Implementation of the Teacher Certification Allowance Policy in Nunukan District, Nunukan Regency

Herman¹, Entang Adhy Muhtar², Rhini Fatmasari³
¹,²,³Universitas Terbuka
E-mail: hermandisparpora17@gmail.com

ABSTRACT

The background of this research is that the utilization of teacher certification allowances has not been maximized, has not been able to improve teacher competence, and has not seen the impact of certification on improving learning. This study aims to analyze the implementation of teacher certification allowance policies in Nunukan Regency; including knowing the inhibiting factors and strategies to overcome these obstacles. The theory of policy implementation used is from Van Meter van Horn (1975), which consists of Policy standards and targets; Resources Communication between organizations, Characteristics of implementing agencies; Social, economic and political conditions. The research approach is qualitative using case studies. Data collection techniques through interviews, observation, and documentation. Informants in this study were the Head of the Education Office, the Head of the GTK Department of Education, the Principal, and each school operator. The results showed that the implementation of the teacher certification allowance policy in Nunukan Regency was carried out well, this can be seen from the policy standards and targets that are used as a reference in its implementation, the adequacy of adequate human resources, facilities, and finances. Communication is also carried out well between the education office and the school. The characteristics of implementing agents, social, economic, and political conditions, and dispositions are also going well. The inhibiting factor for the implementation of this policy is that there are still teachers in schools who are unable to fulfill the teaching load 24 hours per week due to limited classes in each school and the additional duties of the teacher, namely as a homeroom teacher, OSIS coach, and extracurricular guidance.

Keywords: Policy implementation, certification allowance, welfare

INTRODUCTION

Education occupies a central position in development because its goal is to improve the quality of human resources. Development in relation to the development of human resources means development is not solely about material and physical development but also about spiritual development which is the main task of education. The essence of national development is the development of the whole human being both as an individual and as a whole nation. Today, sustainable development is not only supported by economic development but also by increasing human resources. Therefore, investment in the aspect of human resources as the basis for development is highly prioritized.

Peningkatan kualitas sumber daya manusia juga merupakan tuntutan yang berkembang as a result of increasingly rapid and complex developments. Economic development, industrialization, information flow and the rapid progress of science and technology require better quality human resources. According to (Irianti et al., 2021) whereas in the long run, the development of human resources is carried out based on four policies: 1) improving the quality of life, which includes human qualities, such as physical, emotional, and psychological well-being; 2) improving the quality of human resources in terms of productivity and deployment...
efforts; 3) improving the quality of human resources in utilizing, developing and mastering science and technology; 4) institutional development which includes institutional development and supporting tools for improving the quality of human resources.

Currently, Indonesia's human resources have the potential to become a component of development resources. Human resources are developing rapidly, but their quality is still low, so their potential as a development resource cannot be utilized optimally. As a result, the competitiveness of the Indonesian nation in the international world is still relatively low. This is in accordance with the United Nation Development Program (UNDP) research report in 2015 concerning the Human Development Index which stated that Indonesia was ranked 110th out of 187 countries with an HDI value of 0.684 (Yusuf, Bekti, & Sukarno, 2017).

As we know that education plays a very important role in the process of improving the quality of human resources, therefore improving the quality of education is an integrated process with the process of improving the quality of human resources itself. Recognizing the importance of the process of improving the quality of human resources, in order to meet the targets for the quality of learning at every level of education, the Indonesian government through its policies has made various efforts to improve the quality of human resources, including providing teacher professional allowances through the teacher certification program. Certification is the awarding of educator certificates through a systematic process as recognize of teachers as professional educators.

The implementation of teacher certification is one form of implementation of Law Number 14 of 2005 concerning Teachers and Lecturers. Article 1 of Law Number 14 of 2005 Concerning Teachers and Lecturers states that teachers are professional educators with the main task of educating, teaching, guiding, directing, training, assessing, and evaluating students in early childhood education through formal education, basic education, and secondary education. Professional teachers are required to have a minimum academic qualification of undergraduate (S-1) or diploma four (D-IV), master competence (pedagogic, professional, social, and personality), have an educator certificate, be physically and mentally healthy, and have the ability to realize goals National Education.

The law confirms that teachers have a position as professionals in the formal education pathway who are appointed in accordance with statutory regulations. Furthermore, the Teacher and Lecturer Law (UUGD) defines professionalism is a job or activity carried out by a person and becomes a source of income for life that requires expertise, skills, or skills that meet certain quality standards or norms and requires professional education. Recognition of the teacher's position as a professional is evidenced by an educator certificate. As professionals, teachers are expected to increase their dignity and role as learning agents.

The teacher is one of the factors that determine success in the student learning system. Therefore, one effective effort is to improve the quality of teachers. Improving teacher quality focuses on two things, namely increasing the dignity of teachers both socially, culturally, and economically; second, improving teacher quality through an integrated, holistic program, in accordance with the results of a clear teacher mapping and teacher mastery of technology and development of the latest teaching skills. It is in this context that teacher certification is a government program to improve teacher quality.
In Law Number 14 of 2005 concerning Teachers and Lecturers, it is stated that teacher certification is an effort to improve teacher quality accompanied by an increase in teacher welfare. This final estuary is expected to improve the quality of learning and the quality of education in Indonesia in a sustainable manner. The form of increasing welfare in this case is the effort to provide incentives for teacher professional allowances equal to one time of the basic salary per month for teachers who have educator certificates. This incentive applies both to teachers with civil servant (PNS) status and to teachers who are not civil servant (private) status. According to (Permendikbud No 7 Tahun 2021, n.d.; PP No 41, 2009) Professional allowance is an allowance given to teachers and lecturers who have educator certificates as a reward for their professionalism.

However, the reality on the ground is that the use of teacher certification allowances has not been properly maximized by teachers. This is in line with the results of the study Abubakar, (2016) shows that the utilization of teacher certification allowances is mostly still used for personal and family interests so that teacher certification has not met expectations, especially in increasing their competence, teachers have not shown the impact of the certification that has been obtained, both on improving learning and on education units in general. In addition, research results Irianti & Syahza (2021) shows that certified teachers have not been able to utilize evidence of their performance to develop lesson plans and implement CPD programs in their workplaces, let alone prepare teaching materials. The lack of PKB activities has an impact on their ability to understand the subject matter as a whole so the teaching materials delivered to students are limited. Teachers are still poor with general knowledge and still stick to material that is already in school textbooks.

The findings of some of the research results above were also found in Nunukan Regency regarding the implementation of the teacher certification allowance policy. Based on the results of the researchers' initial observations, it was seen that several teachers in schools who were certified did not fulfill their workload at Dapodik, even though in reality teachers carried out the teaching process 24 hours per week. One of the contributing factors is that certified teachers carry out the teaching process differently from subjects that have been registered with Dapodik so the impact on not fulfilling the workload that has been regulated in legislation. In addition, based on the results of the researcher's initial data analysis, it was found that several teachers had not issued a Professional Allowance Recipient Decree (SKTP) through the SIM-Tun application, which had an impact on the disbursement of professional allowances.

As it is known that the implementation of the teacher certification allowance policy is not just the process of giving allowances to teachers who already have an educator certificate, but more than that, the implementation of the teacher certification allowance policy is based on certain requirements, (Permendikbud No 7 Tahun 2021, n.d.). As Van Meter and Van Horn view that the implementation of public policy is an action by individuals, officials, groups of government or private bodies directed at achieving the goals outlined in a particular decision (Agustino, 2008).

**METHOD**

This study uses a type of qualitative research with a case study approach, which is an approach that is carried out intensively, in detail, and in-depth about a matter being studied either in the form of programs, events, activities, and others to obtain in-depth
knowledge/information about it (Baxter & Jack, 2008). Sources of data/information in this study basically use two types of data namely; primary data and secondary data with the proportion according to the objectives to be achieved in this study. Primary data was obtained through interviews with informants and observations, while secondary data was obtained through documents, research reports, and regulations governing teacher certification allowance policies. The focus of this research is to analyze the implementation of teacher certification allowance policies in Nunukan District, Nunukan Regency based on the theory of Donald S. Van Meter and Carl E. Van Horn (1975) regarding policy implementation which is influenced by four variables, namely standard and policy objectives, communication, sources power, disposition, bureaucratic structure, and social, economic and political conditions. Data collection techniques, namely interviews, observation, and documentation, (Sugiyono, 2011). Data analysis techniques, namely data reduction, data presentation and drawing conclusions, (Miles & Huberman, 1994).

RESULT AND DISCUSSION

In order to find out the implementation of the teacher certification allowance policy, during planning the data collection process, researchers referred to the theories of policy implementation as put forward by Donald S. Van Meter and Carl E. Van Horn (1975) regarding the model of policy implementation influenced by six variables, namely: Policy standards and targets; Resource; Inter-organizational communication and activity strengthening in many programs; Characteristics of implementing agencies; Social, economic and political conditions; Implementor disposition. The results of this study can be described as follows:

Policy Standards and Targets

Policy standards and targets largely determine the success of achieving the objectives of the implementation of the teacher certification allowance policy. Implementation will be effective if the standards and targets of the policy are realistic in accordance with the socio-cultural conditions that exist at the level of implementing the policy. When policy measures or policy goals are too ideal (even too utopian) to be implemented at the citizen level, it is rather difficult to realize public policies to a point that can be said to be successful. An understanding of the general intent of a standard and policy objectives is important because policy implementation can be successful and may fail when implementers are not fully aware of the standards and objectives of a policy.

The teacher certification policy is an effort made by the government to improve teacher quality coupled with improving teacher welfare so that it is hoped that it can improve the quality of learning and quality of education in Indonesia in a sustainable manner. The form of increasing teacher welfare is in the form of a professional allowance equal to one times the basic salary for teachers who have educator certificates. This is clear evidence of improving the welfare of educators who have met professional criteria or are said to have passed certification by providing educator certificates. The allowance given to certified teachers is equal to one time of the teacher’s basic salary and is received periodically, that is, every 3 or 6 months.
The teacher certification allowance policy is a tool to achieve public goals, not the goals of individuals or groups and groups. Therefore, it needs to be implemented properly. According to Widodo (2007) that policy implementation is a business process to realize a policy that is still abstract in nature into real reality. In this regard, several theoretical views explain that the success of policy implementation will be determined by many variables or factors, and each of these variables is interrelated with one another.

The teacher certification allowance policy in Nunukan Regency is in its implementation process and running effectively, because this certification policy accommodates all certified teachers, both in urban and remote areas in the Nunukan Regency area. The policy standard that is used as a reference in implementing the disbursement of teacher certification allowances refers to the Regulation of the Minister of Education and Culture Number 15 of 2018 concerning Fulfilling the Workload of Teachers, Principals, and School Supervisors. The ability to accommodate all teacher needs, among other things, with teacher certification allowances, certified teachers can use this allowance to develop their competence by participating in various educational seminars, both online and on-site so that it will have an impact on the development of the quality of the learning tools and media used by the teacher in the teaching process of teacher competence in developing learning tools and media so as to create an active, innovative, creative, effective, and fun learning process.

According to Rusli (2013) Public policy is a tool to achieve public goals, not the goals of individuals or groups and groups. Even though is a tool, the existence of a public policy is very important and at the same time crucial. Important because its existence determines the achievement of a goal, although there are still a number of prerequisites or other stages that must be met before arriving at the desired goal. Crucial because a policy that is on paper has been made through a good process and the content is also of high quality, but it cannot be implemented automatically and then produce what is in line with what the maker wants. It is also crucial because a policy can and often happens to be treated as if it is more important or in line with the goals to be achieved, even though it is just a tool, even though it is a very important tool.

According to Yuliah (2020) whereas basically performance indicators to assess the degree of attainment of policy standards and targets can be explained that the activity is moving from the policy level which is still in the form of regulatory documents towards setting specific and concrete standards in assessing program performance. With standards and targets, it can be seen how much success the program has achieved.

**Resource**

In a policy, it is possible that the objectives set are clear and logical, but not only these factors affect the implementation of a program. Resource factors also have a very important influence. As explained by Yuliah (2020) that resources are an important factor in implementing public policy. The availability of resources in implementing a program is one of the factors that must always be considered. In this case, the resources referred to are human resources and facilities and infrastructure to support the implementation of certification allowances.

Human resources are an important aspect in achieving policy implementation, therefore the placement of employees must be in accordance with the skills possessed, especially with regard to teacher certification data must place reliable human resources in the field of technology (IT).
In addition to fulfilling human resources, equipment resources (facilities and infrastructure) are also important for the implementation of the objectives of the teacher certification allowance policy. Donald S. Van Meter and Carl E. Van Horn (in Subarsono, 2012) bahwa sumber daya itu meliputi staf yang memadai disertai keahlian yang baik untuk carry out their duties, information, authority, and facilities needed to translate proposals on paper to carry out public services.

In Nunukan District itself, in terms of human resources and equipment in the implementation of the teacher certification allowance, it is sufficient. In terms of facilities and infrastructure resources, certified teachers develop learning media, tools, and methods so as to create learning models that are active, innovative, creative, effective, and fun. In addition, based on the results of observations it is known that the development of learning tools carried out by certified teachers in Nunukan District is carried out by utilizing certification allowances to buy laptops, printers, and purchasing tools that can support learning media to be implemented. This is in line with the opinion Suraijiah (2012) that teachers who receive certification allowances are also required to develop skills in making instructional media that they will use if the media is not yet available. For this reason, teachers must have sufficient knowledge and understanding of learning media which include: 1) Media as a communication tool to make the teaching and learning process more effective; 2) The function of the media in order to achieve educational goals. 3) The subtleties of the learning process; 3) The relationship between teaching methods and educational media; 4) The value or benefits of educational media in learning; 5) Selection and use of educational media; 6) Various types of educational media tools and techniques; 7) Educational media in each subject; 8) Innovation efforts in educational media.

**Inter-Organizational Communication**

Communication between organizations and implementing activities is part of the clarity of the basic measures and implementation objectives which are then synchronized with the accuracy of the communications of the implementers. The clarity in question is that sources of information should not give conflicting interpretations because it will make it difficult for implementers to carry out policy objectives. According to Rahmanto (2004) the ability to communicate and interact is very important in organizational life, even a demand. Communication within the organization becomes the central point in creating a conducive situation and environment, establishing continuous communication, increasing public trust, increasing the good image of the company/organization and even helping to promote and improve the marketing of a product/service. Therefore, communication within an organization must be properly understood, applied, and developed by anyone, individuals, communities, and organizations. Therefore according Nurrohim dan Anatan (2009) The communication process must be managed effectively because not all managers and individuals in an organization have good communication skills and there is a clear need for training to ensure that they can choose the most appropriate communication method to convey the message clearly understood by the recipient and vice versa, the recipient should be able to provide some feedback.

Based on the findings in the field, in order to provide understanding to certified teachers, the education office carried out outreach activities. This is intended so that teachers understand the process of distributing certification allowances starting from the process of updating data to
the issuance of the SKTK. In addition, teachers also understand the requirements that need to be completed in the process of distributing certification allowances. As it is known that implementation always requires institutional mechanisms and procedures such as superiors who can encourage subordinates to carry out methods that are in accordance with the basic standards and objectives of the policy. Thus the communication carried out is also in accordance with the hierarchical pattern of a position, so that it then intersects with the use of power. This is consistent with the research findings that the education office in every semester always provides information in the form of letters to all school principals so that teachers update the data if there is a change in teacher data which then each school principal conveys at the meeting led directly by the Principal. In addition, if there are documents or data that are lacking, such as teachers who do not meet the required teaching hours, then the school principal as the leader in the school immediately communicates with the education office so that the education office can then coordinate with schools so that they can provide hours to teachers from other schools, so that the data input process as required can be fulfilled.

The research findings above suggest that inter-organizational communication regarding the implementation of the teacher certification allowance policy in Nunukan District is going well. According to Ruliana (2014) in organizational life, communication is like a system that connects one part to another or between one member of the organization and another. Communication, in organizational life, also plays a role in building starting from the flow of information and the same understanding (between information senders and information receivers at all levels in the organization), to the communication climate and leadership communication style which in turn can affect organizational performance and productivity. Therefore, in any form of organization, communication plays a very important role. Hence George C. Edward III (in Yuliah, 2020) explains that if the policy is implemented as desired, then not only the implementation instructions must be received by the implementers of the policy but also the communication of the policy must be clear.

**Characteristics of Executing Agents**

Policy implementation has a goal that must be achieved optimally. This indicates that a policy implementation must be identified and know the characteristics of implementing agents which include the structure of the bureaucracy and the norms or relations that are formed in the bureaucracy. The identification process will affect the implementation of a predetermined policy program. The implementing agency focuses attention on formal and non-formal organizations that will be involved in implementing public policies. Characteristics and capabilities of implementing agents, namely the scope of bureaucratic structures, norms, and patterns of relationships that occur in the bureaucracy which will later influence a policy implementation (Rifqi, 2019).

This is very important because the performance of policy implementation will be very much influenced by the characteristics that are appropriate and suitable for the implementing agents. The characteristics of implementing agents are agencies and institutions that also have a role in a policy, the attitudes and responsibilities of implementing agents greatly determine the policy progress of the activities carried out. The characteristics of the implementing agency in the implementation of the teacher certification allowance policy in Nunukan Regency carry out their duties and functions fully with responsibility in accordance with the established rules. In implementing a program, the character of the implementers of the policy or program must be
characterized by being strict and strict with the rules and complying with applicable legal sanctions. Based on an analysis of the Teacher Performance Assessment (PKG) report documents and Teacher Task Implementation Reports for October-November-December for the 2021/2022 school year with the letter filing number 421.3/094/SMPN 1 NS/XII/2021 it was found that the completeness of the data and documents of the school principal as well as certified teachers all meet the requirements so that there is eligibility for the disbursement of certification allowances.

The performance of implementing teacher certification allowances in Nunukan Regency is very much influenced by the characteristics that are appropriate and suitable for the implementing agencies. Based on document analysis and observations made by the author, there are indeed rules regarding the mechanism in the process of disbursing certification allowances, namely teachers must complete data at Dapodik every semester, and even if there is a change in data, the teacher must synchronize data, in addition to reports regarding teacher performance assessment (PKG) and reports on the implementation of teacher duties must be submitted to the education office, this aims to see the completeness of the data and the disbursement of certified teacher allowances. As for several implementing agencies involved in the process of implementing certification allowances, namely the central government, the education office as the OPD responsible for teacher certification, as well as all junior high schools in the Nunukan district.

The above explanation is consistent with (Permentdikbud No 7 Tahun 2021, n.d.) which explains that teachers accompanied by school operators input and/or update teacher data correctly through the Dapodik application, especially main school data, workload, room class, years of service, NUPTK, date of birth, and employment status (PNS/non-PNS). In the event that the data displayed on the GTK info still contains errors, the teacher can correct it through Dapodik before the SKTP of the teacher concerned is issued.

Social, Economic and Political Conditions

Another thing that needs to be considered in order to assess the performance of public implementation in the perspective offered by Van Metter Van Horn is the extent to which the external environment has contributed to the success of the public policies that have been set. The non-conductive socio-economic and political environment can be the culprits for the failure of policy implementation performance. Because of this, efforts to implement policies must also pay attention to the conducive condition of the external environment. According to Maryana, Supena, & Suwarlan (2022) explained that in implementing policies environmental influences are very important in supporting the successful implementation of policies such as adequate budget support is very important in supporting the success of the policy as well as support from various parties will also affect the success of the policy.

The environmental condition variable has an important influence on the desirability and capability of the jurisdiction or implementing organization. The external environment, in this case, the economic, social, and political environment, has contributed to the success of public policies, especially the teacher certification allowance policy. From an economic point of view, it provides great benefits for teachers, both for increasing welfare as well as being able to improve learning in the classroom, namely the certification allowance received from the government is used for making learning media.
This is in accordance with the results of observations made by researchers when the English learning process took place, it was found that the teacher carrying out learning was equipped with learning media made of cardboard manila paper which had various colors in which there were various types of pictures and writing. Meanwhile, from a social perspective, it can be influenced by the responses and responses from the community, in this case, students at school. The implementation of the teacher certification allowance policy in Nunukan Regency has won the trust of students. This is indicated by the existence of renewable learning media made by the teacher which increases the enthusiasm for student learning so that it affects the academic achievement of students at school, besides that the emotional relationship between teachers and students, students and students increases due to the existence of innovative learning media. creative and make students more enthusiastic to take part in learning.

Based on the above, it can be said that the social conditions of implementing teacher certification allowances can be seen from the responses of students, this is indicated by the trust of students in the media used by teachers in the learning process takes place. In line with the opinion of Donald S. Van Meter and Carl E. Van Horn (in Subarsono, 2012) that environmental condition variables have an important influence on the desire and ability of the jurisdiction or implementing organization. The external environment, in this case, the economic, social, and political environment, has contributed to the success of public policies, especially the teacher certification allowance policy.

Disposition

In the process of implementing public policy, the attitudes or tendencies of the implementers are important because they relate to the attitudes and characteristics of the implementers such as commitment, honesty, consistency, and others. If the implementor has a good disposition, then the implementor can carry out the policy as well as what the policy makers want. According to Van Meter and Van Horn (in Kalfajrin, Sarah, & Ade, 2021) that the attitude of acceptance and rejection of the implementing (agent) will greatly influence the success or failure of the performance of public policy implementation.

The disposition or attitude of the executor will create real obstacles to the implementation of the policy if the existing personnel does not carry out the desired policy. Therefore, policy implementers must be people who are dedicated to the policies that have been set. Therefore, the implementation of the teacher certification policy in Nunukan Regency is also going well when viewed from the attitudes of implementers, such as the Education Office, School Principals, Teachers, and school operators. This is indicated by the commitment of the parties involved to fulfill all requirements in the process of disbursing teacher certification allowances, cooperation between organizations also provides positive support for achieving teacher certification policies. Herlina (2020) explained that disposition is important in policy implementation because implementers not only have to know and understand what to do but also have to have the will to carry out a policy. So that it can be explained that the disposition or attitude of the implementor is important in implementing the policy because the implementor not only has to know and understand what must be done but also must have the will to do something so that the policy can achieve the goals as a set. Therefore, implementors who carry out good dispositions have a greater possibility of carrying out policies as desired by policymakers. Furthermore, Herlina (2020) explained that the disposition is also the character
and characteristics possessed by the implementers which are manifested in an attitude of commitment, honesty, and also a democratic attitude. Implementors who carry out a good disposition have a greater likelihood of carrying out the policy as desired by the policymakers.

**CONCLUSION**

The implementation of the teacher certification allowance policy in Nunukan Regency is going well, this is based on research results, namely a) the policy standards and targets used in implementing the teacher certification allowance policy in Nunukan Regency refer to central government policies because the policy is able to accommodate the needs teachers in Nunukan Regency; b) the adequacy of resources in the implementation of the teacher certification allowance policy in Nunukan Regency is adequate because the human resources are sufficient, apart from that the facilities in supporting the achievement of the policy are also very adequate; c) Inter-organizational communication carried out by implementing actors runs smoothly because communication is carried out from top to bottom and vice versa; d) The characteristics of the Implementing Agents are in accordance with their competence, even though they are only high school/vocational high school graduates, but they already understand the flow of implementation because the implementing agents are given the freedom to attend training and seminars to improve their competence; e) Social, economic and political conditions support the achievement of teacher certification because teachers can take advantage of the certification allowance in accordance with the objectives of the teacher certification policy; and f) The disposition is going well because the implementing agents carry out their duties and functions well so that the objectives of the teacher certification allowance policy in Nunukan Regency can be achieved optimally.

**REFERENCES**


