

## Between the Mountain and the Sea: Positioning Indonesia

This book is a compilation of papers presented at the 5th International Indonesia Forum, entitled "Between the Mountain and the Sea: Positioning Indonesia". The forum was held in Yogyakarta on 9-10 July, 2012, sponsored by Universitas Gadjah Mada (Indonesia) and Yale University (USA).

The papers included in this volume deal in different ways with the concept "Between the Mountain and the Sea." One of the several ways to interpret this concept is to draw from its traditional Hindu-Buddhist roots, characterized—among other things—by a culture that is keenly aware of society's place in a world marked by the sea and the mountains.

The Balinese express this succinctly and quite correctly in the famous phrase, *Tri Hita Karana*, the Three Fundamentals of Well Being, namely the harmonious relationships with the *parahyangan* world, the *pawongan* world and the *palemahan* world.

If one reads the articles in this book one will see these three relationships reflected. There are papers discussing humans in relation to the environment; papers analyzing problems in human and social relationships; and papers discussing the spiritual and religious aspects of life, or the lives of the people in relation to the supernatural world.

The 5th International Indonesia Forum Conference sought to examine pertinent issues and this edited volume signifies efforts to contribute to the understanding of these issues. The acts of positioning entail locating or re-locating Indonesia or its constituent parts between mountains and the seas and beyond, both physical and metaphorical. It is hoped that this volume offers a wealth of insights and information on a range of cases that render various issues more intelligible.



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Between the Mountain and the Sea:  
Positioning Indonesia

Editors:  
Frank Dhont  
Tracy Wright Webster  
Rommel A. Curaming

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# REFORMING TEACHER TRAINING FOR BETTER EDUCATION IN INDONESIA

Priadi Surya  
Yogyakarta State University

## Introduction

Teaching as a profession is regulated by the Indonesian Law No. 14 (2005) concerning Teachers and Lecturers but in its empirical implementation teaching is still far from a perfected profession. Indonesia is facing a transition period from the former *Teaching Licence-Act IV (Akta IV)* to a Professional Teacher Certificate as a teaching licence. Professional certification will be given after the teacher candidate completes the bachelor degree plus the profession education. Currently, Indonesia has no teaching licence for the pre-service teacher since the *Akta IV* licence has been stopped and the Professional Teacher Certificate is not yet given. Accordingly, many fresh graduates have no 'teaching licence'. Those who hold the bachelor degree in education have been prepared to be teachers, but the others have not. This situation is confusing the educational system. Teacher Education Institutes/Universities have not yet started the pre-service teacher professional education.

Teacher education is conducted through academic education and professional education. The academic education element is carried out through an undergraduate program, comprising both educational and non-educational majors. The professional education element as a continuation of the teacher education which leads to gaining a teaching certificate, and is carried out after the academic or undergraduate program. In becoming an education professional, one must complete training that consists of an academic education that develops academic competence, in order to master the scientific

foundation for the practice of the profession and which leads to the attainment of academic qualifications and the bestowal of a Bachelor's degree. Professional education is achieved by the establishment and enhancement of professional tips through the exercise and application of academic competence through practicums that take place in authentic settings (Kartadinata, 2011: 8).

Teaching licensure in Indonesia has been transformed several times over the last two decades. The former *Akta IV* has been changed into the Professional Teacher Certificate since the promulgation of the Law of the Republic of Indonesia Number 14 (2005) concerning Teachers and Lecturers. The Professional Teacher Certificate is obtained from the Professional Teachers' Certification process. However, the Government has not yet started the program for the pre-service teacher.

In-service teacher certification is also done through the self-appraisal and portfolio method, and through Teacher Education and Professional Training (*Pendidikan dan Latihan Profesi Guru/PLPG*) and Professional Education for In-Service Teachers (*Pendidikan Profesi Guru/PPG dalam jabatan*). In the future, teachers who join the *PPG* must pass the Preliminary Competency Test (*Ujian Kompetensi Awal/UKA*).

Teacher candidates who have recently graduated with both education and non-education majors, are not yet allowed to join the certification method through the pre-service teacher profession education (*PPG Prajabatan*). The pre-service teacher profession education has not yet started on a national scale.

There are Teacher Education Institutes (*Lembaga Pendidikan Tenaga Kependidikan/LPTK*) which organize their own Pre-service Teacher Profession Education (*PPG Prajabatan*). The transition period from *Akta IV* to professional teacher certification is the main issue of concern here. Can we say that those who hold the Bachelor of Education degree but have no *Akta IV* are professional teachers? How about those who hold the Bachelor degree with non-educational majors? Why hasn't the Pre-service Professional Teacher Education (*PPG Prajabatan*) started yet nationally? What is the impact if this

transition period is not immediately terminated? The Department of Education and Culture (Kemdikbud, 2011) assessed that Indonesia has a bad protection system for the teaching profession. However, we do expect a strengthening of the implementation of the protection. Is the protection interpreted as a closed profession, such as that for doctors and psychologists?

Problematically, teaching colleges (*LPTK*) have not immediately opened the Teacher Profession Education (*PPG*) to pre-service teachers. Fresh graduates cannot directly join the *PPG* because it is limited only to in-service teacher colleges that have cooperated with the government.

I am concerned that the teaching profession protection will be difficult to implement. Undergraduates and even those who do not hold a bachelor degree may simply become teachers if there is inadequate protection of the teaching profession. The ideal of making teaching a profession is still very far from expectations. To some teachers, it will be just another job which can be entered by anyone - even unqualified people. I suggest that teacher training should produce the best teacher for better education in Indonesia.

### Preview of Teacher Education

Indonesian national policy on teacher education is the main priority for the teachers' utilization. The teacher education system in Indonesia is currently in a transition period. The *Akta IV* has been removed; however, professional teacher certification through the system of pre-service teacher professional education has not yet started. There is currently a vacuum period in respect to an established pre-service teacher education.

Basically, the educational subjects included in the *Akta IV* are still foundational for students undertaking an education major (*SI Kependidikan*). These graduates, who hold the degree of Bachelor of Education (*Sarjana Pendidikan/S.Pd.*), actually have the competency to teach, although this is no longer stated in *Akta IV*. Should they continue their education at the professional level after their undergraduate degree?

Those who hold the bachelor degree with a non-education major and who want to be teachers can no longer take *Akta IV*. They are required to follow the Pre-service Teacher Professional Education (*PPG Prajabatan*). Again, this national program is not yet implemented. However, this does not mean that they stop working as teachers. This is because the process of recruitment of teachers often does not consider the suitability of the nature of the major of their degrees. Protection of the teaching profession is still weak. Public and private schools are free to recruit teachers as they please.

**Table 1.** European Teacher Education Framework

	Main Actor	System	What	How	
				Pedagogy	Structure
Macro	National and local governments	For example, decisions on degree level (BA/MA)	For example, decisions on national teacher standards	For example, decisions on compulsory teaching practice	For example, decisions on the amount of teaching practice
Meso	Head or faculty board of university or teacher education institute	For example, division in departments responsible for parts of the curriculum	For example, decisions on criteria for examination	For example, decisions to use a problem-based curriculum approach throughout the course curriculum	For example, the number of credits awarded for completing a specific
Micro	Teacher educator		For example, emphasis on specific skills or competences	For example, design of specific problems, the interaction during the mentoring of teaching practice and the choice of methods	For example, the planning of lessons

The conceptual framework of teacher education in Europe (Snoek & Zogla, 2009: 13) covers the role of education in at least three levels in a country. At the macro-level is the role demanded of central and local governments nationwide. At the meso-level is the role demanded of teacher education colleges (*LPTK*). At the micro-level is the role demanded of teacher educators. In Indonesia, the parties at each level should have promptly implemented a pre-service teacher education system following the abolition of the *Akta IV*.

Pre-service teacher education has undergone a transformation from the SPG (*Sekolah Pendidikan Guru/Teacher Education at Higher Secondary School Level*), to IKIP (*Institut Keguruan dan Ilmu Pendidikan/the Teacher Training and Education Institute*), and now to university level. Since the enactment of Law No. 14, 2005, concerning Teachers and Lecturers, Teacher Education Colleges (*LPTK*) no longer offer the *Akta IV* program. Students who study an educational major still get an integrated educational curriculum, materials or subjects but what about those who graduate with a non-educational major? Indeed, they are not designed to be teachers. They are designed not to work as teachers. If their careers traversed smoothly, then there would be no need to accommodate them in teacher education. However, Law No. 14, 2005, concerning Teachers and Lecturers has mandated a teaching profession incentive that has increased the interest of society in this profession. It is no wonder then that many non-education graduates look to the teaching profession as a career option.

For decades we have heard that it would be better to be a teacher than to not work at all. This view still seems relevant to today's conditions. The competition for employment in the corporate and industrial world has become more intense. Fresh graduates are no longer limited to thinking only of the suitability of their major to their work.

There are pros and cons in the multi-entry teacher profession education options. Purwanta (2010) states that there are many critics of the implementation of *PPG* policy, particularly among education

experts. One criticism is that the soul of an educator cannot be implanted in a short time.

In the context of Indonesia today, the educational experts at the Teacher Education Summit of December 15, 2011, declared the following recommendations to all parties in terms of teacher education:

1. Standardizing the management of educational institutions and educational staff supported by the human resources, infrastructure and teaching schools, as well as by adequate financing.
2. Structuring and development of student recruitment and selection of prospective teachers to ensure the acquisition of candidates that really have the potential to become high quality, professional teachers of strong character.
3. Organizing the boarding education for teaching candidates with 'official bond' to establish their identity and character development.
4. Rearranging the programs and teacher education curriculum, and academic and professional education as a whole.
5. Standardizing the quality of teacher education to empower academic culture.
6. Developing models for the determination of the workload of teachers to be more proportionate to allow the teachers have the opportunity to develop professionally.
7. Reforming teacher-personnel management which is controlled nationally.
8. Establishing the National Council of Teachers to supervise teacher education quality.

They recommend taking affirmative action which is accompanied by a thorough rearrangement of laws relating to education, teacher education, and teacher and educator personnel management. I think we need to restructure the pre-service teacher profession educational system for education and non-education undergraduates. Following graduation from high school, selection is only



for those who are talented, highly interested and have the ability to become teachers. We cannot deny that under current conditions there are teachers who did not originally plan to become teachers. For bachelor degree graduates who majored in non-education areas and who struggled to find work elsewhere, becoming a teachers is a last resort preferable to being unemployed. Conversely, there are bachelor degree graduates who majored in education who are not too serious about being a teacher.

Growing interest in becoming a teacher in our community has caused the formal legal recognition of teaching as a profession. The government provides an allowance for certified teachers for one-time salary. We can imagine how much money should be given if the Pre-service Teacher Professional Education (*PPG Prajabatan*) is implemented and as the number of certified teachers increases each year. As yet, however, it does not seem a government priority program.

### *Concurrent Teacher Education Model*

The concurrent teacher education model is a model of teacher education in which content and pedagogy are learnt simultaneously from the beginning of the course. Educational subjects are presented from the first course at the teachers' college. The character building of students as future educators is developed as early as possible. Permana (2006: 9) suggests that teacher education is an integrated program of education for prospective teachers who seek the mastery of science, technology and/or the arts as a source of teaching material simultaneously with the formation of their teaching skills.

The process lasts from the time students commence their degrees until the time of their final exams. If this is so, the question is how is the "educator soul" implanted? The answer is that because the education-teaching and learning is deployed from the beginning to the end of a semester, the "educator's soul" would be within subject courses, so the result will be relatively equal whether it is incorporated in one year or spread out over many semesters (Purwanta, 2010).

Education experts may believe that the ideal model is the concurrent model. Internalization of the teaching profession is better than the consecutive model. The design of consecutive teacher education models will not contribute significantly to teacher candidate quality. This is because of a variety of underlying reasons, especially educational science familiarity that can be fostered from the beginning without prejudice to the mastery of scientific fields. The fundamental model of concurrent teacher education program is consistently implemented as a teacher education program in *LPTK* (Dantes, 2007: 463).

### *Consecutive Teacher Education*

The consecutive model of teacher education is a model of teacher education that takes place in quick succession. The purpose of this sequence is that prospective teachers initially study specific or non-educational subjects first, and then add educational subjects. The additional credits package is then known as the *Akta IV* program. Permana (2006: 9) states that the consecutive model of teacher education is an education program for prospective teachers who have mastered the sciences, technology and/or arts as the teaching resource materials, and who then seeks to develop teaching skills. Purwanta (2010) states that the consecutive model of teacher education begins with appropriate mastery of specific disciplines in secondary school subjects, and then added (plug-in) ability of teaching.

### **Act IV Teaching Licence**

The Act IV Teaching Licence (*Akta Mengajar IV* or *Akta IV*) is a teaching certificate or teaching licence for those who want to work as a teacher. *Akta IV* could only be provided by teacher colleges (*LPTK*). *Akta IV* was replaced by a Certificate of the Teaching Profession that is consistent with the recognition of teachers as a profession under Law No. 14, 2005, concerning Teachers and Lecturers.

The *Akta IV* program was an academic education approach. A number of educational courses were given in the form of theoretical and practical components, including the Teaching Internship Program in the form of teaching practice in schools.

The *Akta IV* program provides the opportunity for non-education students and graduates to obtain their authority to teach at the high school level. This program has a dual purpose, namely to make the teaching profession open to non-education degree teachers (in consecutive), and to provide protection by requiring the ownership of the teaching profession for teachers teaching certificate. Undergraduates who majored in education automatically got the *Akta IV* through an integrated education program (concurrent) (Dikti, 1981: 16).

### **Teacher Certification through Pre-service Teacher Profession Education**

Professional education is higher education following an undergraduate program and which prepares students for a job with special expertise requirements. It requires commitment, ethics, and establishment of collegiality (Riyanto, 2008).

The *Akta IV* teaching licence has been upgraded through a professional education certificate. In contrast to other professions, such as doctors and psychologists, which are covered or closed professions, the teaching profession remains open. The teaching profession can be occupied by anyone with an undergraduate background of different disciplines. This duality in undergraduate source makes for variety in teacher education programs.

Graduates majoring in education in the recent past were automatically granted the *Akta IV*, and had the authority to teach. The Pre-service Teacher Profession Education (*PPG Prajabatan*) in particular, requires a Bachelor of Education to study the profession beyond undergraduate level, even though the student may have completed educational courses or units prior. This form of teacher education represents a combined concurrent-consecutive model (Riyanto, 2008).

It is concurrent because it is basically a Bachelor of Education that incorporates teacher training and educational materials from the beginning of the course and consecutive in that it sets the requirements for continuing education within the education profession.

Non-education undergraduates can follow the Pre-service Teacher Profession education (*PPG Prajabatan*) method if they wish to become teachers. After completing their undergraduate degrees, they follow the education profession for at least two semesters. The model is patterned on the consecutive teacher education model but this model is likely to be a combined concurrent-consecutive model (Riyanto, 2008). It could be called concurrent because basically they already hold a Bachelor of Education with teacher training and educational materials since the beginning of college. Then the consecutive nature occurs when they are required to progress forward to the education profession.

### **Ad Interim Teacher Education or Transition Period**

#### ***Double Bachelor Degree (Education and Non-Education Simultaneously)***

Some state and private universities (*LPTK*) made a breakthrough by establishing two degree programs. The Bachelor of Education and the Bachelor of Non-education Sciences can be taken at the same time. For example, a student enrolled in Chemistry courses seeking an additional degree, would simply add a number of course credits in Chemistry Education. At the end of study, the student would obtain both a Bachelor of Education (*Sarjana Pendidikan/S.Pd.*) and a Bachelor of Science (*Sarjana Sains/S.Si.*). This breakthrough could be understood as an *LPTK* attempt to fill the void of the Pre-service Education (*PPG Prajabatan*) in transition, especially for non-education students. Alternatively, students can also increase the number of education credits from non-educational courses and earn a Bachelor's degree in pure science/non-education science.

I think this kind of program is temporary. Basic education courses were formerly contained in the *Akta IV* program, administered as an additional course for non-education students. With the teaching authority first set forth in *Akta IV*, the program was converted into the bestowal of a Bachelor of Education as a second bachelor degree.

### *Pre-Teacher Professional Education (Limited Autonomous Teacher College)*

The Government has designed the Professional Teacher Education (*PPG*) as a professional education that seeks to accommodate undergraduate education and undergraduate non-education professionals in becoming teachers. In contrast to *Akta IV*, in which undergraduate education has embarked on educational curriculum in the Strata 1 (S1) and after graduation immediately gives the authority to teach, the Government is still obliged to pursue graduate education *PPG*. Similarly, non-education graduates who wish to be teachers are required to take *PPG* with more material than participants with an education major. Thus, there are increased academic standards for teacher qualifications than bachelor degree, with bachelor degree plus the education profession. The Teacher Professional Certificate is awarded only to those who have passed the Pre-service Professional Teacher Education.

In the current transitional period, *Akta IV* program has ended but it has not been immediately and widely offset by the availability of the implementation of Pre-service Professional Teacher Education (*PPG Prajabatan*). *PPG* is available for in-service teachers, and implementation is chosen by the district/local education authority. That is why the teacher colleges organize the *PPG* only for teachers recommended by the district/local education authority. The quota of teachers admitted to the *PPG* is limited due to a low budget.

Some teacher's colleges are organized in cooperation with the district/municipal government in order to provide scholarships and bonds for the best high school graduates. They are enrolled in the teacher's colleges that have agreed to provide special classes for these

study groups in various study programs. The teacher's colleges provide the academic education, followed by Pre-service Professional Teacher Education (PPG Prajabatan) for these special study groups. The teacher's colleges only provide the PPG *Prajabatan* program if there is already a cooperative agreement and guarantee on financing by the district/municipal governments. The education system can be assured that the teaching profession is an independent model for teacher's colleges. The autonomy of higher education can actually be used by teacher's colleges to design and implement PPG *Prajabatan* without waiting for central government policy. The teacher's colleges have been given the task of developing the teaching profession. The awarding of the certificate is the professional recognition of the competence of the profession's position. All rights, powers and duties related to the profession are granted to the recipient. Universities move with professional organizations to run tasks in the realm of science and the profession. Consideration should be given on how to implement PPG *Prajabatan* whether or not the Government is prepared to provide professional allowances or total autonomy for teacher education institutes (see Snoek and Zogla, 2009: 18).

Pre-service Professional Teacher Education (PPG *Prajabatan*) hold true to professional propriety, and should not be based on the orders of the municipality/district government. It is strange if teacher's colleges only serve certain capital owners. Pre-service Professional Teacher Education (PPG *Prajabatan*) should not be a commodity that is tailored to the payer.

At the limited pre-service professional teacher education (PPG *Prajabatan*) like this, the participants are the high school graduates of the region. In cooperation with the teacher colleges, district/municipal governments have penetrated the academic program. The program is designed and arranged on time, including the budget. While on the other hand, the abilities of the students differ. PPG *Prajabatan* program implementation should boost the value of a student. The author is concerned that the implementation of this program is not serious, and even forces students into it who actually do not have a decent pass. Moreover, this is an integrated teacher education and is

continuous. What is the quality of education that is produced when the educators are not optimal?

## **National Pre-Service Professional Teacher Education**

### *Academic Teacher Education*

Professional education is undertaken by the college council with reference to the profession. In well established professions such as medicine, professional education undertaken by the medical physician educator with reference to the Education Professional Standards set by the Indonesian Medical Council (see the Physicians Professional Education Standards, 2006).

The teacher education system in Europe emphasizes that teachers must be highly qualified: they must graduate from an institution of higher education or equivalent, and teacher education programs should be delivered in the third cycle of higher education (Bachelor, Master and Doctorate), in order to ensure their position in the field of European higher education and to increase opportunities for advancement and mobility (Zoglaand Snoek, 2009: 14).

The position of teacher education in higher education is recognized throughout Europe, but the higher education system is different and therefore the position of teacher education varies. In many countries, there is only one type of higher education institution, namely universities. In other countries, there are several types of higher education institutions: universities and professional colleges, such as Hogescholen Opgskole in Norway and Flanders in Holland. However, all higher education institutions are registered with the International Standard Classification of Education (ISCED).

Teacher education policy, including education and the teaching profession can generally be grouped according to three levels of autonomy, that is, no autonomy, total autonomy, and limited autonomy for teacher education institutes (Zoglaand Snoek, 2009: 18)

### *No autonomy for teacher education institutes*

Teacher education policies, especially the content and structure of the teacher education curriculum are formulated at the macro level, that is, by the central government. Teacher colleges very obediently follow the regulations issued by the top-level education authority, which determines the compulsory subjects, the core curriculum subjects and optional subjects and program time allocation. Regulations can be enforced through a national exam or through rigorous curriculum guidelines.

With respect to the national exams for the teacher education, the central Government, especially the Ministry of Education and Culture, has started to require teachers to follow the Preliminary Competency Test (*Ujian Kompetensi Awal/UKA*). This exam is intended to screen eligible teachers for Professional Teacher Education and Training (*PLPG*). There is no clarity, however, in relation to what provisions will apply to this *UKA* for pre-service teachers in the future.

In addition to the role of central Government, a national council is also required to have a role with a national profession. As yet there is no teacher's council in Indonesia. Various teachers' organizations exist but they are not yet led by a council. Teacher organizations and teacher's colleges could lead in the formation of a teachers' council in Indonesia. ISPI, PGRI, IGI and the teacher's colleges associations can be pioneers.

### *Total autonomy for teacher education institutes*

The content and structure of the curriculum can be formulated on the meso- and micro- levels. Teacher's colleges are entirely free to decide what programs they offer and how they are organized in terms of content and/or time.

There are almost no teacher's colleges of this type. Some hold that pre-service teacher education does not reflect the higher education institution's full autonomy, because the pre-service professional teacher education is conducted in cooperation with the district/municipal authority. A national policy has not been rolled out, and a



bold *LPTK* has not been developed because of the autonomy of science or the competent authority of the universities in carrying out the educational profession.

*Limited autonomy for teacher education institutes*

The content and/or structure of the curriculum is mostly formulated at the macro level and partially at the meso and micro levels. Official documentation, issued by top-level education authorities, provides the basis for *LPTK* to develop their own curricula. These documents specify the minimum requirements for the compulsory subjects, the number of general and professional training, training exams targets, and minimum standards required by the teachers when they have completed their initial education.

This type of situation describes the real conditions of teacher education by *LPTK* today. In an academic and legal sense, the teaching profession has been established through the rule of government, including pre-service teachers. At the level of implementation there are still many obstacles. As a national policy that has not yet started, *LPTK* is still likely to be held as independent. However, what is independent? Apparently, there is a half-hearted attitude by *LPTK* in organizing pre-service education. They only service the orders of the municipality/district authority. Pre-service teacher education must be implemented widely and openly in order to fully realize the needs of the profession.

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