



Implementation of Dual Expertise Policies for Vocational High School Teachers in Demak Regency

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Abstract

Vocational education policies that are currently being implemented to produce skilled workers in their fields, one of them are, the proportion of Senior High School students: Vocational High School students are 30%: 70%, changes in the number of comparisons have an impact on the needs of the number of teachers, while temporary vocational teachers (productive teachers) in other expertise/specialization programs or other subjects, the number of teachers exceeds the amount that is required. The dual expertise program is a program to provide additional teaching authority for Vocational High School/Senior High School teachers who teach certain subjects to become productive subject teachers in Vocational High Schools in certain skill competencies that are different from previous skills competencies and relevant to their educational background. The objective of this study is to review and describe the implementation of dual expertise policies for Vocational High School teachers and their impact on Demak Regency. The process of preparation, implementation, and results of activities is described so that they can be understood as aspects related to the issues regarding the policy. This research was qualitative research. To get the validity of the data, the researchers used several data validity checking techniques, they were: (1) Technique of checking credibility; (2) Technique of transferability; (3) dependency checking technique. The data analysis used in this study was qualitative descriptive analysis. The result of this study is the impact of implementing dual expertise activities has not been significant towards the fulfillment of the needs of productive teachers. It is known that the problem is the element of communication, namely the lack of delivery of information from policy actors to the teacher. For other elements such as disposition, resources, and bureaucratic structure, it has been implemented well.

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INTRODUCTION

One of the school institutions that prepare their students to be able to go directly to the world of work after they are graduating is Vocational High School. Vocational schools are prepared to produce skilled workers who are ready to work with various competencies and are able to keep up with the development of science and technology. Many types of vocational education policies are currently being implemented to support this, vocational education policies include the proportion of Senior High School students: Vocational High School = 30%: 70%, Vocational High School functions, 2013 curriculum, entrepreneurship education, and regional specificity. On the other hand, the Vocational High School institution itself needs more readiness and carrying capacity, both in terms of the readiness of the human resources of the teaching staff and the educational staff as well as the facilities and infrastructure. With the change in the number of comparisons, it has an impact on the needs of the number of teachers especially for vocational subject teachers (productive teachers).

The results of the analysis of teacher needs by the Directorate General of Teachers and Education Personnel of the Ministry of Education and Culture, it is obtained data that some vocational skills programs lacked productive teachers while in other skills/specialization programs or other subjects the number of teachers exceeded the required number. One direction of government policy in the field of education is to improve the quality of vocational education as well as work skills education and training. To support this policy, the President has issued Instruction of the President of the Republic of Indonesia Number 9 of 2016 concerning Revitalization of Vocational High Schools in the context of Improving the Quality and Competitiveness of Indonesian Human Resources. Through this Instruction of the President, the Ministry of Education and Culture is instructed to improve the number and competence of Educators and Education Personnel in Vocational High Schools.

Following up on the Instruction of the President and in the framework of structuring and fulfilling productive teachers in Vocational High Schools, in 2016, the Directorate General of Teachers and Education Personnel implemented the Educator Certification and Expertise Certification Program for Vocational High School teachers/ Senior High School Teachers, which is hereinafter referred to as the Teacher Dual Expertise Programs. The dual expertise program in question is a program to provide additional teaching authority for vocational/high school teachers who teach certain subjects to become productive subject teachers in vocational schools in certain competency skills that are different from previous skills competencies and relevant to their educational background.

Research that is conducted by Sutapa, 2008 entitled "Educational Policy in the Public Policy Perspective" states that Education is public goods, and is the basic right of the community to obtain education and teaching. In this context, the government's obligation to implement it, especially the fundamental role of providing learning opportunities. Thus, the aspect of education as public goods in the dimensions of education policy is related to the perspective of public policy which must be studied in a multidisciplinary manner with an analytical and comprehensive perspective, both quantitatively and qualitatively.

Implementation of public policy will be easier to understand when it is using a particular model or theoretical framework. A model will give us a complete round of description about an object, situation, or process. What components are contained in the object, situation, or process. How are the correlations between the components with each other. One model of public policy is the Edwards III model, in his model, he suggests to pay attention to four important issues, they are: (1) Communication; (2). Resource; (3). Disposition or Attitudes; (4) bureaucratic structure. Communication, with regard to how a policy is communicated to organizations and or the public, the availability of resources to implement policies, attitudes, and responsiveness of the parties

involved and how the organizational structure of implementing policies. Resources, relating to the skills of human resources as executors of public policies to implement policies effectively. Disposition, regarding the willingness and commitment of the implementers to implement the policy. Bureaucratic structures regarding the suitability of bureaucratic organizations that are implementing the implementation of public policies. The bureaucratic structure is expected to create a good coordination and cooperative relationship between implementers from the top level to the lower level.

From the government policy through the Instruction of the President that is implemented by the Directorate General of Teachers and Education Personnel on the Teacher Certification and Expertise Certification Program for Vocational/ High School Teachers, hereinafter referred to as the Dual Expertise Programs, a deeper study is needed that aims to review and describe the implementation of dual expertise policies for Vocational High School teachers and the impact in Demak Regency. The process of preparation, implementation, and results of activities is described so that they can be understood as aspects related to the issues regarding the policy.

METHODS

The location of this research was Vocational Schools in Demak Regency. In this study, the approach taken was through a qualitative approach. This means that the data collected was not in the form of numbers, but the data comes from field notes, personal documents, notes, memos, and other official documents, so that the purposes of this qualitative research were to describe the empirical reality behind phenomena in depth, detail and complete the dual expertise activities. Therefore, the use of a qualitative approach in this study was to match the empirical reality with the prevailing theory by using descriptive methods.

According to Keirl and Miller in Moleong (2000: 4) what is meant by qualitative research is "certain traditions in the social sciences that are fundamentally dependent on observation, humans, their own region, and relating to these people in their discussion and terminology". According to Nasution (1988: 29), primary data is data that can be obtained directly from the field or place of research. Whereas, according to Lofland, the main data source in qualitative research is words and actions. Words and actions were sources of data obtained from the field by observing or interviewing.

In this study, the data studied were data from key informants and supporting informants. Key informant data was the data taken by people who know clearly and in detail about the problems examined, in this case, they are the organizers of the activity (learning center), the teacher, the activity participants and the principal who gives the assignment. While other data came from other relevant officials. Secondary data were data obtained from non-human sources in the form of documents, writings, recordings, documentation of situations related to the implementation of dual expertise, training materials, test results, evaluation of tests, and so on, the researcher used this secondary data to strengthen findings and complete information that has been collected through direct interviews with the parties concerned

To get the validity of the data, the researcher used several techniques for checking the validity of the data, they are; (1) Technique of checking the credibility. This technique can be done by the participation of researcher as instruments (tools) were not only conducted in a short time, but it required an extension of the participation of researcher so that the degree of trust in the data collected increases. The provisions of observation were intended to find the characteristics and elements and situations that were very relevant to the problem being sought and then focus on these matters in detail. Thus, the extension of participation provides the scope, while the persistence of observation provides depth. Triangulation was a technique of checking the validity of data that used something else outside of it for the purpose of checking or as a comparison. The most widely used

technique was examining other sources. Referential adequacy, that is, noted and recorded materials can be used as a guide for testing or evaluating data analysis and interpretation any time; (2) Technique of checking transferability by means of detailed descriptions. This technique examined in order to make the report on the results of the research is conducted as carefully and accurately as possible, that describes the context in which the research was held. The language must express everything needed by the reader so that they can understand the findings obtained; (3) The technique of checking dependability by means of auditing dependence. Techniques cannot be carried out if they are not equipped with records of carrying out the entire process and results of the study. The record was classified from raw data so that the formation of instrument development before auditing is conducted in order to obtain approval between the auditor and the auditee first.

The data is obtained in a holistic and integrative manner and also considers its relevance to the focus and purpose of the study, so in the data collection, it was using three techniques, they are: (1) in-depth interviews; (2) participant observation; (3) documentation study. The analysis in this study did not use numbers but in the form of words, sentences or paragraphs which are expressed in descriptive narrative form. So the technical data analysis used in this study was descriptive analysis. The descriptive analysis applied continuous, repetitive, and continuous efforts carried out in three lines of activities that occur together, they are: (1) data reduction; (2) data presentation; (3) conclusion/verification.

RESULT AND DISCUSSION

Communication in the organization

Communication is the delivery of information or messages from policy makers in implementing policies regarding a policy. The first requirement for implementing policies effectively is that people who implement policies must know what they should do. The decision on a policy and in order to implement it must be disseminated before the order can be followed. Some things that need to be considered in the communication process are how to deliver information (transmission), information clarity, and consistency in information delivery. (Edwrd III, 1980: 17).

In the process of transmission, communication or delivery of dual expertise programs to teachers as the target of activities on dual expertise carried out by the directorate general of teachers and education personnel as the implementers of the policy is through socialization. In the technical guidelines for the implementation of dual expertise activities, it is stated that in the implementation of dual expertise, the Director General of Teachers and Education Personnel of technical implementation unit is the center for development and empowerment of educators and education personnel, provincial education offices, Business and Industry, Universities, and vocational training institutions.

Clarity Process, If the policy is implemented according to what is intended, the guidelines for implementation should not only be accepted by policy implementers, but the guidelines must also be clear. Lack of clarity causes people to give different meanings. The meaning that exists for a policy sometimes contradicts with the main purpose of a regulation on the delivery of socialization. In this process, the Director General of Teachers and Education Personnel provides information through the application of each teacher, it is called the Teachers and Education Personnel Info account. In addition, it also delivers information through technical implementation units under it such as the center for the development and empowerment of educators and education personnel and the Ministry of Education and Culture website.

The process of consistency, the implementation command must be consistent and clear if you want the policy to be implemented effectively. Inconsistencies in implementation/organization orders that give the flexibility to interpret policies can cause the implementation of policies to deviate from their main purposes. From the results of observations, the researcher finds that not all teachers

understand about the program. According to one of the state vocational school teachers, he said that:

"... I initially do not know about the dual expertise programs, in the account, there is only a bidding for dual expertise registration programs, without knowing the intentions and objectives ...". In interviews with other teachers, it is also conveyed that even though the program offer appeared in each teacher's account, but because of the lack of information, many teachers ignored it. As stated by the teacher as follows:

"... In my Teachers and Education Personnel info application, there is a dual expertise program offer, but I do not understand the meaning, I ask other fellow teachers, they also do not know, so I just leave it ..."

However, there are some teachers who are still filling in the bidding for dual expertise activities even without knowing the purpose and objectives of the program. For teachers who have done the filling process up to the specified time limit, the teacher gets an invitation to take part in socialization and pre-activity through online activities. Because of the lack of information at first, therefore, some teachers who registered finally do not continue the next process, as stated by one of the state vocational school teachers.

"... After registering dual expertise, I just fill out so that when I am stated as a participant, I only take part in the initial online activities, after knowing how the dual expertise programs, then I do not follow the next process ..."

The results of the observation of data on dual expertise participants in the Demak regency, there are only 16 teachers who participate in the dual expertise activities and they are only attended by 5 schools out of 59 Vocational Schools in Demak Regency. The data can be seen in the following table:

Table 1. Data on the first batch of dual expertise participants

Area	School Name	Participants Number
Demak District	State Vocational High School 1 Demak	6
	State Vocational High School 2 Demak	2
	Private Vocational High School Al Fattah	1
Sayung District	State Vocational High School 1 Sayung	7
	Private Vocational High School Hidayatul M	1

Activity resources

Resources referred to in policy implementation are the implementation of policies. In order to be implemented properly, the readiness of the resources for implementing public policies is an important matter to consider. The order to implement the policy may have been delivered accurately, clearly, and consistently, but, if the implementers lack the resources needed to implement the policy, the implementation of the policy becomes ineffective. Resource readiness includes the

quality, accountability of implementing staff, and the availability of information that is available. Authority that is given to implementing policies and the availability of supporting facilities and infrastructure in implementing policies (Edward III, 1980: 53).

Resources are a very important part of implementing a program. In this dual expertise program resources include implementers and targets. The implementers are coordinated by the Directorate General of Teachers and Education Personnel consisting of the Central Team and Regional Teams. The Central Team involves the Directorate General of Teachers and Education Personnel, while the Regional Teams consist of 33 (thirty three) teams coordinated by the Education Office involving all District/City Education Offices in their respective regions. The following is a chart of dual expertise management organizations:

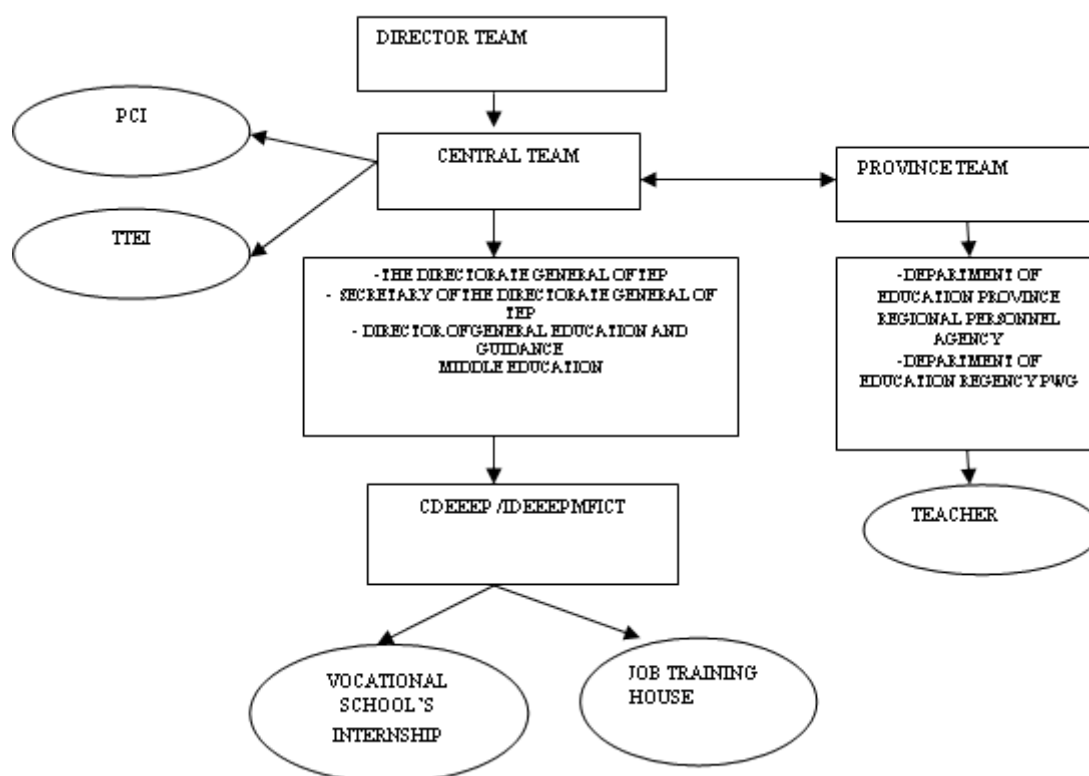


Figure 1. Dual expertise program management organization

In this activity, technically, there is a team formed for its implementation, namely the Development Team, Resource, Instructor, and Teacher Assistants. While the targets are the Senior High School teachers/Vocational High School teacher who are willing and able to learn new areas of competence which are not in accordance with the educational background and will be taught in the new field.

Dual Expertise Programs is implemented in the education and training institution that have the tools and materials that support understanding and sharpening competence, both for the implementation of the process ON and IN. These institutions include the following: Center for Development and Empowerment of Educators and Education Personnel (CDEEEP), Institute for the Development and Empowerment of Educators and Education Personnel in the field of Marine Fisheries Information and Communication Technology (IDEEPMFICT), Educational Quality Assurance Agency of Vocational High School, and Job House Training.

This is similar to what is conveyed by the principal who is appointed as a learning center, conveying that:

"... The basis of the appointment of schools as a place for dual expertise activities is the referral school that has been determined by the Ministry of Education and Culture ..."

Furthermore, related to the implementation of activities, it is also conveyed:

"..... Implementers of learning center activities consist of Academic person in charge, technical team, and class committee. The person in charge of the academic field comes from CDEEEP. Whereas for the technical team and class committee come from the learning center school

Disposition of duties and authority of activities

Disposition which is interpreted as the attitude, desire, tendency or agreement of executors in implementing policies is a determining factor in policy implementation. If the implementers can respond to a particular policy properly, they will be able to implement the policy in accordance with what is desired by policymakers. But if the attitudes and views of policy implementers differ from the desired of policymakers, the process of implementing policies will be complicated. Because policy implementers have discretion, their attitudes towards policy will be an obstacle to effective policy implementation. Three important things regarding disposition are disposition effect, staff placement, and incentives /rewards.

The Dual Expertise Programs are a program designed to meet the shortages of productive teachers in Vocational High Schools. Furthermore, the purpose of implementing dual expertise activities is that after attending this program a senior high school/vocational high school teacher can have two certifications, namely Educator Certification and Expertise Certification. Hence, senior high school / vocational high school teachers who already have expertise certification are expected to meet the shortage of productive teachers in vocational high schools. Giving the teaching authority of teachers who administer certain subjects to become productive teachers of Vocational High Schools in certain skill packages is carried out by considering various technical factors, requirements, and other relevant factors. To fulfill the professional requirements as a teacher who teaches a particular subject or competency skill, before carrying out his/her new assignment, the teacher follows the training stage with the On-In-On-In Service Training pattern that matches the new skill package that he/she will be following, after training, the teacher participates in the skills certification examination carried out by the professional certification institution, and after that the educator certification activity that is carried out in the designated college. This is similar to what the teacher conveyed as follows:

"... the implementation of the Dual Skills Program is carried out through several activities, they are: (1) guided independent learning that is conducted at the Vocational High School where the teacher teaches or in other Vocational High Schools as an On-Service Training, (2) education and training (In-Service Training) , (3) work internships in the business and industry, and (4) ended with certification of expertise by Professional Certification Institutions and teacher certification in positions through Teacher Professional Education and Training. Dual Expertise Design by using a sandwich system On-In-On-In service training, and so on ... "

After participating in the series of dual expertise programs, the teacher will get a certificate of expertise in accordance with the competencies studied and obtain an educator certificate whose teacher will get a certification allowance. In accordance with what was delivered by the teacher as follows:

"..... Since I have participated in a dual expertise programs, I have received a certificate of expertise from Professional Certification Institution and an educator certificate from the university ...".

Bureaucratic structure of activities

The implementation of this dual expertise activity program will be effective if it is supported by a good bureaucratic structure. With good bureaucracy, it will also affect the results of teacher competence. Policy implementers may already know what to do and have strong desires and sufficient resources, but they will still be hindered in implementing policies by the organizational structure in which they work. The main characteristic of the bureaucracy is the existence of a standard operating procedure (SOP) or standard implementation procedures and the division of tasks within work units. As previously stated, this dual expertise activity begins with mapping, recruitment, On and In activities, competency tests, internships, and Teacher Education and Professional Training. In the process, during activities, the participants are facilitated well, this is conveyed by the teacher as follows:

"... during dual expertise activities, there are many tasks so that there is difficulty in understanding, but it is helped by the existence of a companion teacher who can provide direction ...". The same thing was conveyed by the teacher:

"..... Initially, I am hesitant, whether I want to go ahead or not, because I will get an educator certificate later and I am accompanied by a companion teacher, I will be very good at completing the task ...".

CONCLUSION

The results of the observation of data on dual expertise participants in the Demak Regency, there are only 16 teachers who participate in dual expertise activities and they are only attended by 5 schools out of 59 Vocational High Schools in Demak Regency. Related to the number of participants in Demak regency whose number is only 16 teachers, the problem is communication, namely the lack of information from the instructor to the teacher, they are: (1) Some teachers initially do not know about dual expertises programs, they simply fill in the orders in Account info of Teachers and Education Personnel, without knowing the intention and purpose of filling in the data; (2) the format for filling in the Dual Expertises data appears on each teacher's account, but because of the lack of information so that many teachers ignore the contents; (3) In the process of filling the data, each teacher is not sure about the choice of the direction taken; (4) There are no directives from the school regarding the selection of majors taken by the participants, the choice of majors is determined by each individual teacher; (5) Teachers who have registered have finally resigned even though they have been registered as participants because they are not sure whether this program will indeed be able to be carried out until the issuance of educator certificates, considering that, there are still many teachers who teach in their fields who have not received the certificate. Therefore, it can be concluded that dual expertise activities have not been significant in meeting the needs of productive teachers in the Demak Regency. For other elements, the disposition, resources, and bureaucratic structure are well implemented.

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