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42



SOCIAL, POLITICS, HISTORY, AND EDUCATION

For School and Societies

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TABLE OF CONTENTS // DAFTAR ISI

FOREWORD OF THE RECTOR ~ v

FOREWORD OF THE DEAN ~ vi

- 1** Perang Sejarah dalam era reformasi
Professor Adrian Vickers ~ 1
- 2** Historical hegemonies and the politics of alternative history: Singapore and the Philippines
Professor Reynaldo C Iletto ~ 4
- 3** Sastra Kolonial dan Gerakan Sosial
Dr. Margana ~ 6
- 4** Mengajar Sejarah Orde Baru
Max Lane ~ 17
- 5** History Education in Curriculum 2013: A New Approach to Teaching History
Said Hamid Hasan ~ 17
- 6** Kemana Arah Tujuan Sejarah Singapura?
Isrizal Muhammed Isa ~ 37
- 7** Kedudukan Buku Teks Sejarah Indonesia
Sardiman ~ 39

HISTORY IN MULTIPERSPECTIVES

- 1** Hijrah ke Medan Putri (1869-1891): Migrasi Yang Membentuk Pusat Ekonomi dan Sosial Politik Strategis di SelatMalaka
Muhammad Affan & Ratna ~ 46
- 2** Civil-Military Conflict In 17 October 1952 AffairAnd Their Effect On Political Developments In Indonesia
Arifin Suryo Nugroho ~ 54
- 3** Kabupaten Ciamis 1916-1925
Leli Yulifar ~ 66

- 4 Kuntowijoyo: Dari Sejarawan Hingga Cendekiawan
Miftahuddin and Ajat Sudrajat ~ 77
- 5 Ketahanan Pangan dalam Sudut Pandang Sejarah: Upaya Pemenuhan Beras Bagi Masyarakat di Sumatera Utara
Fitriaty Harahap, Lila Pelita Hati, & Rita Margaretha Setianingsih ~ 89
- 6 Pergulatan Visi Pendidikan Sejarah Indonesia (1945-2013)
Abdul Syukur ~ 102
- 7 Disturbance in the Land of Sintuwu Maroso :Poso in the Late 19th Century and Early 20th Century
Lukman Nadjamuddin ~ 117
- 8 A Methodological Case Study of the History of Early 20th Century Philippine-American Interactions
Craig Cook ~ 130
- 9 Developing Model Integrating Character Education Into History Subject in High School
Dyah Kumalasari ~ 141
- 10 Education Concept of Daoed Joesoef in New Order
Rhoma Aria Dwi Yuliantri ~ 157

EDUCATION IN HUMANISM PERSPECTIVES

- 1 ✓ Performance Evaluation of History Teacher in Special Region of Yogyakarta
Aman ~ 166
- 2 Between Inherited Conflict and Reconciliation: Tracing the Root of Anti-3Communist Sentiment in History Learning
Tsabit Azinar Ahmad ~ 174
- 3 Functional Skills Creative Education For The Coastal City Gorontalo
Abdul Rahmat ~ 187
- 4 Managing Character Building Through Teaching Religion Subject As Compulsory For University Students In Indonesia.
Syaifur Rochman ~ 197

- 5 In Public Elementary School on Tretep District Temanggung Regency
Central Java
Walminto ~
- 6 Rubrik Pojok Bimbingan dan Konseling: Pembentukan Persepsi
Tingkah Laku Manusia
Adinuringtyas Herfi Rahmawati ~ 209
- 7 The Importance Of Lapindo Mud Industry Disaster Events In Sidoarjo
To Be Included Into Social History And Social Studies Learning Material
Gm. Sukanto Dn. ~ 218
- 8 Role Of teacher pancasila And Civic Education Implementing
anticorruption at Senior High School
Harmanto and Sarmini ~ 226
- 9 Quality Management Of Educator's Policy By Certification Policy
Implementation
Lia Yuliana ~ 237
- 10 Character Education And Culture Development In Facing Globalization
Lue Sudyono ~ 245
- 11 The Contribution Of Justice Moral Orientation, Care Orientation On The
Moral Disengagement of Sma Students In Sleman Yogyakarta Special
Province (DIY)
Pratiwi Wahyu Widiarti & Dian Satria Charismana ~ 253
- 12 Public Perception of Changes in The Curriculum
Satrianawati ~ 265
- 13 Kajian Edukatif Dan Ideologis Tokoh-Tokoh Manusia Mutan
Dian Swandayani & Ari Nurhayati ~ 274
- 14 The Relevancy of Universitas Negeri Yogyakarta' Fis History Education
Subject Program Curriculum With Field Needs
M Nur Rokhman ~ 287
- 15 Mendidik Generasi Z Berkarakter Bangsa
Nurul Ngaeni ~ 312
- 16 Strategies of Teaching Educational Environment Using an Project a Based
Learning and student knowledge construction during experiment
Desnita ~ 320

- 17 Comics as Learning Media: Early Step to Create Joyful Learning
Grendi Hendrastomo ~ 330
- 18 Local Wisdom Values in the Anak Dalam Tribe In Jambi in the
Perspective of Character Education
Terry Irenewaty ~ 343
- 19 Pengembangan Media *Blog* Sejarah Sebagai Alternatif Media
Pembelajaran Sejarah di Sekolah Menengah Atas
Zulkarnain ~ 354
- 20 The Perceptions of Global warming and Environmental Benefits of
Bioethanol for Sustainable Energy Among secondary school Students
in Jakarta
Erdawati ~ 379

SOCIAL AND POLITICAL DYNAMICS IN THE PAST AND FUTURE

- 1 Gerakan Keagamaan Di Aras Lokal Pasca-OrdeBaru:Rivalitas Tarbiyah
di antara Nahdlatul Ulama dan Muhammadiyah
Mukhamad Shokkeh ~ 388
- 2 The Shift Of Public Service In Village Government From Regulation
Perspective
Didik G. Suharto, Widodo Muktiyo & Kristina Setyowati ~ 401
- 3 Identity And Survival Mechanism: A social construction study on the
children of former PKI
Hamdan Tri Atmaja ~ 409
- 4 Pemberdayaan perempuan melalui pendekatan model life skill berbasis
potensi sumber daya lokal: Studi kasus pada UKM kampung wisata
industri keramik Dinoyo Malang
Ike Kusdyah Rachmawati ~ 416
- 5 A Politics of Science Development:The Development of Prophetic Social
Sciences Model
Nasiwan, AjatSudrajat and Cholisin ~ 425
- 6 Praktik Pembangunan dan Terpinggirnya Masyarakat Setempat
(*indigenous people*)
Syafruddin ~ 435

- 7 Agency In Earth System Governance: A Legitimacy and Performance Analysis of *TIM KERJA PEDULI DIENG* in Implementing Dieng Environmental Recovery Programs
Yanuardi ~ 442
- 8 Latar Masonik dalam Karya Sastra
Nurhadi ~ 453
- 9 The Idea Social Justice and Liberty In Javanese Political Philosophy: A Historical Reflection on Contemporary Politics
Pradipto Niwandhono ~ 464
- 10 Foucault dan Ilmu Sosial Indonesia: Menelusuri Hubungan Kekuasaan dan Pengetahuan dalam Sejarah Sosiologi Indonesia
Hamzah Fansuri ~ 473
- 11 Tokoh Puri "Membangun Kerajaan Baru" Potret Pemilihan Kepala Daerah Secara Langsung di Bali
I Putu Gede Suwitha ~ 488

LAMPIRAN

Susunan Panitia Seminar Internasional ~ 497

Daftar Acara Panitia Seminar Internasional ~ 498

QUALITY MANAGEMENT OF EDUCATOR'S POLICY BY CERTIFICATION POLICY IMPLEMENTATION

Lia Yuliana

e-mail: lia_yuliana@uny.ac.id

ABSTRACT

The post-certification principal issue faced by teacher in elementary schools is bigger profession responsibility to improve their performance in other learning activities and profession responsibility. One of effort to make teacher profession as professional profession and improve teacher's image done through profession education that enables them to master whole competence so that they have opportunity to give excellent service which is expected to contribute education quality improvement. Besides, teacher certification is also an effort to increase teacher's quality and welfare, and has function to improve teacher's prestige and role as learning agent. Competence ownership is perceived with Educator Certificate gaining followed with appreciation in form of profession subsidy. With the implementation of teacher certification, it is expected to have effect on learning and education quality improvement continuously. Teachers who have had educator certificate should have better performance if they are compared to before receiving educator certificate, or with teachers who have not attended certification program. Therefore, teacher certification is not welfare improvement oriented, but the main orientation is teacher's professionalism improvement. This professionalism is called performance in doing the duty as educator and teacher. Teacher is professional educator with the main duty of educating, teaching, guiding, training, assessing, and evaluation the students on early age children education in formal education line, elementary education and secondary education. When a teacher has the four competences, he is called professional.

Keywords: certification, teacher performance, learning

A. Introduction

The degenerate of education quality in our country was marked by many things, such as the low National Examination graduation level (UNAS), the drop of Indonesian level in developed countries, even in South East countries on various abilities, and the backwardness from countries that had learnt from Indonesia. Based on Human Development Report-HDR), in 2007/2008, Indonesia was in grade 107 of HDI of 177 the world countries with index 0.728 far below Malaysia in grade 63 with index 0.811. (UNDP, 2007).

Education quality is determined by various factors, one of them is teachers. Although other factors hav role in the degenerate of education, however, teacher can be said as one of determinant factors because teacher is the one who interact with learners in the learning process. If we talk about teacher, it is not aperted

from the more disappear teachers' image and quality.

This fact indicates that since more than the last two decades, teacher's work is not interested anymore, so that it was only chosen by they who do not have other choice. Therefore, it should be realized that not all teachers are like that. There are still many teachers who dedicate themselves in education field because they really realize the importance of education and teachers' role in guiding the next generation to decide the nation's fate in the future. However, reality is till undeniable, that being a teacher is not the major choice of the best Indonesian children until today.

The effort to make teacher function is a professional function has been done since 1977. However, the signs of professionalism implementation of teacher's profesion has only appeared 28 years later after the publishment of ACT Year 2003 on National Education System, RI Act Number 14 year 2003 on Teachers and Lecturer, and Government Rule Number 19 Year 2005 on Education National Standard that mandated teachers must have academic quality at minimum S1/D4 degree, competence, and educator certificate. Concerning it, National Education Ministerial determined 1) Rule Number 18 Year 2007 on Certification for Teachers in Service through Portfolio Valuation, 2) Rule Number 40 Year 2007 on Certification for Teachers Service through Education Line. However, there are still many problems that should be solved to reach those promised, such as to manifest teacher's function to get appropriate place in national education system.

B. Teacher's Problem

The main problem faced by teachers at school during post-certification was the bigger profession responsibility to improve performance in the other learning activities and responsibility. Teachers who have educator certificate must have better performance compared to uncertified teachers, or to teachers who have not attended certification program. The changes occurred very fast in all life aspect caused by globalization wave and knowledge and technological development raised a new set of challenges that should be addressed accurately and systematically by educator certified teachers. The change has special impact on demand of general education quality and special teachers' education to improve their performance professionally. There is reality that can be identified as the cause of teacher's low performance in the learning practice which is as follow: (1) the less maximal of supervisor control and headmaster towards teacher's performace in implementing learning, (2) there is no students' valuation towards teacher's performance in doing learning, (3) LPTK stopped after graduating educator certified teacher, (4) there has not been comprehensive techer's performance evaluation model that can evaluate continuous teacher performance and (5) other factors internally and externally that condition the low educator sertified teacher's performance.

The effort to make teacher's function as professional function has been done sine 1977. However, the signs of professionalism implementation of teacher's profesion has only appeared 28 years later after the publishment of

ACT Year 2003 on National Education System, RI Act Number 14 year 2003 on Teachers and Lecturer, and Government Rule Number 19 Year 2005 on Education National Standard that mandated teachers must have academic quality at minimum S1/D4 degree, competence, and educator certificate. Concerning it, National Education Ministerial determined 1) Rule Number 18 Year 2007 on Certification for Teachers in Service through Portfolio Valuation, 2) Rule Number 40 Year 2007 on Certification for Teachers Service through Education Line. However, there are still many problems that should be solved to reach those promised, such as to manifest teacher's function professionalism that has high performance in doing their duty and responsibility (Ditnaga Dirjen Dikti, 2010: 2).

The effort to improve the education quality is a process that should be done dynamically and continuously to improve education quality and various factors concerning with it, in the effort of efficient and effective education objective achievement. Education quality improvement program is the achievement of substantive education objective implemented in the whole competence in the learners' self, including academic competence or intellectual capital, and moral competence or moral capital (Zamroni, 2005:1). In the attempt to improve national education quality, the government has done various efforts such as the development and perfecting curriculum, learning material development, evaluation system revision, book procurement and lesson equipments, education facility and infrastructure improvement, teacher competence improvement, and quality improvement of school leader (Depdiknas, 2001: 3). However, the effort until today has not showed result as expected. Education quality is influenced by some factors, such as teachers, students, school manager (School Principal, employees, and School Board/Committee), environment (parents, society, school), learning quality and curriculum (Edy Suhartoyo. 2005: 2).

The same thing was also presented by Djemary mardapi (2011:8) that the effort to improve education quality can be done through learning and valuation and evaluation system quality. The improvement of learning quality performed in various education levels will be able to improve education quality. Viewed from the target, education field evaluation can be divided into two, which are macro and micro. The target of macro evaluation was education program planned and the aim is to revise education field. While, micro evaluation was often used in class level. Here, micro evaluation target is learning program in the class and the responsible person is teachers at school. Teachers have responsibility to arrange and implement learning program

While micro evaluation is often used in class level. Here, micro evaluation target is learning program in the class and the responsible person is teacher at school. While teacher has responsibility to organize and execute learning program, school has responsibility to evaluate learning program executed by teacher, including evaluating teacher performance as the executor of education activity.

C. Educator-Certified Teacher

Teacher is professional educator with the main duties are to educate, teach,

guide, direct, train, value, and evaluate learners on early age child education in formal education, primary education and secondary education. It is the definition of teacher in Paragraph 1 point 1 Act No 14 year 2005 on Teacher and Lecturer (UU GD) Paragraph 1 point 4 states that professional is job or activity done by someone and becomes the life resource that requires skill, expertness, or proficiency. To fulfill quality standard, teacher's professionalism need to be tested through certification test. It is a new phenomenon in Indonesian education world. Until now, teachers do not know certification related to educate authority for their selves; it means that certificate is needed to educate. It will change immediately with the prevailing of UU GD in which teachers should have educator certificate to be called as a professional teacher (Ditnaga Ditjen Dikti, 2010:3)

UU GD considers that teacher profession and lecturer is special field executed based on the following principals (Paragraph 7 Article (1)): (a) possessing talent, interest, soul soul , and idelism; (b) possessing commitment to improve education quality, faith, piety, and noble character; (c) possessing academic qualification and education background which is appropriate with duty field; (d) possessing competence required with the duty; (e) possessing responsibility on the execution of professionalism duty; (f) obtaining income determined as the work achievement; (g) possessing opportunity to develop professionalism continuously with lifelong study; (h) possessing law protection assurance in executing professionalism duty; and (i) possessing profession organization that has authority to organize things concerning teacher professionalism duty. Therefore, not every person, even teacher can be professional teacher without education and development, individually or organizationally, and proven through test system.

Certification for teacher is a burden for teachers. Without sufficient rights for them, it means injustice. UU GD has balanced between teacher's right and his/her professional duty. It is stated in Paragraph 14 Article (1), which is in implementing their professional duty, teachers have rights: (a) to get income above minimum life requirements and social welfare insurance; (b) to get promotion and appreciation as the duty and work achievement; (c) to get protection in implementing duty and rights on intellectual wealth; (d) to get opportunity to improve competence; (e) to get and use learning infrastructure and facility to support professionalism duty fluency; (f) possessing freedom in giving valuation and determine graduation, appreciation, and/or sanction to learners as education norms, teacher ethical code, and act rules; (g) possessing secure feeling and safety assurance in doing task; (h) possessing freedom to be united in profession organization; possessing opportunity to have role in education policy determination; (j) getting opportunity to develop and improve academic and competence; and (k) getting training and profession development in his field. However, whether they have educator certificate through portfolio, PLPG or PPG, their performance is increasing. Therefore, it should be done evaluation towards their performance through performance evaluation model development for teachers who have educator certificate.

Concerning the income above minimum life requirement and social welfare assurance; Paragraph 15 Article (1) states that income above minimum life requirement as intended in Paragraph 14 Article (1) letter a covering basic salary subsidy in the salary, and other income such as profession, functional, special subsidy and additional benefit concerning their duty as teacher determined with appreciation principal on achievement base. Furthermore, Paragraph 15 article (2) states that teachers who are selected by education unit implemented by Government or local government are given salary as the Act Rule, while in article (3) states that teachers who are selected by education unit implemented by society is given salary based on work contract or collective work agreement. Here, it is seen that appreciation on teacher professionalism is very high. It is seen from UU GD that is fair in determining professionalism, rights, and duty of teachers. The Act demands certification and duty for teacher and gives sufficient rights. In the future, with this educator certification, a teacher is able to be acknowledged as professional educator; and the consequence is he/she gets sufficient amount of additional income.

D. Teacher Performance

Teacher factor is one of input components that have effect towards learning quality achievement. Learning process will show high quality if supported by all input readiness including maximal teacher performance in the teaching learning activity. Teacher factor is factor that very influence especially if it seen from the ability of teacher who teaches and his feasibility. Darling & Hammond (Putri Anggraini, 2007: 39) from Standford University explained that teacher quality factor had significant correlation towards students' studying achievement. Schacter (2006:2) from *Milken Family Foundation* who explained that teacher's performance is a very important input variable in increasing students' study achievemen. Both research clearly confirm that teacher factor is important variable to improve learning process quality.

While according to Asad in Putri Anggreni (2006:44), it is said that performance is he result achieved by an individual based on prevailing measure for related job. In the management perspective, to improve and reach teacher's standard, so it is needed performance management. Based on it, teacher performance especially closely related to school principal's duty to always make continous communication, through partnership relationship with all teachers at school. The effort to develop teacher performance should build clear expectation and understanding on essential work function expected by teachers, which are: 1) how much teacher's contribution to the achievement of education objectives at school is by working well; 2) how teacher and school principal cooperates to maintain, revise, and develop the existing teacher performance; 3) how work achievent will be measured; and 4) recognize various work obstacles.

According to Mulyasa (2005:37), there are at least 19 teacher's roles in education activities, which are as: educator, teacher, guide, coach, advisor, reformer, model, individual, researcher, creatitivity booster, view builder, routine worker, camp mover, story taker, actor, emancipator, evaluator, preserver, and

kulminator. Based on the previous theory and idea, so it can be reduced and arranged the performance formulation of Vocational High School Teachers who accommodate existing differences so that it creates formulation considered as the most complete. The competence applied in Vocational High School (SMK) teacher performance are: 1) Study field or teaching material mastery; 2) learners' characteristic understanding; 3) learning management mastery; 4) learning method and strategy mastery; 5) valuation mastery of students study result; and 6) personality ownership

E. Teacher Certification through Portfolio Valuation, PLPG and PPG

As Book II (Dirjen PMPTK, 2008) teacher certification in the function through portfolio valuation is educator certificate receiving process for teacher in the function through achievement document valuation had by teacher during their teaching (Based on PP Number 18 Year 2007).

The portfolio valuation is conducted by College as determined by the government, which is done by LPTK executor of teacher certification in Rayon consisting chief LPTK and LPTK Mitra is coordinated by Teacher Certification Consortium (KSG). As Book II (PMPTK, 2008) that teacher certification in the function through education line is the process of educator certificate giving in the function through 2 semesters education. The education is implemented by College determined by the government (*Mendiknas* Decision Number 122/P/2007 on the Decree of Teacher Certification Executor College in the Function through Education Line). Certification through education line is oriented for junior teachers who have good performance and teach on primary education (SD and SMP).

F. The Obstacles of Teacher Certification Implementation

Basically, education certification concept is constructive, but to realize it will experience many problems in the field. The first problem source is that certification must fulfill academic qualification as ruled in PP Number 19 Year 2005 on Education National Standard (SNP) Paragraph 29 Article (1) PP SNP explicitly mentioned that educator (teacher) of early age children education had education academic qualification at minimum Diploma Four (D-IV) or Bachelor Degree (S1 degree), high education background in early age children education aspect, other education, or psychology; and teacher profession certificate for PAUD. Paragraph 29 Article (2) PP SNP explicitly mentioned that educators (teachers) at SD/MI or other form of school that has similar grade as D-IV education academic qualification or S1 Degree, high education background in SD/MI education aspect, other education or psychology; and teacher's profession certificate for SD/MI.

Paragraph 29 Article (3) PP SNP states that educator on SMP/MTs or other same grade education have education academic qualification at least diploma four degree (D-IV) or S-1 Degree, high education background with education program is appropriate with taught lesson, and teacher profession certificate for SMP/MTs. Paragraph 29 Article (4) PP SNP states that SMA/MA educator

or other same grade education have education academic qualification at least diploma four degree (D-IV) or S-1 Degree, high education background with education program is appropriate with taught lesson, and teacher profession certificate for SMA/MA. And so on and so forth.

In short, in order to be a teacher, at least they should have D-IV or S-1 Degree education. The problem is, until today there are many teachers who have lower education as required in the PP SNP. Based on Balitbang Depdiknas, nationally, there only have been 8 percent of SD teachers whose education background is S-1 degree. Which means, only 8 percents of 1.2 millions SD teachers who were tested certification saja (Sampoerna, 2006 and Dit. Ketenagaan Dirjen Dikti, 2006). How is 92 percent teachers or 1.1 millions teachers who have not tested certification? Outside SD, many SMP, SMA, and SMK teacher who have the same fate, and likewise TK and PAUD teachers (educators) although with various numbers.

Besides problem sourced from teachers, implementation obstacle can also be sourced from local government or education executor institution. It is related to salary above minimum life standard of basic salary, salary subsidy, other salary such as profession, functional, special and additional benefit subsidy concerning their duty as teacher as determined with appreciation principal based on achievement as mandated in Paragraph 15 of UUGD. For "rich" local government or institution, it has no problem; however for "poor" local government or institution, it is a very heavy burden. If there is "poor" institution in the "rich" area or vice versa, it also raised problem because there is welfare gap among teachers in the area or region.

G. Closing

One of effort to make teacher function as professional function and to improve teacher's image was done through profession education that enable teachers to master whole competence so that they have opportunity to give expert service is expected to be able to support the development of education quality.

Besides, teacher certification is also an effort to increase teacher's welfare and quality, and functions to increase their status and role as learning agent. The competence ownership is signed with the obtaining of Educator Certificate followed with profession subsidy. With the implementation of teacher certification, it is expected to have effect on the improvement of learning quality and continuous education quality.

Other problems concerning teacher certification implementation is that the institution has the rights to give certification. Based on Pragraph 47 Article (1) letter c, the institution that gives teacher certification is college that conducts educatorship forces at college as determined by Government.

Since teacher certification is a giant project that needs a large amount of fund, so there are many colleges or universities that want to join this activity. Even colleges that do not carry out educational program, whether it is state or private will be very interested in this activity. If the certification college selection criteria is not firm and it is organized by uncompetent people, so what happen is only country

money waste and the objective to get professional teachers are not reached.

Teacher performance is related to teacher's competence in the learning activity. So, in order to have good performance, teacher should be supported with good competence. Therefore, teacher performance is competence manifestation including ability or competence and motivation to do good profession duty. As state in (Depdiknas, 2001:11) that teacher performance is teacher's ability to demonstrate various skills and competences. Therefore, the essence of teacher performance means teacher's competence in showing skill or competence in the education world.

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Author

Lia Yuliana

e-mail: lia_yuliana@uny.ac.id



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Prof. Dr. Ajat Sudrajat, M.Ag.
NIP 19620321 198903 1 001