

# REFORMING TEACHER TRAINING FOR BETTER EDUCATION IN INDONESIA<sup>1</sup>

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## Abstract

*Is teaching a profession? Is teaching a vocation? How to create the best teachers for better education in Indonesia? One of the most important things to provide the best teachers is their education. Indonesian teaching is reforming to be a profession. By Teachers and Lecturers Law No. 14 Year 2005, teaching is legalized as a profession. According to this command, the Indonesian government was closing the Act IV-Teaching License (Akta IV) from teacher education institutes (LPTK). Ideally, the teacher-profession certificate must be given after the student has passed the profession education after the bachelor degree. Nowadays, there is a transition phase from the past teacher education to professional teacher education. However there is no established professional education system for teaching yet. The temporary programs to certify professional teachers are the Teacher Self-Appraisal and Portfolio, the PLPG Program (in-service teacher profession training), and PPG (professional education for pre-service teachers). All of these programs are provided for those who hold the bachelor degree. There are many dimensions which affect these programs, e.g. politic, social, economic, education, etc. The implication of professional certification is a higher salary for the teacher. In the transition phase, the existing tenure teachers have a chance to reach this professional status through self-appraisal and portfolio. Not only the honest teachers, but also the cheating teachers are found. They were manipulating their bachelor diploma and portfolio. Then, the method is changed into the PLPG. The pre-service teachers are prepared through two models within the teacher education scheme - concurrent and consecutive – and all must pass the PPG after their bachelor degree. But, the PPG is not established yet. On the other hand, there is no Act IV anymore. Academically, educational subjects are only possessed by teachers with a bachelor of education degree. This paper proposes some teacher education models which are familiar to Indonesia.*

**Keywords:** *teacher education, profession education, teaching license, professional teacher certificate, transition period*

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<sup>1</sup> Presented in 5th International Indonesia Forum. Co-sponsored by Universitas Gadjah Mada & Yale University. Yogyakarta, 9-10 Juli 2012)

## **Introduction**

Teaching as a profession is regulated by Indonesian Law No. 14 of Year 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 *Act IV-Teaching License (Akta IV)* to a Professional Teacher Certificate as a teaching license. Profession certification will be given after the teacher candidate completes the bachelor degree plus the profession education. Currently, Indonesia has no teaching license for the pre-service teacher since the *Akta IV* license has been stopped and the Professional Teacher Certificate is not yet given. Accordingly, many fresh graduates have no 'teaching license'. 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 profession education.

Teacher education is conducted through academic education and profession education. The academic education element is carried out through an undergraduate program, comprising both educational and non-educational majors. The profession education, as a continuation of the teacher education to gain a teaching certificate, is carried out after the academic or undergraduate program. The universal prevalence of every education professional consists of an academic education that develops academic competence, in order to master the scientific foundation for the practice of the profession and to lead to the attainment of academic qualifications stated in the bestowal of a Bachelor's degree. Profession

education is achieved by the establishment and enhancement of professional tips through the exercise and application of academic competence by actual practice that takes place in authentic settings (Kartadinata, 2011, 8).

Teaching licensure in Indonesia has been transformed several times. Over the last two decades, it has been known as *Akta IV*, and has now been changed into the Professional Teacher Certificate. Since the promulgation of the Law of the Republic of Indonesia Number 14 of Year 2005 concerning Teachers and Lecturers, *Akta IV* has been removed. The Professional Teacher Certificate is obtained from the professional teacher certification process. However, the Government not yet started the program for the pre-service teacher.

In-service teacher certification is also done through the self-appraisal and portfolio method, the Teacher Education and Professional Training (*Pendidikan dan Latihan Profesi Guru/PLPG*), and the 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 from their undergraduate degrees 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*). Nationally, the pre-service teacher profession education hasn't yet started.

There are Teacher Education Institutes (*Lembaga Pendidikan Tenaga Kependidikan/LPTK*) who have determined to 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 the author's concern. Can we say that those who hold the bachelor degree of education but have no *AktaIV* are professional teachers? How about they who hold the bachelor degree with non-educational majors? Why hasn't the pre-service professional teacher education (*PPG Prajabatan*) yet started nationally? What is the impact if this transition period is not immediately terminated? Kemdikbud (2011) assessed that Indonesian has a bad protection system for the teaching profession. However, we expect a strengthening of the implementation of the protection. Is the protection interpreted as a closed profession, such as that for doctors and psychologists?

Somehow the teacher colleges (*LPTK*) have not immediately opened the teacher profession education (*PPG*) for the pre-service teacher. Fresh-graduates cannot directly join the *PPG* because it is limited only to in-service teacher colleges who have cooperated with the government.

I am concerned that the teaching profession protection is difficult to be implemented. Undergraduates and even those who do not hold the bachelor degree may simply become teachers if there is an absence of the teaching profession protection. The ideal of making teaching as 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, the professional teacher certification through the pre-service teacher profession education has not yet started. There is a vacuum period in respect of an established pre-service teacher education.

Basically, the educational subjects which were compiled in *Akta IV* are still given to the students in the education major (*SI Kependidikan*). These graduates, who hold the degree of Bachelor of Education (*Sarjana Pendidikan/S.Pd.*), actually have their competencies 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, cannot longer take *Akta IV*. They are required to follow the Pre-service Teacher Profession 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 recruitment of teachers often does not consider the suitability the proper requirement of the nature of the major of their degrees. Protection of the teaching profession is still weak. Public and private schools can be free to recruit teachers as they please.

Table 1. European Teacher Education Framework

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

(Snoek & Zogla, 2009: 13)

The conceptual framework of teacher education in Europe (Snoek & Zogla, 2009: 13) shares at least a three-run level role in a country. The macro-level is the role demanded of central and local governments nationwide. The meso-level is the role demanded of teacher education colleges (*LPTK*). The micro-level is the role demanded of teacher educators. The parties mentioned above should promptly implement pre-service teacher education system, following the abolition of *Akta IV*.

Pre-service teacher education has undergone a transformation from the SPG (*Sekolah Pendidikan Guru/Teacher Education at Higher Secondary School Level*), IKIP (*Institut Keguruan dan Ilmu Pendidikan/Teachers Training and Education Institute*), and now to university level. Teacher education colleges (*LPTK*) after the enactment of Law No. 14 of 2005 concerning Teachers and Lecturers 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 of 2005 concerning Teachers and Lecturers has mandated a teaching profession incentive that has increased the interest of society in this profession. No wonder, then, that many non-education graduates look at the teaching profession as a career option.

For dozens of years we have often heard that it would better to be a teacher than not working at all. This view still seems relevant to today's real conditions. The competition for employment opportunities in the corporate and the industrial world becomes more intense. The fresh bachelor degree graduates sometimes no longer think 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 implementation, particularly amongst education experts. One of the

criticisms that have emerged is that the soul 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 staffs supported by the human resource, infrastructure, teaching school, 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, professionalism, and strong character of teachers.
3. Organizing the boarding education for teachers' candidate with 'official bond' to establish their identity and character development.
4. Rearranging the programs and teacher education curriculum so that academic and professional education as a whole to establish high quality, professionalism, and strong character of teachers.
5. Standardizing the quality of teacher education is characterized by empowering 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 themselves professionally.
7. Reforming teacher-personnel management which is controlled nationally.
8. Establishing the National Council of Teachers as a supervisor of teachers' education and quality.

They recommend taking affirmative action which is accompanied by a thorough rearrangement of laws relating to education, teacher education, and teachers and educators personnel management. I think we need to restructure the accommodative and fair pre-service teacher profession educational system for educational and non-educational undergraduates. Even since 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-educational areas and who struggled to find work anywhere, are becoming teachers as a last resort rather than being unemployed. Conversely, there are bachelor degree graduates who majored in education who are not too serious about being a teacher.

Growing interest in our community in being a teacher has caused the formal legal recognition of teaching as a profession. The Government gives an allowance for certified teachers for one-time salary. We can imagine how much money should be given if the pre-service teacher profession education (*PPG Prajabatan*) has been implemented and the number of certified teachers increase each year. But now it does not seem a government priority program.

### ***Concurrent Teacher Education Model***

The concurrent teacher education model is a model of teacher education which is carried out simultaneously, unified, and integrated 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 entered in the first half until the time of final exams. Place the view as correct, the question is how is the "educator soul" implanted? The answer would not because the education-teaching and

learning is deployed from the beginning to the end of a semester, because it means "educators 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 the teacher candidates' 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 the specific subjects or non-educational subjects first, and then add the 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 the establishment of 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 License**

Act IV Teaching License (*Akta Mengajar IV*, hereinafter known as *Akta IV*) is a teaching certificate which is teaching license for those who want to work as a teacher. *Akta IV* could only be provided by teacher colleges (*LPTK*). *Akta IV* was valid until replaced by a certificate of the teaching profession that is consistent with the recognition of teachers as a profession under Indonesian Act No. 14 of 2005 concerning Teachers and Lecturers.

The *Akta IV* program looked at 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 (in consecutive), and to provide protection by requiring the ownership of the teaching profession for teachers teaching certificate. Undergraduates who majored in education automatically get the *Akta IV* through an integrated education program (concurrent). (Dikti, 1981: 16).

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

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

The teaching certificate or license has been upgraded from *Akta IV* with an academic approach to the profession through a professional education certificate. In contrast to other professions, such as doctors and psychologists who 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 profession education programs.

Graduates majoring in education in the recent past have been the automatic bagging by *Akta IV*, in that they already have the authority to teach. The pre-service teacher profession education (*PPG Prajabatan*) in particular, requires a Bachelor of Education to study the profession after S1, even though they had obtained the educational courses before. This form of teacher education is likely a combined concurrent-consecutive model (Riyanto, 2008). It is called concurrent because it is basically a Bachelor of Education that has a teacher training and educational materials since the beginning of the college course. Then look at the consecutive nature required to continue to the education profession.

Non-education undergraduates can follow the pre-service teacher profession education (*PPG Prajabatan*) method if they wish to become teachers. After graduating from S1, they follow the education profession for at least two

semesters. The model is patterned on the consecutive teacher education model. Yet this model of teacher education is likely to be a combined concurrent-consecutive model (Riyanto, 2008). It could be called concurrent because basically they already hold 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 ON TRANSITION PERIOD**

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

Some state and private universities (*LPTK*) made a breakthrough by establishing two degree programs, namely Bachelor of Education, and a bachelor of non-education sciences taken purely 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 the degrees are Bachelor of Education (*Sarjana Pendidikan/S.Pd.*) and 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 an emergency and temporary program. 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 already stopped. 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 to follow the *PPG* is limited due to a low budget.

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

Pre-service professional teacher education (*PPG Prajabatan*) hold true to professional propriety, and should not be based on the ordersof the

municipality/district government. It is strange if teacher colleges only serve certain capital owners. Pre-service professional teacher education (*PPG Prajabatan*) should not be merchandised 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 ability of students is different. Pre-service professional teacher education (*PPG Prajabatan*) implementation should boost the value of a student. The author is concerned that the implementation of this program is not seriously, and even forces passing students who actually do not have a decent pass. Moreover this is an integrated teacher education and 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 doctors, professional education undertaken by the Medicine 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. (Zogla and 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 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 Ogscole in Norway and Flanders in Holland. However, all higher education institutions are considered by the International Standard Classification of Education (ISCED).

Teacher education policy, including education and the teaching profession can generally be grouped into three types, that is, no autonomy for teacher education institutes, total autonomy for teacher education institutes, and limited autonomy for teacher education institutes. (Zogla and 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*). What provisions will apply to this UKA for pre-service teachers in the future? There is no clarity.

In addition to the role of central Government, a national council is also required to have a role with a national profession. The next question, is there a teacher council in Indonesia? Not yet. Various teachers' organizations exist but they have not yet led to a council. Some teacher organizations and those from teacher colleges could lead to the formation of teachers' council in Indonesia. ISPI, PGRI, IGI and the teacher 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 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 colleges in 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 held earlier because of the autonomy of

science or the competent authority of the universities carry 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 educational teaching profession has been established through the rule of government, including pre-service teachers. It is just at the level of implementation that there is still very much an obstacle. As a national policy that has not yet started, *LPTK* is still likely to be held as independent. However, what really independent? Apparently there is a half-hearted attitude by *LPTK* to 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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