

Measuring the Professionalism of School Teachers' Performance: The Context, Input, Process, and Product (CIPP) Model

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This paper seeks to understand, to what extent does the professionalism of school teachers contribute to formulating a strategic plan to lift-up their performance. For this purpose, a CIPP (context, input, process, and product) model is used and, as a case study, our research area is the Teacher Professional Education Elementary School Program in Bogor Regency; the closest neighbour of Jakarta, Indonesia. Data was collected based on a survey on official documents and interviews with the authority, experts, and school teachers. As a result, all components of the CIPP are good, except for the "Input" component. More specifically, "Context" is categorised as "good" with a score of 80%. It consists of policy, assessment analysis, and objectives of the Teacher Professional Education program. Meanwhile, the "Input" component which covers strategy, structure, program and planning, procedure/mechanism, infrastructure support, human resource support, funding/budget support, monitoring, and control, received a "moderate" category, with a score of 50%. The score of the "Process" component, i.e., program socialization, file selection, determination of certification patterns and payment of professional allowance is scored 70% and "Product" is 80%. This research is unprecedented because (1) our focus is not only on the usual subject, namely teacher performance, but also on Teacher Professional Education policy, and (2) A CIPP model is applied as the principal analysis tool.

Key words: *Professionalism, Teacher performance, Professional education*

Introduction

The year 2005 was a milestone in the appreciation and protection of the teaching profession. In 2005 the Indonesian Government passed Law Number 14 of 2005, concerning teachers and lecturers (UUGD). In this law, it is stated that the teacher is a professional.

UUGD Article 1 (1) states that teachers are professional educators with the main task of educating, teaching, guiding, directing, training, evaluating, and evaluating students in early childhood education through formal education, basic education, and secondary education. Teacher preparation as a profession is stated in Government Regulation Number 74 (PP No. 74) of 2008. In addition the teacher must be qualified S1 and have a professional certificate of educators, obtained through professional education. PP No. 74 of 2008 Article 2, states that teachers must have academic qualifications, competencies, educator certificates, be physically and mentally healthy and can realise national education goals (Dogahe et al., 2019).

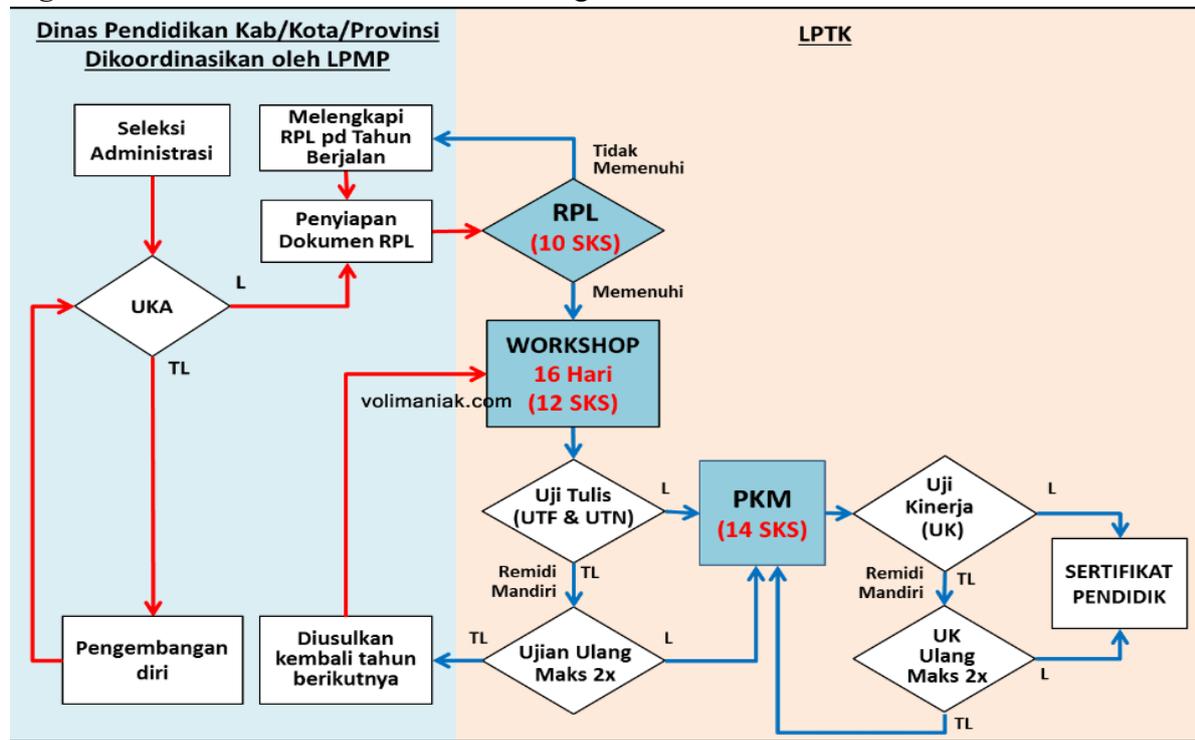
Furthermore, Article 4 paragraph (1) Educator Certificate for teachers is obtained through professional education programs organised by universities that have an accredited educational personnel procurement program, both organised by the Government and the Community, and determined by the Government. In paragraph (2) it is stated that the professional education program as referred to in paragraph (1) is only followed by students who already have an Academic Qualification of S-1 or D-IV under statutory provisions. To realise the mandate of the law in the context of preparing professional teachers, the government has prepared a Teacher Professional Education Program (PPG) in the form of a PPG Study Program. The PPG program in Indonesia is under the mandate of both the UUGD and Law Number 12 of 2012, on Higher Education, which adopts a consecutive or layered model. Article 17 (1) of the Higher Education Law states that professional education is Higher Education, after an undergraduate program, that prepares students for work and has special expertise requirements (Peres et al., 2018).

The PPG Study Program that will produce professional teachers is expected to generate graduates who are superior and ready to face the demands of the times. The position of student learning outcomes in Indonesia is currently not encouraging. The results of the 2015 PISA (Program for International Student Assessment) study showed that Indonesia was only ranked 69 out of 76 countries, and the results of the TIMSS study (Trends in International Mathematics and Science Study), showed Indonesian students ranked 36th out of 49 countries, in terms of carrying out scientific procedures (Samimi & Sahragard, 2018)

The stages of implementation of teacher certification in the guidelines for Determination of Participants in Certification (Dasuki, 2010: 2) begin with the establishment of a committee for implementing teacher certification at the provincial and district / regency levels. This provides

quotas to provincial and district / district education offices, and determines participants by the provincial education office and districts / regencies, such as the flow of certification implementation in figure I.1.

Figure 1. Flow of Teacher Certification Program in Position



An explanation of the flow of teacher certification through PPG, can be elaborated with teachers who are candidates, following administrative selection conducted by the provincial /district/regency education office. All teacher candidates for teacher certification through PPGJ who have met administrative requirements, are included in the academic selection based on the results of Competency Test data (UKA and UKG). For participants who pass the academic selection, the RPL preparation is continued. For teachers who already have RPL equivalent to 10 SKS or more, they are assigned as workshop participants in the LPTK. Whereas teachers who have reached at least 7 SKS, can complete the RPL deficiency with a maximum duration of 20 days, since it was announced. The 16-day workshop (168 JP) at LPTK included material deepening activities, development of learning tools, Classroom Action Research (CAR) / Guidance and Counselling Action Research Services (PTBK) and peer teaching/peer counselling. This ended with formative written exams (UTF), with instruments compiled by the organising LPTK. Teacher certification participants through PPGJ who pass UTF, will be continued by implementing Teaching Ability Strengthening (PKM), in the school where the teacher is on duty. For teacher certification participants through PPGJ who do not pass UTF, they are given the opportunity to re-take UTF maximum 2 (two) times. If they do not pass after 2 (two) repeated examinations, they are returned to the provincial /district/district education

office to receive guidance and can immediately be recommended to attend the workshop the following year (Najjari & Mohammadi, 2018).

The focus of this research is an evaluation of "The effectiveness of teacher certification programs in positions through PPG (Research on Class Teachers in Elementary Schools throughout Bogor Regency), to improve the quality of education". The focus of evaluation research on teacher certification programs through PPG, is limited to the period of the 2017 fiscal year. Consideration is also given to program evaluations that can be carried out after the program has finished at 1 (one) year and to facilitate the research conducted. The research sub-focus includes evaluating the following matters:

1. Evaluating policy foundation and analysing the needs and goals of the Teacher Professional Education (PPG) program through Elementary Teacher Certification.
2. Evaluating strategies, structures, programs and planning, procedures/mechanisms, supporting infrastructure, human resource support, funding/budget support, monitoring and control, as input into the implementation of the Teacher Professional Education (PPG) program through SD Teacher Certification.
3. Evaluate the application of the program as a process in the implementation of the Teacher Professional Education (PPG) program through SD Teacher Certification, which is the process of program socialisation, file selection, determination of certification patterns and payment of professional teacher professional allowance in Bogor Regency.
4. Evaluate the results and benefits of the Teacher Professional Education (PPG) program and the impact on improving the effectiveness of the Teacher Professional Education (PPG) program through the Elementary Teacher Certification in Bogor Regency.

Theory Study

CIPP Program Evaluation Model

The CIPP (Context, Input, Process, and Product) model is an evaluation model in which the evaluation is carried out as a whole as a system. Evaluation of the CIPP model is a concept offered by Stufflebeam (2003), with the view that the purpose of the evaluation is not to prove, but to improve (Stufflebeam, H McKee & B McKee, 2003: 118).

Evaluation of the CIPP model can be applied in various fields. Nana Sudjana and Ibrahim (2004: 246) interpret each of these dimensions with the following meanings:

- a. Context: a situation or background that influences the coaching program planning.
- b. Input: the quality of inputs that can support the achievement of the development program.
- c. Process: implementation of the program and use of facilities following what has been planned.

d. Product: results achieved in the organisation of the program.

The uniqueness of this model is in every evaluation related to decision-making tools that involve planning and operating a program. To understand more the CIPP can be explained as follows:

1) Evaluation of context includes analysis of problems related to the program environment or objective conditions to be carried out. It contains an analysis of the strengths and weaknesses of certain objects. Stufflebeam (2003) describes context evaluation as the focus of institutions that identify opportunities and assess needs. A need is defined as a gap (discrepancy view) of a real conditions (reality) with the expected conditions (ideality). In other words, the context evaluation is related to the analysis of the strengths and weaknesses of a particular subject. Context evaluation provides information for decision-makers in planning a program to be carried out. Also, the context explains how rational a program is.

2) Evaluation of inputs include personal analysis related to the use of available resources and how alternative strategies must be considered to achieve a program. Identifying and assessing system capability, alternative strategy design procedures for implementation, financing and scheduling strategies for achievement development programs. Input evaluation is useful to guide the selection of program strategies in specifying procedural design. The information and data collected can be used to determine sources and strategies within existing limitations.

3) Process evaluation is an evaluation that is designed and applied in the practice of implementing activities. Including identifying problem procedures and the management of events and activities. Every activity is monitored for changes that occur honestly and carefully. Recording daily activities are thus important because it is useful for decision-makers to determine follow-up improvements. Evaluation is a process of evaluating something based on established objective standards, then decisions are made on the object being evaluated (Djaali Mulyono, 2000: 45). The purpose of the evaluation process as proposed by Worthen and Sanders cited in Sawitri (2007: 24) are:

- a) Identify weaknesses during implementation including good things to maintain;
- b) Obtain information about the decision made, and
- c) Maintain field records of important matters during implementation.

4) Product evaluation is a collection of descriptions and "judgment outcomes" about context, input and process that leads to interpreted prices and services provided. Product evaluation is an evaluation measuring the success of achieving goals. This evaluation is a record of the achievement of results and decisions for improvement and actualisation. Product evaluation activities measure and interpret achieved results. Measurements are developed and administered carefully and thoroughly. The accuracy of the analysis will be determined by the

material for drawing conclusions and submitting facilities according to eligibility standards. Generally product evaluation activities include setting the operational objectives of the program, measuring criteria that have been achieved, comparing them between the realities of the field of goal formulation, and compiling interpretations rationally (Escalera Chávez et al., 2019).

Teacher Professional Education

Professional Education is a higher education program that is carried out after an undergraduate program and prepares students to have jobs with special skill requirements. The Teacher Professional Education Program is an educational program organised to prepare graduates for S1.

Education and non-educational S1 / DIV who have the talent and interest to become teachers, need to master teacher competence in full through national education standards. This is so teachers can obtain certificates of professional educators in early childhood education, primary and secondary education.

The PPG program is based on the Republic of Indonesia's Minister of Education and Culture Regulation No. 87 of 2013. In article 2 of the Republic of Indonesia Minister of Education Regulation No. 87 of 2013, the objectives of the PPG Program are (a). To produce teacher candidates who have competence in planning, implementing and evaluating learning; (b). Follow up on the results of the assessment by mentoring and training students, and (c). Able to conduct research and develop professionalism on an ongoing basis. The PPG Program is organised by universities that have educational institutions for staff, that meet requirements determined by the Minister. There are 45 universities from 27 provinces in Indonesia that conduct PPG programs. The following is a list of universities in Indonesia conducting PPG programs:

Table 1: List of PPG Organising Universities

No	Province	University
1.	DKI Jakarta	University of Negeri Jakarta
		University of Muhammadiyah Prof Hamka
2.	West Java	University of Pendidikan Indonesia
		University of Pakuan Bogor
		University of Pasundan
3.	Java Central	University of Negeri Semarang
		University of Sebelas Maret

		UKS Salatiga
		Unmuh Purwokerto
		Unmuh Surakarta
4.	DIY	University of Negeri Yogyakarta
		University of PGRI Yogyakarta
		University of Sanata Dharma
		University of Sarjanawiyata Tamansiswa
5.	East Java	University of Jember
		University of Negeri Malang
		University of Negeri Surabaya
		IKIP PGRI Madiun
		University of Muhammadiyah Malang
		Unipa Surabaya
6.	North Sumatra	University of Negeri Medan
7.	West Sumatra	University of Negeri Padang
8.	South Sumatra	University of Sriwijaya
9.	Riau	University of Riau
10.	Bogor	University of Bogor
11.	Lampung	University of Negeri Lampung
12.	Bengkulu	University of Bengkulu
13.	North Sulawesi	University of Negeri Manado
14.	Southeast Sulawesi	University of Halueleo
15.	South Sulawesi	University of Negeri Makasar
		Unmuh Makasar
16.	Gorontalo	University of Gorontalo
17.	Sulawesi Central	University of Tadulako
18.	South Kalimantan	University of Lambung Mangkurat
19.	East Kalimantan	University of Mulawarman
20.	Kalimantan Central	University of Palangkaraya
21.	West Kalimantan	University of Tanjungpura
22.	Bali	University of Pendidikan Ganesha
23	NTB	University of Mataram
		STKIP Hamzanwadi Selong
24.	NTT	University of Nusa Cendana
25.	Ambon	University of Pattimura
26.	Papua	University of Cendrawasih
27	NAD	University of Syah Kuala
		University of Al-Muslim Bireuen

The PPG Study Program is carried out by universities that provide programs to educators and teaching staff, who meet the requirements and obtain permits determined by the Minister of Research in Technology and Higher Education. Universities which are determined to be PPG Study Organisers must meet the following requirements:

- a. have institutional accreditation from the National Accreditation Board for Higher Education (BAN-PT), preferably superior (A), or at least Excellent (B);
- b. have a graduate study program (S-1) accredited A for the PPG program to be held unless otherwise stipulated by the Ministry of Research, Technology, and Higher Education;
- c. have a partnership with several schools that are accredited at least B and meets the requirements as a Field Experience Practice (PPL) as evidenced by the cooperation certificate;
- d. have a body/institution/ unit or other designation that has the main tasks and functions of managing the PPG Study Program;
- e. have a body/institution/ unit or other designation that has the main tasks and functions of managing PPL programs;
- f. have a body/institution/ unit or other designation that has the main tasks and functions of managing the Academic Education Development program; and
- g. have a body/institution/ unit or other designation that has the main tasks and functions of higher education internal quality assurance.

The PPG Study Program is organised by universities that have human resources that can meet the requirements. The human resources consist of program managers, lecturers and education staff. In addition to these human resources, tertiary institutions must involve tutors from partner schools and tutors in various learning places if needed.

The program manager is the person in charge of managing the administration of the PPG Study Program. The PPG Study Program Managers appointed by the organising tertiary institution must have experience in managing study programs and have pedagogical and managerial competencies. The PPG Study Program Managers in tertiary institutions must organise a minimum of 6 people, consisting of at least 2 (two) doctor-qualified (S-3) people with the lowest academic positions of Lecturer, and 4 (four) master-qualified (S-2) people with the lowest academic position as Head Professor. In addition to these 6 people, each PPG field of the study held must have a minimum of 2 lecturers, who take care of the field of study originating from S-1 level studies.

The Lecturers' function is to guide Subject Specific Pedagogy (SSP), with the task of teaching or deepening the material, facilitating workshop activities, guiding research and guiding Field Experience Practices. Study programs that carry out PPG Study Programs from higher education institutions must have lecturers with the following attributes:

- a. The lowest qualified academic master or applied master.
- b. Background in the field of education as one of the academic qualifications achieved and in a scientific field of expertise.
- c. Has the lowest functional academic position of the Lector.
- d. For vocational productive education, lecturers can come from the business world and the industrial world by having competency certificates in the area of expertise taught.
- e. Have relevant work experience of at least 10 (ten) years.

Methodology

The research method is an evaluative research method, using a descriptive qualitative approach with the CIPP Model (Context, Input, Process, and Product) developed by Stufflebeam (2003). This is used to evaluate the achievements of the Teacher Professional Education (PPG) program through Elementary teacher certification in Bogor Regency for the 2017 budget year. To collect primary data in this study, data was obtained through observation, documentation and interviews. This method is used to obtain important information that affects the effectiveness of PPG programs. All respondents who had "high" answers were 100% with a percentage rating scale "many", while those who answered "moderate/moderate" and "low" did not exist. This evaluation assesses the purpose of the program to solve the problem, as well as what is the best way to achieve the target, which is called Implementation. Petrus A. Brynard (2005: 4) citing the opinion of Van Horn and Van Meter argues that policies were undertaken by the government and the private sector individually and in groups. This was done to achieve goals and objectives as a top priority.

Research Results

Four (4) aspects of the 18 (eighteen) total in each CIPP component received notes for improvement. Related to the general objectives of the study and research questions namely the relevance, effectiveness and efficiency of the program, the conclusion is that the relevance, effectiveness and efficiency of the program requires improvement. That is because the category is sufficient with scoring 2. Each aspect requires improvement. These aspects are:

- a. payment of benefits,
- b. benefits of teacher certification programs to increase teacher eligibility in carrying out tasks as learning agents and realising national education goals,
- c. the benefits of the Teacher Professional Education Program for improvement of the process and quality of education outcomes, and
- d. the benefits of teacher certification programs to improving teacher professionalism.

Details of this are:

a. Payment of professional allowances.

Based on the Regulation of the Minister of Education and Culture of the Republic of Indonesia Number 17 Year 2016 regarding Technical Guidelines for the Distribution of Professional Allowances and Additional Income for Regional Civil Servants, article 3 states that the principle of distribution of benefits includes: efficient, effective, transparent, accountable, propriety and benefits. The implementation of the teacher certification allowance payment is paid after the teacher has graduated and received an educator certificate. Payment of a teacher certificate allowance is made after the teacher is registered in the SKTP issued by the Ministry of Education and Culture. The constraints that occur are: (1) the receiving of professional allowances is not timely, (2) the amount of money that must be paid, especially for foundation teachers is often not following the SKTP guidelines.

b. The Benefits of the Teacher Certification Program on improving teacher eligibility in carrying out tasks as learning agents and realising National Education Goals.

The results and benefits of teacher certification activities in the office in increasing the eligibility of teachers in carrying out their duties as learning agents and national education goals are not under the plan. The facts at school is there are still obstacles in teacher education issues that are required in Law No. 20 of 2003, which stated the minimum teacher education of S-1 / D-IV. In reality in Elementary Education (SD) there are still teachers who are educated under the S-1 / D-IV even some who are still educated in the Teacher Education School (SPG). Teachers who have education below the S-I are usually teachers aged over 50 years. The motivation to teach teachers who are aged 50 years and over, is usually low. It may mean these teachers are teaching without methods that are systematic, or are less innovative and creative.

c. The benefits of the Teacher Certification Program on Improving the Process and Results of Education

The results and benefits of teacher certification activities in improving the process and quality of educational outcomes are not what was expected. Facts gathered in the field or at school on the activities of teachers in conducting teaching and learning activities show varied obstacles. These are; the teacher does not undertake effective teaching and learning activities planning, during face to face learning the conventional way is preferred, e.g. using lecturing alone, which is not accompanied by discussion, the teacher likes to explain in front of the class rather than exploring, learning styles tend to be monotonous, not varied so that makes students unhappy to learn.

d. The Benefits of the Teacher Certification Program on Improving Teacher Professionalism.

The results and benefits of teacher certification activities in the office in increasing teacher professionalism are not what was expected. Those who will be promoted are required to make scientific works, so that teachers in one school will overlap in class IV. This is because they do not carry out the professional development required by rules and regulations and some school samples showed teachers received certification allowances.

Recommendations

From various notes about the weaknesses of the PPG program implementation in Bogor, the evaluator felt it was important to compile recommendations to stakeholders in order to improve the program. Recommendations were arranged into 4 categories; policy, implementation strategy and coordination. The stakeholders considered it appropriate to give recommendations to the Ministry of Education and Culture, the District or City Education Agency, and the Provincial Education Agency

a. Policy

A program will be implemented by an organisation if there is a policy foundation or foundation that provides mandates for the implementing organisation. The Teacher Certification Program can be implemented because it has a policy basis of Law Number 14 of 2005, concerning Teachers and Lecturers, Law Number 20 of 2003 concerning the National Education System and Permenristekdikti NO 55 of 2017 concerning PPG. The program implementers will be evaluated annually by the Ministry of Education and Culture regarding the program's weaknesses and strengths. For that, evaluators recommend to

1) Ministry of Education and Culture; almost every year there are regulations issued by the Ministry of Education and Culture with consideration of various aspects, including juridical requirements, input from various parties (teachers, implementers, and observers of Education) and the results of programs that have been achieved in the past. Technically and operationally the implementation of the teacher certification program has improved every year, by issuing Minister of Education and Culture regulations, especially with the prevailing certification patterns.

2) The regional government; the District or City Education Office disseminates technical and operational policies to teachers and schools, so that the new policies can be immediately understood by teachers, who will propose/participate in teacher certification programs.

b. Implementation Strategy

Aspects of payment of professional allowances, aspects of the benefits of teacher certification programs to increase teacher eligibility in carrying out tasks as learning agents and realising national education goals, aspects of PPG Program benefits to improving the process and quality of educational outcomes, aspects of the benefits of teacher certification programs on improving teacher professionalism. So to improve these aspects can be recommended to;

- 1) Ministry of Education and Culture issue a policy for the payment of teacher professional allowances, teacher allowances are expected to be paid together with monthly salaries so that there will be no delay in payment.
- 2) The regional government/district or city education office allocates funds in the regional budget for teachers, who teach local subjects, such as Sundanese or other subjects.

c. Coordination

In work program planning it is necessary to coordinate with various relevant agencies in measuring the results and benefits of the program. These are to ensure the evaluation of the teacher certification program has been effective and efficient, including aspects of the results and benefits of teacher certification activities in the office, to increase the eligibility of teachers in carrying out their duties as agents learning and national education objectives, results and benefits of PPG activities in improving the process and quality of educational outcomes, results and benefits of PPG activities in improving teacher professionalism.

To improve results and benefits, careful handling of several parties is needed. The following are recommendations to:

- 1) Ministry of Education and Culture; as the holder of the Amana Act to implement the teacher certification program in the office, is responsible for increasing the ability and competence of the teachers of the Ministry of Education and Culture. The Directorate General of Teachers and Education Personnel collaborates with agencies below such as the LPMP (Education Quality Assurance Agency, PPPPK, and the Ministry of Education and Culture agency wing), to make efforts to improve the ability and competence of teachers so that they can improve the quality of teachers, through Technical Guidance (Bintek) activities, Workshop, Training, and Education.
- 2) Education Office of West Java Province; limited activities at the central level of the Ministry of Education and Culture are assisted through the Regional Revenue and Expenditure Budget (APBD) in carrying out activities to improve the quality of teachers, the main target of high school, vocational and Aliyah teachers in the West Java Provincial Education Office.



3) District / City Education Office; organising education and training of teachers who are in the district/city environment. The target is PAUD teachers, elementary school teachers, and junior high school teachers and Tsanawiyah.



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