

The Implementation of Teacher Profession Benefit Policy in Improving Teacher Professionalism of State Senior High School in Gorontalo City

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Abstract

This study aim is to analyze the effect of teacher profession benefit policy implementation to improve teacher professionalism of state senior high school in Gorontalo City. It has three research focuses. First, analyzing the effect of teacher profession benefit policy on the improvement of learning quality, with sub focus: a) quality learning tool, b) teacher quality improvement and c) teacher loyalty in teaching-learning process. Second, analyzing the effect of teacher profession benefit policy implementation to increase teacher productivity, with following sub focus: a) improvement of teacher teaching discipline, b) teacher performance, and c) teacher work motivation. The samples are 68 State Senior High School Teachers as representation of State Senior High School Teachers who have received Teacher Profession Benefit. The research results showed that implementation of teacher profession benefit policy in improves only 20% of senior high school teachers professionalism in Gorontalo city, especially to improve learning quality, both in learning tools and teacher improvement quality. The teacher loyalty in teaching and learning process only improves 20%, depending on teacher profession benefit, while the rest 80% are determined by teachers existence. The Teacher Profession Benefit Policy Implementation improves only 20% on Professionalism of High School Teachers in Gorontalo City, especially in Teacher Productivity, both in dimensions of Teachers Discipline and Teacher Work Achievement. Teacher Profession Benefits improves only 20% the Teacher Work Motivation dimension, arrest 80% is determined by Teachers existence.

Keywords: Teacher Profession benefit, Teacher Professionalism, Senior High School

I. INTRODUCTION

A. The Research Context

Government Regulation No. 74 year 2008 on Teachers confirm that Teacher as a Professional Educator have following main task: a) educating, b) teaching, c) guiding, d) directing, e) training, f) assessing and g) evaluating the students in early childhood education, formal education, basic education and secondary education. As a logical consequence of acknowledgment and legitimacy of teachers position as professions, Government Regulation No. 19 year 2017 Amendment PP 74 of 2008 on Teachers also regulated provision of teacher profession benefit as an effort to improve the teachers quality together with teacher welfare improvement. It should improve the learning quality and education quality in Indonesia. Government since 2006 has been implementing teachers certification as a form of implementation of teacher certification policy.

The fields condition shows following condition. First, the teachers teach subjects other than their educational qualifications and educational background. Second, teachers have low competencies for their tasks; this will have implications to output and learning quality. Third, with a profession benefit program equal to one teacher base salary, an educator certificate is only one form teacher welfare improvement that not necessarily increases the productivity as a professional teacher. Forth profession benefit and performance benefit so far only reduce the dissatisfaction level. Fifth, Teachers must teach 24 hours/week, it ultimately force the teachers to seek additional hours to teach at other schools, it makes the teachers do not focus to teach at their own school.

Gorontalo city government support the teachers to provide profession benefit. Table 1 shows state senior high school teachers who have received teacher profession benefit.

Table 1. Teacher Profession Benefit for State Senior High School Teacher in Gorontalo City Year 2017

No	Education Unit	Teacher as Acceptor of Profession benefit (person)	Total State/Private Senior High School Teachers in Gorontalo City (people)
1	2	3	4
1.	State/Private Senior High School	214	775

Source: National Education of Gorontalo City, 2017

Table 1 shows 214 people or 27.6% of total teachers of public and private senior high schools in Gorontalo City have received teacher profession benefits. Regardless the number Profession Benefit receiver, there is a trend the effect of Teacher Profession Benefit Policy Implementation to improve Teacher Professionalism, especially Senior High School Teacher in Gorontalo City.

B. Problem Formulation

Based on above research context, the problem formulation is formulated as follows: "How is the effect of Teacher Profession Benefit Policy implementation to improve the professionalism of Senior High School teachers in Gorontalo city"

C. Research Objectives

This research aims to analyze "the Effect of Teacher Profession Benefit Policy implementation to improve professionalism of State Senior High School teachers in Gorontalo City".

D. Research Benefits

This study results can make a real contribution to government to develop policies, especially in perspective of Teachers Profession Benefit policies that are useful to improve teacher professionalism.

II. THEORETICAL REVIEW

A. The Concept of Public Policy Implementation

The public policy implementation as an activity in public policy process also determines the relation of a policy and public interest and public acceptance. Adiwisastra (in Tachjan, 2006: xii) asserts that: "Implementation of policy is important. The public policy will only become a "paper tiger" if cannot implemented successfully".

Furthermore, Adiwisastra (in Tachjan, 2006: xiv) said that "Policy implementation is the stage of decision-making between the a policy development, as articles of a legislative law, the issuance of executive order, and release of a court decision, regulatory standards - and the policies consequences for affected people in some aspects of their lives. Correct policy still has failure possibility if the implementation process is wrong. Even a reliable policy will fails to achieve the goals set by makers if implemented improperly and nor optimally.

It implies that the substance of policy implementation is the right way to implement a good policy to achieve its goals as determined by policymakers. Furthermore, Nugroho (2003: 158) offers two steps choices: "Immediately implement in form of programs, and through the formulation of derivative policies or derivatives of public policy".

Implementation policy is not only concerned with mechanism to elaborate political decisions into routine procedures through bureaucratic channels, but more than that, it concerns with conflict, decision and who gets what from a policy. Therefore, it is right to say that policy implementation is an important aspect of overall policy process.

B. Professional Teachers and Teacher Profession Benefit

Teacher Profession asserts about a person who pursue a job as an educator with the ability, expertise and methodical didactic techniques to transfer knowledge to students. As an effort to increase the teacher professionalism, government issued a Teacher Profession Benefit Policy as in Government Regulation Number 19 Year 2017 on Treatment of Government Regulation Number 74 of 2008 on Teachers. In this context, Professional Teacher should have at least the relevant minimum standard (Suyanto, et al., 2013: 5), PP No. 19 year 2017 also had following criteria:

- a) Good intellectual ability;
- b) Having ability to understand vision and mission of national education;
- c) Having expertise to transfer knowledge to students effectively;
- d) Understanding the concept of child psychology development;
- e) Having ability to organize learning process; and
- f) Having creativity and art to educate.

Suyanto et al., (2013: 6) confirmed that: "As one elements of education personnel, a teacher should perform their duties professionally, by always sticking to work ethic, independent (free from outside pressure), productive, effective, efficient, innovative, and ready to give excellent service based on systematic science or theory, professional authority, community recognition and regulative ethical code. In addition, professional teachers are required to have three abilities. First, teacher must master the cognitive ability in form of material, methods, media, and capable to plan and develop learning activities. Second, teachers have affective ability in form of a noble character, awake his behavior to become a model that can be emulated by students. Third, teachers have psychomotor ability in form of knowledge and ability to implement the knowledge in daily life".

The teacher really put teachers as a crucial element to bring young generation to understand the future because future nation belongs to young generation. Therefore, it is natural that teachers become the founders of nation's young generation to have good character and behavior, reliable intellectual intelligence and reliable skills and capability toward national independence.

In another perspective Suharsaputra (2013: 1-2) argued "Being a Teacher should a living soul call and being kept alive, regardless when the call consciousness was occurred. A child may aspires to become a teacher. Being a teacher is not difficult, but it is not easy either. There are many demand and benefit, but they will be superficial if only consider reward aspect received. The teachers should do more. They should capable to surpass it, because only concern to reward would be easily destabilizing and disturbing, so the vocation awareness becomes

meaningless in strengthening the impulse and genuine involvement of world of education. Therefore, teachers should capable and cope the obstacle".

The good and professional teacher does not merely expect excessive rewards. The teacher has done the job correctly will be accompanied by rewards of teacher's efforts to uphold professionalism. Similarly, teacher profession benefit confirm to the teachers as an effort to improve the teachers profession in carrying out their duties as educators, teachers and mentors for their students.

C. Teacher Professional Competence

As a consequence of Teachers work referred to as profession occupation as stipulated in Government Regulation Number 19 Year 2017 amendment to Government Regulation Number 74 year 2008 on Teacher, the teacher as educator, teacher and student supervisor have four competence aspect below.

1. Pedagogic competence is ability to manage the students learning, including: to understand the students, to design and implementation of learning, evaluation of learning outcomes, and students development to actualize various potentials.
2. Competence Personality is steady ability, stable, mature, active, authoritative, be role models for students and morals.
3. Professional Competence is the ability to master learning materials in a broad and depth to guide students to comply with competency standards set out in National Education Standards.
4. Social Competence is the teachers ability as part of community to communicate and get along effectively with students, and surrounding community.

III. RESEARCH METHODS

This research uses a qualitative design approach with exploratory survey. The Data is analyzed by Relative Frequency Distribution Analysis Technique, with following formula:

$$P = \frac{f}{n} \times 100\%$$

(Mahfoedz,2004)

Description:

P = Percentage

F = frequency of each alternative answer

n = respondents number

The data is collected by questionnaires with following study focus. First, analyzing the effect of teacher profession benefit policy on the improvement of learning quality, with sub focus to : a) quality learning tool, b) teacher quality improvement and c) teacher loyalty in teaching-learning process. Second, analyzing the effect of teacher profession benefit policy implementation to increase teacher productivity, with following sub focus: a) improvement of teacher teaching discipline, b) teacher performance, and c) teacher work motivation.

The population is 214 State Senior High School Teachers in Gorontalo City who have received Teacher Profession Benefit. The samples are calculated by Slovin formula below (in Husein Umar, 2004: 107):

$$n = \frac{N}{1 + Ne^2}$$

Where :

n = samples /minimum informant to be taken

N = population size

e = percent inaccuracy tolerance caused by error sampling that can still be tolerated (error)

The samples are 68 State Senior High School Teachers as representation of State Senior High School Teachers who have received Teacher Profession Benefit.

$$n = \frac{214}{1 + 214 \times (10\%)^2} = 68,15 \text{ rounded to } 68$$

IV. RESEARCH RESULT AND DISCUSSION

The effect of Professional Teachers Benefit Policy implementation to improve teacher professionalism can be seen in two ways. First, the effect the learning quality and second is the effect on teacher productivity improvement.

A. The Effect of Professional Teachers Benefit Policy on Learning quality improvement

The research results in following tables show the effect of Professional Teachers Benefit on learning quality

improvement.

a) Learning tools quality

Related to the effect of Professional Teachers Benefit Policy on Teacher learning tools quality, question posed to respondents: “Is the teacher learning tools procurement completely depend on Teacher Profession Benefit fund ? The respondent’s answers can be seen in table 2 below.

Table 2. Procurement of learning tools depends on Teacher Profession Benefit Funds

No.	Alternative Answers	Frequency	Percent (%)
1	2	3	4
1.	Absolutely depend on Teacher Profession Benefit	26	38.24
2.	Partially depends on Teacher Profession Benefit	27	39.71
3.	Absolutely not depend on Teacher Profession Benefit	15	22.05
Total		68	100

Source: Processed Data Result, 2017

Table 2 shows that 53 (77.95%) respondents/teachers said that procurement of learning tools are absolutely or partially depend on Teacher Profession Benefit, while only 15 (22.05%) respondents said that they are not depend on Teacher Profession Benefit. Therefore, the procurement of Teacher learning tools is largely determined by Teacher Profession Benefit.

b) Improving the teachers teaching quality

Related to teachers teaching quality improvement, questions asked to respondent are: Is the teacher teaching quality improvement determined by Teacher Profession benefit? Respondents answer can be seen in table 3 below.

Table 3. Teacher Quality Improvement

No.	Alternative Answers	Frequency	Percent (%)
1	2	3	4
1.	Absolutely determined by Teacher Profession Benefit	11	16.18
2.	Not determined by Teacher Profession Benefit	22	32.35
3.	Absolutely not determined by Teacher Profession Benefit	35	51.47
Total		68	100

Source: Processed Data Result, 2017

Table 3 shows that 57 (83.82%) respondents/teachers said that the teachers teaching quality improvement is not determined or not determined by Professional Teacher Benefit, while only 11 respondents or 16.18% said determined by Teacher Profession benefit. It shows the teachers are more aware to their professional task as educators, teachers and mentors of students that should not wait for Teacher Profession benefit.

c) Teachers Loyalty to implement Teaching and Learning Process

Related to teachers loyalty in implementing Teaching and Learning Process, the questions posed to respondent: Is the teacher loyalty in performing his main duties determined by the Teacher Profession benefit? Respondents answer can be seen in table 4 below.

Table 4. Teachers Loyalty in implementing Teaching and Learning Process

No.	Alternative Answers	Frequency	Percent (%)
1	2	3	4
1.	Absolutely determined by Teacher Profession Benefit	11	16.18
2.	Not determined by Teacher Profession Benefit	22	32.35
3.	Absolutely not determined by Professional Teacher Benefit	35	51.47
Total		68	100

Source: Processed Data Result, 2017

Table 4 shows that 57 (83.82%) respondents/teachers stated that teacher's loyalty in implementing Teaching and Learning Process is not determined or not determined by Teacher Profession Benefit, while only 11 (16.18%) respondents said it is determined by Profession benefit Teacher.

The frequency distribution shows that Teacher Profession Benefit Policy Implementation affect only 23,53% to improve Professionalism of State Senior High School Teacher in Gorontalo City, especially Learning Quality improvement, both in Learning quality Device and Teacher Quality Improvement. Teacher Loyalty in implementing the Teaching and Learning Process is only 23.53% highly depend or determined by Teacher Profession Benefit, while more dominant or 76.47% depend and determined by existence and awareness of the teachers. Teachers are a noble position to be carried out professionally even though the Teacher Profession Benefit Policy from Government is also needed by Teachers.

B. Effect of Teachers Profession benefit on Teacher Productivity Improvement

The results show that effect of Teacher Profession benefit on teacher productivity improvement can be described below.

a) Increasing the teachers discipline to teach

Related to Teacher Profession Benefits to improve teacher productivity, on improving teachers discipline to teach, question posed to respondent: Is the Teacher discipline increase after receiving the Professional Teacher Benefit? Respondents answer can be seen in table 5 below.

Table 5. Teacher discipline to teach

No.	Alternative Answers	Frequency	Percent (%)
1	2	3	4
1.	The discipline increases after the teacher receives Teacher Profession benefit	15	22.06
2.	The discipline is not determined by Teacher Profession benefit	23	33.82
3.	The discipline absolutely is not determined by Teacher Profession benefit	30	44.12
Total		68	100

Source: Processed Data Result, 2017

Table 5 shows that 53 (77.94%) respondents/teachers said that teachers' teaching discipline improvement is not determined or not determined by Teacher Profession benefit, while only 15 (22.06%) respondents said the discipline increases after the teachers receive Teacher Profession Allowances.

b) Teacher performance

Related to the effect of Teacher Profession Benefit on teacher productivity improvement, on teacher performance aspect, question posed to respondent is: Does the Teacher Work Achievement increase after receiving the Teacher Profession benefit? Respondents' answers can be seen in table 6 below.

Table 6. Teacher performance

No.	Alternative Answers	Frequency	Percent (%)
1	2	3	4
1.	Teacher's work performance increases after receiving Teacher Profession benefit	15	22.06
2.	Teacher's work performance is not determined by Teacher Profession Benefit	23	33.82
3.	Teacher's work performance increases Absolutely not determined by Teacher Profession Benefit	30	44.12
Jumlah		68	100

Source: Processed Data Result, 2017

Table 6 shows that 53 (77.94%) respondents/teachers said that teacher performance increase is not determined or not determined by Teacher Profession benefit, while only 15 (22.06%) respondents said Teachers work performance increase after receiving Teacher Profession benefit.

c) Teacher work motivation

Related to Teacher Profession benefit to improve productivity, on teacher work motivation aspect, question posed to respondent: Is Teacher Work Motivation improved after receiving Teacher Profession benefit. Respondents answer can be seen in table 7 below.

Table 7. Teacher work motivation

No.	Alternative Answers	Frequency	Percent (%)
1	2	3	4
1.	Teachers motivation increase after receiving the Professional Teacher Benefit	11	16.18
2.	Teachers motivation increase are not determined by Teacher Profession Benefit	22	32.35
3.	Teachers motivation increase absolutely are not determined by Teacher Profession Benefit	35	51.47
Total		68	100

Source: Processed Data Result, 2017

Table 7 shows that 57 (83.82%) respondents/teachers said that work motivation increase are not determined or not determined by Teacher Profession benefit, while only 11 (16.18%) respondents said that Teachers Motivation Work increases after receiving teachers Profession benefit.

The analysis technique of frequency distribution shows that Effect of Teacher Profession benefit Policy Implementation to improve Professionalism of Senior High School Teacher in Gorontalo City, especially Teacher Productivity, both in Dimension of Teachers Discipline and Teacher Work Achievement or Teacher Motivation are 22.10% depends on and determined by Teacher Profession Benefit, while more dominant or

79.90% depend and determined by existence and dedication and responsibility of teachers.

V. CLOSING

A. Conclusion

The data analysis and discussion above can achieve conclusion below.

1. Implementation of Teacher Profession Benefit Policy affect to improve Professionalism of Senior High School Teachers in Gorontalo City, especially to improve the Learning quality, both Learning quality Tools, Teacher Quality Improvement and Teacher Loyalty. However, the more dominant is depend and determined by the roles and responsibilities of teachers.
2. Implementation of Teacher Profession Benefit Policy affect to improve Professionalism of Senior High School Teacher in Gorontalo City, especially to increase Teacher Productivity, both in dimension of Teachers Discipline Improvement, Teachers Work Achievement and Teachers Motivation. However, the more dominant is depend and determined by the roles and responsibilities of teachers.

B. Suggestions

Based on above conclusions, the suggestion can be stated below.

1. The quality improvement of teacher learning and productivity should not depend on Teacher Profession Benefit policy. The teachers themselves should get motivation to improve quality of teacher learning and productivity itself.
2. The Education Office and school should prioritize the improvement of teachers quality through education and training forums or technical guidance, including to support teacher more active in Teachers' Consultative Forum.

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