex women who teach at the STATE ELEMENTARY SCHOOL and PRIVATE ELEMENTARY SCHOOL. Nevertheless there are still teachers who have not yet qualified education S1/D4 i.e. teacher who was nearing retirement and obtain an educators certificate through the portfolio.

### **2. Behavior Changing**

Teacher certification policies aimed at changing the behavior of the teacher in order to behave professionally, namely carrying out tasks in accordance with its expertise. Change the behavior of the teacher certification program in improving discipline in teaching. In accordance with the technical instructions Channeling Allowance Profession Through DIPA Directorate construction of PTK (Educators and Educational Personnel) in 2015 that basic education teachers have a duty to teach 24 hours in 1 week in accordance with the educator certificate they had. Difficulties often occur on teachers who teach the subjects of religion and sports. As a result the teacher should find another school to teach at hours when in school can not be sufficient provision of 24 hours.

Regulation of the Minister of National Education no. 10 in 2009 about the Teachers Certification in the post mentioned the teacher must have a level of education D4 or Bachelor Degree (S1) and must comply with the Forte. As a consequence, then a primary school teacher can only follow education teacher certification in primary school teacher education (PGSD) certified as S1 then put in the category does not correspond to its profession as primary school teachers so can not obtain an educators certificate.

### **3. The Allocation of Financial Resource**

The Constitutional Laws No. 14 in 2005 about teachers and lectures instructed teachers as professional educators. With respect to the implementation of the teachers profession are entitled to earn above the minimum necessities of life and guarantee of social welfare. Teachers who already have an educators certificate and meet the other requirements deserve the perks of the profession that the magnitude is equivalent to one times base salary (article 16). In 2015 Fund payments profession for teachers category as civil servant known as PNS Area sourced from the STATE BUDGET transferred to the Budget of Income and Expenditure Area known as (APBD) funds transfer mechanism through the area. Basic support payments the teaching profession is a publication of SKTP (Decree Allowances Professions) at the beginning of each semester, published by the Ministry of Education and Culture of Indonesia Republic. Department of Education and Culture of Magelang City verify and validate against SKTP about the presence of the teacher and the fulfillment of obligations to teach 24 hours in 1 week. A teacher will not receive allowances of the profession when they died, getting sick more than 3 days of work and paid leave (giving birth, worship Hajj and Umrah).

Regulation of the Minister of Education and Culture of Indonesia Republic Number 17 in 2016 about Technical Instructions of Channeling Additional Professions and Income Benefits for teachers target to mandate areas of civil service allowances the teaching profession is an area which has had CIVIL SERVANTS Educator certificate and registration number, meet the teacher workload and perform duties and functions professionally. The delay in the payment of allowances of the profession caused by technical issues such as delays in updating the data input of the teachers in the Department of Education and Culture in Magelang City and errors on Data charging Principal Educators (Dapodik).

#### **4. Teacher Participation into Policy Implementation**

Regulation of the Minister of Education and Culture Number 5 in 2012 about Certification for teachers in article 12 established that the Minister set a quota of participants of the certification each year based on data analysis of teachers. Thus the Department of Education and Culture of Magelang City teachers submit data that meet the requirements for following the process of certification of teachers. The involvement or participation of teachers in the teacher certification program are categorized such as low teacher just implement the provision of the program. Teachers convey the difficulties encountered at the time to be eligible to be a candidate the recipient certificate educator or convey delay receipt of alimony professions are currently a follow up over the problems that faced into the authority the Government.

Teacher as a party which is impact by this program is less given opportunity to participate that aim for program successful. The school controller and Education and Culture Agency of Magelang City as an Institution of policy implementation in a City level doesn't have authority to issue a policy to solve this problem faced because of this policy implementation.

#### **5. Human Resource Utilization**

it is meant in this research is an activity of utilization of local government apparatus and relating institution on implementation of teacher certification program in Magelang City. Basically the apparatus and institutions concerned with the program implementation have adequate capacity and readiness to support the successful program. The number of human resources at the Department of Education and Culture in Magelang City numbering 60 people with details of men amounted to 31 people (50%) and women totaled 32 people (50%).

According to staff educator level in Education and Culture Agencies in Magelang City shows that Bachelor Degree (S1) Level dominate this level as many as 33 people (52,23%) while the the staff has Senior High School Level as many as 20 people (32,26%). Those human resources owned by relating institution according to echelon II B is The Head of Education and Culture Agency in Magelang City.

#### **6. Cooperation**

Cooperation mean in this research is cooperation among institution involved onto policy implementation of teacher certification relate to program clearness, time precision and activity consistency in order both of them will give easiness to the implementer in achieve its program goal. Policy implementation of teacher certification involves various institutions such as Department of Education and Culture of Central Java province, Department of Education and Culture of Magelang City, Asset and Financial Management Bodies Regional of Magelang City (BPKAD), an Elementary School Teacher, Supervisor, Board Education of Magelang City, Institutions and Personnel Educational (LPTK) and Guarantee of Education Quality (LPMP) of Central Java Province.

Cooperation in the form of coordination is carried out by the Central Government, Provincial Governments and District/City Governments. It is intended in the harmony and unity of steps in policy implementation the teacher certification. One element of policy implementation, namely the Education Unit performs Supervisory coordination with teachers and the Principal at the time of providing guidance, coaching and supervision at their Elementary School. This collaboration is carried out with the intention to equate the perception and resolve constraint in the implementation program is carried out in the forum working group of teachers (KKG) in Magelang City.

The cooperation is also carried out among BPKAD, Education and Culture Institutions and supporting Bank namely Central Java Bank aimed to give service as well as possible for teacher that receive profession allowance.

## 7. Supporting of Implementer Instituion

It includes the ability of apparatus and communication synchronization. This apparatus of policy implementer include Education and Culture Institution of Magelang City, Elementary School controller, Teacher, Educational Committee of Magelang City. The apparatus ability relates to their ability in perceiving constitutional regulation according to policy implementation of teacher certification. Understanding this apparatus attempted through socialization activities and meetings that performed well at the provincial level as well as the city. The high support apparatus in the implementation program shown from the results of the interviews that a Superintendent of Elementary School in 1 school will conduct guidance and coaching against at least 6 teachers and one principal. Thus if a build 11 elementary school then coaching will be done against a minimum of 66 teachers and 11 principal.

Communication is an important thing that also guarantee the success of policy implementation of teacher certification. Changes to regulation of the Minister of Education and Culture who set about implementing the teachers certification in implementing the policy of prosecuting office to understand the changes to the regulation. Rule change would of course have to be communicated to the recipient and aspiring teachers recipients teacher certification. The utilization of information technology is very helpful to the smooth of policy implementation of the teacher certification although for teachers that has been more than 50 years to the constraints in the following technological change that information.

Teacher certification program is a policy that is both *top-down* such as the policies set by the Central Government, i.e. from the planning, the setting of standards, synchronization and harmonization of the policy implementation. A move made so that there is a synchronization program activities from the Centre until the area was through socialization regulations from the central level, provinces and district/city. Supervision on performance monitoring, teacher against teacher competencies in teaching and a prerequisite to get tutor benefits the profession more administrative in nature.

Analysis of the policy implementation instruments of teachers certification in the Magelang City delivers results that there is a difference between the design of the policies set by the Government with the policy implementation of the teacher certification. This State is referred to as a design failure i.e. policies successfully formulated and its implementation was also successful but the results are not as designed (Nugroho, 2015). Causes of teacher's certification policy successful due to 2 factors namely weak program design and constraints in implementation. Certification was carried out based on Constitutional Laws of Indonesia Republic No 20 in 2003 of National Education Systems known as (Sisdiknas), Constitutional Laws No. 14 in 2005 of Indonesia Republic about teachers and lectures (UUGD) and the regulation of the Minister of National Education Number 18 in 2007 about certification. Based on the Certification Policy legislation regulations that those teachers designed to look at the feasibility of the teacher in role as a learning agent professional who takes part will ensure the quality of education.

The design of the teacher certification program will give an impact as expected policy when filled with 3 things: 1) Getting the right people to become teachers, 2) Develop the right people to become effective teachers and 3) Build system and the right support to make sure each child gets the greatest benefit from quality teaching (Syafudin, 2011). Prevention to prevent failure in the achievement of policy objectives to consider aspects relating to the appropriateness of policy implementation, precision, accuracy, and timeliness of the environmental targets, and the precision of the process (Nugroho, 2015). Teacher certification policy is policy-driven Government (Nugroho,2015) i.e. the Government still plays

the main function (dominant actors) are community only acts as a complementary actors (minorities) are therefore needed socialization in the policy implementation of teacher certification. Meeting coordination in the policy implementation of teacher certification in Magelang City has so far performed well in the service of education and culture of Magelang City, head of the working group the Working Group nor the School teacher. This coordination meeting to discuss the substance of the rules governing the of implementation Minister certifying teachers in particular with regard to the filing of the prospective recipient and sustainability for the recipient of educators certificate. This gives a minimum contribution for the improvement of professionalism of teachers due to the Foundation of a more important matter in coordination meetings was the construction and development teachers of post certification.

Further minor proposition formulated as follows:

Implementation of policy instruments a synergy with the determination participants of the certification, supervision and coaching competence of teachers in the policy implementation \ of teachers certifying need pay attention to the local policy, the condition of the teacher and school quality (Minor Proposition 1)

The large amount of teachers became target group produce variations of the target group in terms of age, motivation, perception, and economic conditions. Behavior change has not been permanently embodied, required the addition of allocation of financial resources, required the participation of teachers in policy implementation, utilization of human resources need to be more encouraged in the implementation of the program. Cooperation among the implementing agencies already awakened though not yet able to support program implementation so as to do better coordination in order to streamline performance of the institutions concerned. Support implementing agencies can be improved by increasing the readiness of the implementing agencies in the implementation of programs and streamline communication.

Teacher certification policy requires the fulfillment of professional competence, social competence, the competence and the competence of personality pedagogy for teachers who receive an educators certificate. But the fact that only four competencies are met at the time of collection of the document a portfolio or when following education teaching profession (PLPG) only. Referring to the opinion cited by Fahmi Hastuti et al (2010) mentioned that it is not effective because this teacher certification program is not designed to get the best teacher even in some provinces, namely West Java, Jambi and West Kalimantan found manipulation in the selection process for teachers. Are according to Boyd et al (2007) in the United State every State has its own procedure for conducting certification against teachers and schools is expected to employ a teacher who has been certified by the State. Therefore, the selection process is the first step and as important stages to get the best teachers. Research results Hastuti mentions that the selection process certification through portfolio method is not able to improve the quality of teachers is the only assessment document and not a real teacher performance (for real).

According to the Organization for Economic Co-operation and Development (2000) there are 3 important terms that needed to target group policy against a wayward namely (1) the target group must be aware of the existence of a policy implementation (*aware of the rule*) and understand these policies (*understand it*), (2) a willingness to abide by the policy target groups (*willing to comply*) and (3) the ability of the target group to comply with policy (*able to comply*). The opinion of Howlett and Ramesh (1995) that the implementation of a policy's success will be determined by the degree of change in

behavior that is expected from the application of the policy. The higher degree of behavior change one would expect from a policy, it will be increasingly difficult achievement of the policy implementation. Related to it then the policy aimed at changing the behaviour must be equipped with a system of incentives and fines is good, and armed with a clear law enforcement (Weaver, 1990 and Patton & Sawicki, 1993). Law enforcement is a tremendous thing difficult in Indonesia. All sorts of laws and rules in this country, but not also improve the condition of the country because of the vagueness of the law enforcement of the rules.

Participation in the development of an important position in the achievement of the objectives development programs. Growing and participation growth in development, largely determined by three factors (Mardikanto and Soebianto 2012) IE 1) the opportunity to participate, 2) ability to participate and 3) willingness to participate. Basically a chance to participate to the teacher or the target group is done by providing information about the legal regulation of socialization-shaped governing teacher certification in writing policy written and meeting coordination as well as the opportunity to utilize the resources either human resources or technology. The ability to participate is encouraged by the Government by providing an opportunity to teachers to follow the profession of the teacher training Program (PLPG) goal that teachers have academic qualifications are adequate. Teacher certification policy requires teachers educated in Diploma or Bachelor Degree (D4 or S1) selection of teacher certification and pass through the portfolio or PLPG however this capability is not supported with the motivation to do the necessary repairs. Lack of motivation of teachers to improve themselves and quickly settle themselves into an indicator of low teachers' willingness to participate in the implementation program. Citing the opinion of Mulyasa (2007), the factors that cause the low professionalism of teachers among other things: 1) still a lot of teachers who are not practicing their profession as a whole, 2) yet the existence of the professional standards of teachers as the demands on developed countries, 3) the existence of private university teachers who scored the original so regardless of its *output* in the field and 4) lack of motivation of teachers in improving the self quality.

The local government as an organization that is responsible for the successful policy implementation should give attention to the human resources involved in the program. Human resources will determine the achievement degree movies even the successes and failures of the organization determined from how its human resources performance. According to Sumaryadi (2005) the value of which should be considered in the development of Human Resources is the quality, and quantity. Quality of human resources include education, skills and attitudes/behaviour medium quantity includes a comparison between the number of employees and the Office are available. Therefore need to be designed strategies in the planning of Human Resources, quality improvement, intensification of the system construction of the employees, as well as the standardization of working arrangements and enforcement Office of analysis.

Cooperation in the organization already has long been believed to be a very important thing. Through cooperation, the contribution is usually given on an individual basis and believed to be the pillars of the Organization's performance are no longer adequate to resolve an increasingly complex job. More complex organizational problems, more limited resources, and the need to more quickly and effectively to anticipate changes, leading to the need for coordination and cooperation synergized. The Organization's efforts to build cooperation seen from the tendency of the development of the present organization designed to become an organization that is supported by team work, with spans of control

tend to be widened (Siti Sulasmi, 2008). Fayol (in Sheldrake, 1996) as a pioneer of classical management science demonstrate the importance of cooperation with the concept of coordination as one of management tasks. The coordination required to build horizontal cooperation among group members, or between departments in an organization.

Coordination is working as well as possible cohesiveness to set the whole precisely in time with the guidance of the implementation of the action so that the directional matching and uniform in order to achieve an objective that has been set. Coordination as one form of cooperation in the policy implementation of teacher's certification has been performed, namely coordination institutions involved to support the successful achievement of the policy objectives but this requires coordination synergy work better. Lags in the implementation of the policy due to the delay in entering the performance data to teacher education and Culture Department of Magelang City next have an impact on the process to be undertaken that is related to other agencies such as BPKAD, Contracting banks (Bank of Central Java) and LPTK.

Gibson (1984) stated that the ability of potency showed a human potency to implement a task or work. This meant that the ability owned by an apparatus improve potency owned by this staff in taking an action, behavior and work. In order indirectly it will impact on its staff quality. A staff whose has the lack ability will impact on either its performance or working performance. Employee performance is determined by a number of factors, including: (1) knowledge of facts, principles, rules and procedures; (2) Skill (*skill*) to carry out a job or task; (3) Ability (*ability*) to carry out a job or task, as well as; (4) motivation. The sense of the above can be explained that the ability is associated with a person's ability to complete tasks and responsibilities charged to them.

Policy implementation of teacher certification is supported by government apparatus that own ability includes socialization done in every semester in order this implementation explains about regulation and procedure of policy implementation. Apparatus have ability in taking ac action and motivation of work implementation signed by program executing without an obstruction of a teacher that receive educator certificate. This obstruction occurs on *on-line system* utilization because a lot of teachers couldn't operate this system well.

The success of the policy implementation should be supported by the effectiveness of communication. According to Edward III that three things are important in the communication is the transmission, clarity and consistency. Thus in communicating the policy content of the charge must be must be implemented, every policy implementers understand the direction and goals of the policy and there is consistency in delivering the content policies. The existence of the communication in the organization is the interactive communication vertically between superiors and subordinates and lateral communication that is between the leadership on one level. The pattern of vertical and lateral communication should be run well, and refers to the description of the task and a number of other normative rules already agreed upon in the organization. In the communication the organization runs on a regular basis then the information resulting from human interaction results in the organisasasi structure can be used to control and adjust to the work environment.

The main problems related to information in organizations is the abundance of information should take place within the structure of the Organization on certain conditions. Other accounts state that the main problems of the utilization of information in organizations is *overload* or *underload* information deliberately

perpetrated by individuals, groups, and even units – structural unit in the Organization, which is deliberately creating a information that is not proportional (Eko Harry Susanto, 2010). Teacher certification of policy implementation is always associated with regulatory legislation issued by the Government therefore then changes to regulation governing of the implementation programme must be communicated to the implementing apparatus for avoiding errors in the policy implementation.

Based on the minor proposition formulated as follows:

Teacher certification of policy Implementation depends on the target group, the allocation of financial resources, participation, behavior change, human resources, cooperation and support implementing agencies in accordance with the rules governing the implementation of the policy. (Minor Proposition 2).

### **Recomendation Model of Policy Certification on Teacher Certification**

Based on the research results has been done towards the policy implementation of teachers certification in Magelang City then recommended in order for Government particularly local governments implement policies in accordance with teacher certification the legislation governing the of policy implementation. The application of the recommended measures will accelerate and ensure the improvement of the teachers quality in Magelang City. Proposition a minor research results concluded that the policies set by the Government were not able to reach the goal due to less precisely the policy instruments especially in election monitoring and competency of teachers and coaching implementation of the policy have aspects that are less supportive of the achievement of business objectives. Policy objectives will be achieved when done the analysis and evaluation on a periodic basis against those policies. The Constitutional Laws No. 20 in 2003 about National Education System article 57 requires the following:

1. The evaluation was conducted in order to control the quality of national education as a form of accountability education providers to the parties concerned.

2. Evaluation of learners, institutions, and educational programs on formal and informal trails for all levels, unit, and the type of education.

The evaluation of this policy needs to be done considering social institutions, State and international as well as the values shaping the conditions in the definition of a problem. (Howlett and Ramesh, 1995). Problems in the policy implementation is the policy meet the teacher certification constraints in implementation because there is the glaring discrepancy between the provisions in the regulations implementing the policy with conditions in the field. The cause is a *top-down* nature of the policy that is set by the Central Government are the implementation at the regional level have different situations with the statutes of the Central Government. It is appears that the policy implementation only basing on the policies of the Centre and there is no Government policy areas that become a foothold for the implementation of the policy of the teacher certification.

The determination of the policy instrument is the first step that must be observed to achieve the policy objectives. The policy instrument used by the Central Government in order that local governments implement policies of teacher certification is *compulsory instruments*. This is an instrument that is very pushy, namely in the form of regulation that permits the Government do whatever he chooses in the constitutional boundaries.



Another obstacle is the existence of a difference in perception towards regulation and inadequate resource capacity in this policy implementation so that it causes the policy implementation could not achieving the goal. The policy awarding of teacher certificates to the educator in Magelang City has not been able to demonstrate the success of the policy implementation as required by applicable legislation. According to Jalal dkk (2009) good policy should allow flexibility in interpreting the policy in accordance with the local conditions. In addition, an effective policy provides the framework and guidelines (*guidelines*) for Governments and decision makers in the region to solve problems, make plans and take the proper consideration. The Constitutional Laws No. 14 in 2005 about teachers and lectures as well as the regulation of the Minister of National Education of Indonesia Republic No. 18 in 2007 about the Teachers Certification in the Office provides guidance for Governments and local authorities to enforce policy but can't give in detail the steps in solving constraint implementation. These conditions that indicate low levels of flexibility policies giving rise to difficulties for Magelang City in the achievement of policy objectives.

Teacher certification shall not be viewed as the only means of measuring the of teachers quality because it couldn't improved guarantee of teacher quality. Magelang City Government in implementing the policy of teachers certification do not just think that teachers be certified and forced into either an "instant" by ignoring the teacher's condition because the readiness of teachers and working environment is not supports the use of a maximum competencies. In the macro this is caused on a national and local level teachers were not placed as strategic Human Resource to make changes.

The results of research field in accordance with Sanaky's research (2004) stated that certification that the teacher is very good and can lift the degree movies and the authority of the teacher in Indonesia but in its implementation should pay attention to is 1) most teachers in Indonesia after being the teacher does not deepen his knowledge is so low in competence of teaching, 2) the right model for teachers in Indonesia and readiness of teachers to be certified, 3) needs to be done before certification training implemented and to think about a follow-up for teachers who do not qualify for certification.

With regard to the results of such research, fundamental issues on the teaching profession before the policy issuance of the teachers certification is that most teachers do not meet minimum qualifications to teach both in terms of science or skill, the teacher inadequate income compared to other professions such as doctors, lawyers and others making the teaching profession less attractive. Another problem is that many teachers don't have the qualification standards required by the public and teachers under-appreciated because the work performed by them is considered less requires special skills and takes long enough to be professional. Teacher certification policy success will be achieved when capable of answering the questions so it will make the teaching profession to become good teachers and the work would be interesting and sought after by many.

Teacher Certification policies are implemented for all the teachers are good teachers of both the old and the prospective teachers. For the old teacher training needs to be given the profession of teacher training qualification test done before while the prospective teacher a qualified undergraduate educational needs to follow a teacher certification program with attended some courses Undergraduate educational curriculum or its equivalent CREDITS curriculum certification program. Prospective teacher a qualified graduate or diploma of non compulsory education teacher certification program attended by taking the entire curriculum teacher certification program. Implementation of teachers certification in Magelang City in accordance with the provisions of regulations gave an educators certificate on teacher long via the portfolio by collecting documentation of the activities that have been undertaken by the concerned teacher even for teachers who do

not yet have a qualifying Undergraduate or D4 but 50-year-old with the rank of a particular group can be proposed/to obtain an educators certificate. Objectivity in Professional exams that is free from Collusion, Corruption, and Nepotism as well as bribe teachers into the main thing in order to certify it's really quality so if teachers and prospective teachers in exam certification is indeed proven to be incompetent and not pass it will not get certificate (Paul Suparno, KR on November 15, 2005). Teachers who fail the test of this profession being included on training the competence of teacher training and then tested again. Brought this teacher certification in implementation has yet to be fully implemented because it still found the manipulation of document collection for teachers who traveled a path of portfolio, performance assessment of teachers has not been made objectively and implementing competency test (LPTK) is not a certification body which is responsible for testing and assessing certification.

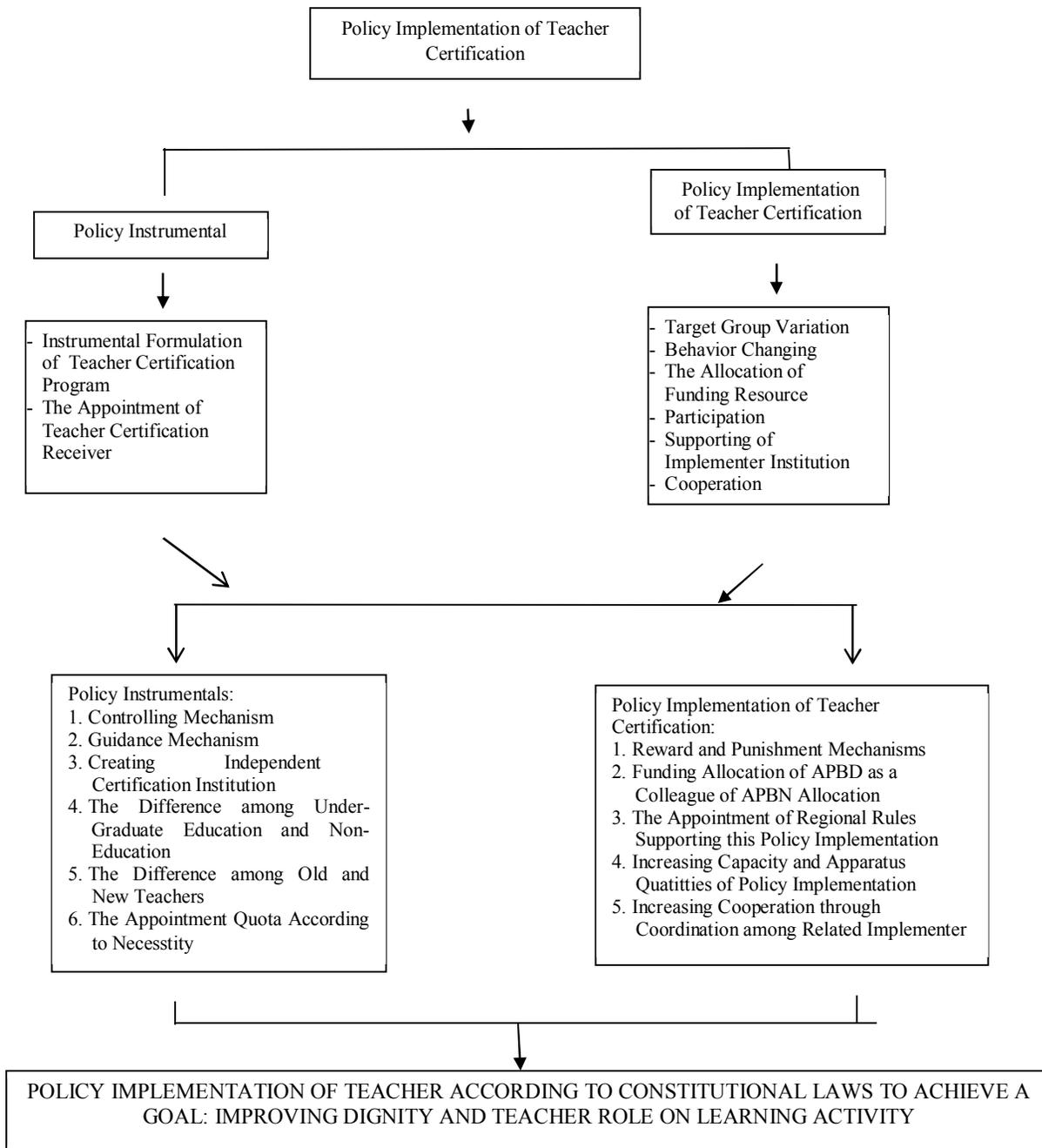
Based on the foregoing, the minor proposition formulated as follows:

On the policy implementation of teacher certification comprehensively and thoroughly the ideal model is required in accordance with the Legislation and regulations required consider the ability of the local area, the condition of the region, the interests of regional development education and theoretical concepts regarding this policy implementation (Minor Proposition 3).

Refer to the minor propositions that had been featured in previous sections then formulated the Major Proposition as follows:

Teacher Certification Policy Implementation begins by building linkages and synergy between policy instruments with the strengthening of support implementing agencies, allocation of financial resources, participation and conduct of strategic anticipation towards the factors restricting the execution of the program. (Proposition Major)

**TABLE 4. RECOMMENDATIONS POLICY IMPLEMENTATION MODEL OF PRIMARY SCHOOL TEACHER CERTIFIED IN MAGELANG CITY**



## V. CONCLUSION

### 1. The Policy of Teacher Certification

The policy of implementation activity of teacher certification started by implementation instrumental of activity program policy, regional coordination meeting namely Educational Institution of Province and City Culture, The Institution of Educational Quality Issue and Educational Institution as well as Educational Implementer. The next step done is socialization by Educational Institution of Magelang City together with School Controller and Teacher.

### 2. Policy Implementation of Teacher Certification in Magelang City

Policy implementation on this research analyzed on a variation of the target group, behavior change, the allocation of financial resources, participation, utilization of Human Resources, support implementing agencies and cooperation. Certification policy is addressed to all primary school teachers are good teachers both of the old and new teachers so that have variations in terms of age, education, motivation and social economic level. This State has its own difficulty level when the teacher certification policy implementation aimed at changing the behavior of the teacher after receiving the allowance of the teaching profession.

Policy implementation in this research is analyzed on target group variation, behavior changing, funding resource allocation, participation, Human Resource utilization, The supporting of implementer institution and cooperation. This policy certification addressed to all elementary school teachers both of old and new teachers in order it has variation references such as age, education background, motivation and social and economical levels. This situation has own difficulty level when policy implementation of teacher certification addressed to change their behavior after receiving allowance profession.

The Government has allocated funds through National Budget to pay the alimony the teaching profession as a consequence of the educator certificate receipt. This budget is often the cause of recent payments the teaching profession because of the delay in the disbursement of funds or lack of funds transferred by the Central Government to the local governments. Conditions that occur during this is the local Government still drap support payments the teaching profession in Central Government, support and cooperation among the implementing agencies have been implemented with good but not optimal utilization of Human Resources in the implementing agencies and not the share of the number of teachers with a number of executor be constraints in supporting the policies implementation to achieve the objectives. Support and cooperation between institutions requires a higher spirit to improve the quality of teachers is not a mere formality run regulation legislation.

### 3. Model Recommendation of Teacher Certification Policy

On the model of teacher certification policy recommendations some things get emphasis i.e. it takes an increasing role of the Government, the principal and school superintendent and conduct monitoring and evaluation of the difficulties it faces. In addition it needs to be constantly improved quality of human resources both to the executor or the target group in order to change prevailing regulations not hampered in the policy implementation. Aspect of coordination is important in the program implementation in order to be retrieved and the destination step unity between implementing agencies to support the successful program implementation.

#### 4. Recommendation

The success of the policy implementation of teacher certification to achieve the goals set by these policies need in common perception among policy makers, implementing policies and target group. This will be achieved if the implementation requires the involvement of the implementing agencies from Central Government to local governments, educational institutions, schools and the community. Some of the recommendations proposed by the researchers are:

A. The determination and policy implementation instruments are shared between the Central Government and Local Governments so that the known constraints and aspects that support the program successful.

B. Grant greater authority to the education institution organizers competence in determining graduation competency of teachers.

C. The granting of authority to local governments to regulate in more detail the policy implementation in accordance with the conditions of the region.

D. Policy implementation of teacher certification needed ideal model by determining theoretical concepts about policy implementation, and giving a role not only to government apparatus but also community and relating groups.

#### 5. Theoretical Implication Research and Practice

**Theoretical implication of this research** was based on phenomenon observed namely policy instrumental of Howlett and Ramesh (1995), policy ability and difficulty problem level (Mazmanian and Sabatier, 1983), contain and context policies (Grindle, 1980) and communication among implementer organization (Van Meter and Van Horn, 1985) can be known that those aspects impact on policy implementation successful. Therefore this research places on public administration science because it parts of public administration theory.

**Practical implication of this research** gives understanding both of Central and Local Governments of this policy that policy implementation of teacher certification become an important part of teacher quality and education progresses in Indonesia. This implementation need high change in order the policy goal able to achieve and felt by students, parents and community. Something that need a changing is Human Resource competency, coordination among implementer institution, supporting institution and community as well as function advantaging especially that involve on this policy implementation.

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