

Student Teacher Recruitment in Indonesia: An Initial Step to Promote Teacher Professionalism and Teaching Professionalization

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Abstract– Teacher professionalism should arise since the recruitment into initial teacher education (ITE) program, during teacher education process, and graduation to become a novice teacher. This consecutive process supports the promoting of teacher professionalism in the ITE phase; provides the sufficient individuals for teaching characteristics; and retains them until the graduation. This paper aims to construct a conceptual framework of student teacher recruitment as an initial step to promote teacher professionalism and teaching professionalization. The conceptual framework is derived from a literature review and policy document analysis, the research methods of this paper. The findings encompass the conception of the student teacher recruitment in Indonesian higher education institution for ITE; especially, for the traditional B.Ed. program and the new *Pendidikan Profesi Guru* (PPG), the Indonesian version of one-year-professional-ITE at postgraduate level. This is to anticipate the current policy which uplifted the minimum qualification for certified teacher into postgraduate level. The findings suggest an integrated program of PPG which automatically accepts the B.Ed. graduates or a modified five-year-Masters in Teaching which contains the B.Ed. and PPG courses. Thus, university only recruits the qualified secondary school graduates to enroll an integrated B.Ed. & PPG program.

Keywords–student teacher recruitment, initial teacher education, teacher professionalism, teaching professionalization

I. INTRODUCTION

Currently, many young people in Indonesia are attracted to become teachers as result of the higher salaries and the raised professional status of the teaching profession. The doubling of teacher income has significantly increased the status of the teaching profession and attracted better candidates to apply to teacher training institutions [1]. Indonesian teachers must have the necessary talent, interest, zeal, idealism, commitment, faith, piety, and a noble character. For teachers to be able to develop these attributes, they must undergo formal teacher education before they are certified as qualified teachers. The recruitment to any teacher program must be robust and so must be the teacher's induction program. However, there are gaps between theory

and practice in terms of ITE in Indonesia. It has been reported that the curriculum in ITE is too traditional and is yet to be modernized [2]. As a result, it has been recommended that there is the need to expand and support current training programs at each point along the continuum of teacher learning, which includes ITE, induction, preparation for master teacher, preparation for headmaster, and preparation for supervisor.

On the other hand, teacher policy should be directed towards the teaching profession as whole to develop teachers' knowledge and skills [3]. This develops teacher profiles, viewing teacher development as a continuum, making teacher education more flexible and responsive, accrediting teacher education programs, and integrating professional development throughout the career. The policy should be implemented through improving selection into teacher education, improving practical field experiences, certifying new teachers, and strengthening induction programs.

The similar trends of continuum teacher development also appears in Indonesia. The government designs the comprehensive teacher development in Indonesia. It figures the teacher profile and general policy of teacher, such as teacher certification based on academic and competence qualification, teacher's rights and obligation compliance as a professional according to professionalism principles, strategic policy of teacher deployment, and strategic policy of teacher professional development to enhance teacher professionalism and services [4]. In addition, the minimum qualification for teaching is uplifted from undergraduate degree to PPG level. This implies the more flexible of ITE while the PPG accommodates both B.Ed. graduates and other major graduates. The new scheme may challenge the historical mainstream scheme of ITE through the four-and-a-half-year-B.Ed. Therefore, both the B.Ed. and PPG programs could improve their new students' selection system to maintain their input quality.

II. RESEARCH METHODS

This paper employs literature review and policy document analysis to construct a conceptual framework of student teacher recruitment in Indonesia. The recent literature related to the themes of teacher professionalism, ITE, and student teacher recruitment are selected from the acknowledged journals and reports. In addition, the Indonesian policy documents related to teaching profession and ITE, mainly the Teacher Act No. 14/2005 and its implementing regulation, are analysed thematically [5].

Thematic analysis identifies, analyses, and reports patterns or themes within data which organises and describes the data set in rich detail [6]. This thematic analysis is chosen because it can be an interpretivist method which can be used to examine the ways in which events, realities, meaning, experiences related to the student teacher recruitment in ITE in Indonesia. In addition, it is aptly suited for investigation which encapsulate policy implementation [7]. The approach helps to describe and interpret what is happening in a particular setting, in the same time it could be used to generate concept.

III. STUDENT TEACHER RECRUITMENT, TEACHER PROFESSIONALISM, AND TEACHING PROFESSIONALIZATION

A. *Teacher Professionalism and Teaching Professionalization*

As teaching development now is viewed as a continuum, there should be a connection between teacher recruitment, teacher education process, teacher induction, and teacher continuous professional development or professional learning [8]. Consequently, all of these stages should be based on the philosophical thought of teaching as a profession and its professionalization. The examination of student teachers' motivations for entering a teaching degree, as well as their expectations regarding the teaching profession suggests that shared values are a matter of significance and a matter that would be interesting to explore further [9]. Besides focussing on the student teachers side, the institutions side could complements for it. Furthermore, such a study might be useful for a critical discussion concerning how the mode of recruitment may have an impact on the subsequent outcome regarding the development of student teachers' professional identities.

The classic professionalism demands for much autonomy to make decision making while a professional performs his or her professional task. This is based on the reflective professional judgement which is derived from body knowledge of teaching. However, the contemporary discourse about teacher professionalism compromise the means of qualities to such performance standards from external, like governments. The trustworthiness of qualify teachers are considered whether they conform to

governments' policy direction, for example the emphasis of pupil achievement as quality teaching indicator.

Insights into teacher professionalism can be gained by considering other professions, such as medical professions. The recruitment of students for medical education relatively analogous to an initial step for entering the profession. There is no another way to become a doctor without medical degree at undergraduate and professional education for physician at postgraduate level. This exclusive educational pathway shows sustainable channel from education phase into professional practices. Professionalism starts from the initial entrance of higher education; retained during the education process; and continued as long as they do the professional practice. On the other hand, those who do not study at that education program are strictly impossible to enter the profession and its professionalism. Differently, there are many, or even too many, ways to become a teacher which sometimes are ignoring the professionalism principles.

Teacher professionalism refers to the combination of all of the qualities which are connected with educated, trained, and skilled teacher. In general, scholars mostly divide the characteristics of teacher professionalism into both personal professional attributes and knowledge and skills related to professional practice [10]. The importance of becoming good teacher is that teachers' pedagogical, educational, instructional methods and personal commitment are decisive in teaching being productive and effective [11].

Teacher professionalism could refer to attributes related to appropriate conduct. Professionalism is how teacher conduct himself or herself, personally, in his or her classroom, and in his or her life as he or she lives it. The key attributes of professionalism could be listed into dress and demeanour, appropriate communication, and appropriate work habits. In addition, there is a body of knowledge around education that teacher need to know to be able to teach, such as learning theory, reading strategies, child development, adolescent development, also content knowledge [12]. Furthermore, teachers need not only to know what, but also to master why they do so that they can make good decisions, based on knowledge, to back it up. However, this professionalism apparently narrow into the scope of teachers' individual tasks in classroom.

Teacher professionalism also could be a practice and concept that is plastic, emotive and is constantly being challenged and changed as a result of internal and external pressures. Performance cultures are now premised on increased accountability and enacted through standards regimes [13]. These have created the conditions for a more conservative and risk-averse teaching profession; as controlled or compliant professionalism. The controlled professionalism is related to accountability and control by government; upgrading of skills; passive recipient of knowledge; and teacher as technician. Meanwhile the

compliant professionalism is related to compliance with government change agenda, modify existing practices, transmission of knowledge, and teacher as craft worker. These two professionalism have moved away from the classical thought of professionalism which demands for much degree of autonomy. Furthermore, there are possible discursive spaces whereby teachers could be more collaborative or engaged in research; in which they share common vocabulary about practice and how to improve that practice. Teachers as learners commit to personal and social transformation for the betterment of all citizenry. Teachers could have collaborative professionalism and activist professionalism. Collaborative professionalism is related to procedurally driven professional renewal, rethink and renew practices, proscribed collaborative learning networks, teacher as reflective learner, and teacher working individually towards their own improvement. Meanwhile activist professionalism is related to transformative practices, production of new knowledge, practitioner enquiry which is teacher as researcher, and teachers working collectively towards ongoing improvement.

Nevertheless, the impact of the increasingly performative nature of the assessment of teachers' performance cannot always lead to either compliant or resistant to the demands of performative management systems and government initiatives. This is a trigger of a bureaucratic professionalism, a complex, nuanced view of identity in a performative profession [14]. Teachers could more capable of adaption to demands of external regulation and accountability than is generally thought to be the case by the other literature. The tension between accountability and autonomy are acknowledged, but are accommodated rather than creating irreconcilable conflicts, and the teachers do not appear to share the characteristics of the compliant and activist professionalism.

The actualization of accountability is teacher professionalism that under a performance-pay approach. This could be influenced in three ways [15]. First, in order to meet the requirements of the performance evaluation, teachers might work to meet indicators instead of using their own professional judgement. Second, good performance on the evaluation could give some teachers opportunities to engage in professional development as rewards, while other teachers could not receive authentic development through ordinary in-service training. Third, teachers could begin to cooperate for test scores in order to improve student performance. These show such a degree of the manifestation of controlled professionalism, compliant professionalism, and collaborative professionalism.

In conclusion, the combination of all of the qualities of educated, trained, and skilled teachers could be defined and measured through various approaches. The term of qualities refers to both teachers' personal professional attributes and knowledge and skills related to professional practice. ITE have role to assure that their graduates possess this body

knowledge and skills of teaching and have personal professional attributes. Teacher professionalism embedment in ITE is not only encompasses how can novice teachers perform their professional tasks, but also how can they be a good teacher.

B. Student Teacher Recruitment

Ideally, teacher professionalism arises since the initial recruitment into ITE program, during the teacher education process, and graduation to become a novice teacher. This consecutive process supports to the promoting of teacher professionalism in the ITE phase; provides the sufficient individuals for teaching characteristics; and retains them until the graduation. Recruitment is more than a technical procedure with a view to hiring teachers. If the profession is to become more attractive and to attract the best candidates, the recruitment stage needs to be considered as a progressive procedure closely linked to ITE, the pre-recruitment stage and a sufficiently long probation period [16]. It could be a comprehensive process characterized by a series of phases which assure within the framework of an accreditation system and the recognition of the general ability to teach. ITE is the first time students discover their future profession, its challenges and difficulties. Quite naturally, it is also one of the main elements that shape future teachers' appreciation of the profession's attractiveness.

The next issue is related to who has the authority to recruit student teachers. If the principles of profession autonomy were followed, this authority could be delegated to the university as ITE providers. A set of trends which could be further analysed against different criteria, seems to get shape decentralization of responsibility at the level of university/ITE provider at least in what the selection of candidates to student teachers is concerned. In addition, admission to initial teacher education could be translated into quite a specific role of university to identify the best students, convince them of the importance of teaching profession for society, and devise efficient and equal recruitment procedures for all student teachers [17]. Generally, at present admission seems to be governed more by general entrance requirements for higher education than by more specific selection criteria for teacher education.

Furthermore, governments could give supports to university to attract applicants to ITE [18], such as: emphasise the positive characteristics of teaching and challenge negative perceptions; provide positive real-life experiences of teaching; identify the key attractions and disincentives for specific target groups and tailor campaigns and strategies accordingly; focus more effort on undergraduates who are undecided about teaching as a career or have not considered it; make effective use of financial incentives and ensure that withdrawal/non-completion students at all stages, from application, through training and into the first years as a teacher, is reduced to a minimum.

IV. STUDENT TEACHER RECRUITMENT IN INDONESIAN HIGHER EDUCATION INSTITUTION FOR INITIAL TEACHER EDUCATION

Basically, teacher recruitment is very crucial, both since at ITE level and school entrance. However, it is very common that students who enter teacher education are not always intentionally desire to take up teacher position. Meanwhile, non-ITE graduates can easily enter the teaching profession. In general, the selection of student entrance in Indonesia's ITE is not yet designed specifically as teacher candidates' selection. This is due to the national convention among the public higher education institutions for organizing a national selection of student admission together and it is funded by government. The formats of this new undergraduate students' selection are divided into academic portfolio-based pathway and aptitude test-based pathway. In fact, the methods are being used for all major of study programs without distinguish each specific characteristics, including the ITE program.

In Indonesia nationally, the recruitment of student teacher at teacher education institutes is integrated with other programs through a national admission system of higher education. There are various admission paths on ITE program. First, the national admission is portfolio-based through academic report assessment of students. Each university selects potential students based on their secondary education academic records. This is called as *Seleksi Nasional Masuk Perguruan Tinggi Negeri (SNMPTN)*. The largest students' proportion is selected on this admission path. Secondly, student teachers are recruited through the national admission by aptitude test. This is called *Seleksi Bersama Masuk Perguruan Tinggi Negeri (SBMPTN)*. Thirdly, students teachers are recruited through admission mechanism which organized by each universities. This is commonly called as *Seleksi Mandiri* where university has opportunity to recruit students by their own preferred criteria and procedure. Actually, this is a very good chance for university to be selective and objective. They can collaborate with local professional bodies or councils and local education authorities. However, some universities recruit their students by themselves through aptitude test, practical test for certain subjects such as arts and sports, yet without interview to dig in students' motivation and personality. This might be a backward while by a decade ago some universities interviewed the applicants of two-year-diploma ITE. The interview gave a huge chance to reveal the applicants' intention to become a teacher.

Although the academic portfolio approach appears to be the main selection method in the ITE, it is not guarantee the student teachers' preparedness for teaching. The relationship between commonly used admission criteria [such as Grade Point Average (GPA) and a written candidate profile] and the preparedness of teacher candidates for independent teaching sometime is not significant [19]. However, entering

GPA's could predict the promotion of student learning, critical thinking, and use of technology.

This admission to ITE seems to be governed mainly by entrance requirements for tertiary education, which entail a general examination. In matter of fact, only a third of European countries have specific selection methods for ITE in place. Aptitude tests or interviews about candidates' motivation to become a teacher are not administered in many countries, and are generally entrusted to program providers [20].

Until now, Indonesia do not have specific method of selection into ITE program, especially on the B.Ed. Nevertheless, it does not means the student teachers are not developed. This might be assumed in that student teachers' prior beliefs about education is more relate to differences in the educational systems and the influences of societies as a whole than to admissions criteria [21].

However, the better selection into ITE could consider previous educational pathways, sociodemographic characteristics, academic self-concepts, and occupational motivations [22]. In addition, another important principle in selection into ITE is equity encompasses: both equity in admissions, which is equity of access for applicants to the program; and equity through admissions, which is, equity of educational opportunity and outcomes for the student in the schools where the teachers trained by the programs will eventually teach [23].

Despite increasing applicants to ITE program, there are various responses of universities. They either raising enrolments which tend to result in them accepting lower qualified applicants or maintaining low enrolments which tend to steady on high qualified applicants [24]. The university which is more selective in admissions is better their ability to maintain ITE program's quality due to the sufficient supply of high qualified students, and vice versa. Therefore, university needs to attract and retain more and better quality student teacher's candidates and standardise the admission criteria and professional teaching requirements.

However, the ITE institutions strongly believe that they may be in the dilemmatic position to offer their undergraduate ITE programs. This is because they cannot able to assure their graduates have a huge chance for teaching profession as before. The graduates would face the tight competition for the teaching labour market, not only among the ITE graduates but also with the other major graduates. In addition, there is no strong professional protection when teachers are recruited at schools. In fact, teaching position at schools is not exclusively reserved just for ITE graduates. Furthermore, teaching profession could be stained by those who are not well-prepared through the formal ITE. This practice challenges the ideas of linking the ITE and the new teachers' development.

By 2005 teaching license was the Act IV (*Akta Mengajar IV*), which automatically granted after student teachers achieved B.Ed. The graduates would get B.Ed. certificate and Teaching License Act IV as certified teacher. However, due to the lack of control, anybody still could easily becoming teacher even they did not have the license. Legally, the Teacher Act No. 14/2005 stipulates that teachers must have bachelor degree and PPG. Teaching certification is organized by accredited teacher education institutions at university level (*Lembaga Pendidikan Tenaga Kependidikan, LPTK*). In conclusion, the B.Ed. graduates have no teaching license anymore unless they continue their study into postgraduate certificate in education level (PPG).

The pathway for being certified teacher status according to the Teacher Act No. 14/2005 gives the impression of reducing the privilege of the B.Ed. significantly. This is because the Teacher Act No. 14/2005 abolished the teaching license which the B.Ed. had for many decades before. Currently, although the B.Ed. programs continue their mission as the ITE, they have not distinction from the other majors; both of their graduates are not licensed yet to become a teacher. Furthermore, both of them must obtain the teaching certificate through the *Pendidikan Profesi Guru* (PPG), an Indonesian version of PGDE. It means, indirectly, the act create tighter competition between the B.Ed. graduates and the others, both to enrol the PPG and to enter the teaching profession later on. This could be such awareness especially for the ITE institutions to deal with this head to head competition of novice teacher provision.

Government could provide scholarship for talented young candidates to enrol ITE. Scholarship is a popular and effective innovation for increasing human capital in the teaching profession relatively. The merit-based scholarship program could attracts teacher candidates who have high academic qualifications; yields graduates who teach lower performing students, although not as challenging as the students of other beginning teachers; produces teachers who raise student achievement than other traditionally prepared teachers do; and produces teachers who stay in public school classrooms for long term period at higher rates than alternative entry or other traditionally prepared teachers [25].

V. REFLECTIONS

An integrated ITE might be a wise solution for student teacher who willing to be a teacher. For example, the integrated program such a consecutive program of PPG which automatically accepts the B.Ed. graduates or a modified five-year-master in teaching which contains the B.Ed. and PPG courses. Thus, university recruits only the qualified secondary school graduates to enrol an integrated B.Ed. & PPG program. This scheme could maintain the tradition pathway of university-based ITE through B.Ed. which provides much earlier time for students to be on the scent of teaching professionalism. However, temporarily the

PPG itself is only provided for the existing in-service teachers. Therefore, the B.Ed. graduates have no a legitimated teaching license and legally is prohibited to teach.

The initiatives of postgraduate teacher professional education are initiated cooperatively between central and local governments in Indonesia and ITE institutions as the providers. The governments design some specific programs which inference tend to accommodate B.Ed. as the mainstream pathway of ITE. Indonesia's Higher Education General Directorate (DIKTI) runs several scholarship programs, such as SM3T and PPGT.

SM3T or *Sarjana Mendidik di Daerah Terdepan, Terluar, Tertinggal*, which then becomes *Guru Garis Depan* (Front-liner Teachers) is a program of hiring the qualified B.Ed. graduates on certain majors to serve in remote area for a year and then providing scholarship on PPG. If they passed the professional examination, they would be awarded a professional certificate. Recently, the program is supported with a recruitment to appoint its alumni in many types of regency as civil servant.

Meanwhile, *Pendidikan Profesi Guru Terpadu* or PPGT is an integrated ITE program which provides scholarship for qualified higher secondary graduates from remote areas. The program consists of a four-year undergraduate degree (B.Ed.), a year postgraduate certificate in education, and obligatory service in home-region to serve. The curriculum provides at least one major subject and one minor subject as teacher expertise field. Practically, this extended competence is beneficial for remote area context of education which has problems of teacher such as shortage, unbalanced distribution, under qualification, low competencies, and mismatched.

Both SM3T and PPGT initiatives are a result of Teacher Act No. 14/2005 which stipulated teachers to be certified through PPG as a teaching certification. However, these are not yet national-wide to accommodate student teachers in universities. Teachers who are prepared accept appointment to a school in a remote area remote locality, a border zone, or a rural area have been prioritized. On their return, they are awarded a scholarship to complete postgraduate professional training and can then immediately undertake certification. This is a useful strategy to ensure the more equitable distribution of teachers [26].

Furthermore, if all current B.Ed. student teacher graduates automatically entering PPG program and achieving professional certificate, the government might have a serious financial problem to pay their professional incentive. Because of the incentive of the professional allowance, competition for the limited places has been vigorous. Selection for enrolment in this course will involve rigorous testing. However, by coming at the end of the four-year teacher education degree, the test does not effectively

manage the number entering the education profession in the first place, and thus does little to improve efficiency of resource use by teacher education institutions [27].

On the other hand, if the B.Ed. graduates are not automatically accommodated to the PPG; what they would be if they are not selected. They do not have any teaching license anymore because the Act IV was eliminated since 2005. Meanwhile, universities could continue to run the B.Ed. programs and select their applicants appropriately. Indeed, the quantity and the quality of the applicants must be really considered. Furthermore, ITE institutions could be able to assure the traditional pathway of B.Ed. which is added by PPG are still prospective. In addition, ITE institutions could convince and attract more high-qualified applicants to enrol the ITE.

Even though the teaching profession attractiveness is increasing in Indonesia, it might be not automatically affects the potential secondary school graduates to choose B.Ed. program. One of the possible reasons is there so many alternative routes for entering teaching profession beside through the traditional B.Ed. Those who are still considering other chances besides teaching might enrol non-teaching degree. Once they obtain their degree, they could choose either to enrol the PPG to become certified teacher or enter other occupations outside teaching. Even, they could enter teacher position at schools directly without any teaching license as long as there is no strict control to prevent them.

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