Teacher Quality Gap In Elementary And Primary Schools

M Sholihah\textsuperscript{1*}, Y D Permatasar\textsuperscript{2}, R M Zionis\textsuperscript{3}, N Budianto\textsuperscript{4} and Fadlillah\textsuperscript{5}
\textsuperscript{1}Department of Teacher Training for Primary School, Islamic Institution of Al-Falah As-Sunniyah, 09 Semeru Street, Kencong, Jember, East Java, Indonesia
\textsuperscript{2}Department of Religious Education, Islamic Institution of Al-Falah As-Sunniyah, 09 Semeru Street, Kencong, Jember, East Java, Indonesia
\textsuperscript{3}Department of Islamic Family Law, Islamic Institution of Al-Falah As-Sunniyah, 09 Semeru Street, Kencong, Jember, East Java, Indonesia
\textsuperscript{4}Department of Religious Education, Islamic Institution of Al-Falah As-Sunniyah, 09 Semeru Street, Kencong, Jember, East Java, Indonesia
\textsuperscript{5}Department of Religious Education, Islamic Institution of Al-Falah As-Sunniyah, 09 Semeru Street, Kencong, Jember, East Java, Indonesia

*marmarapgmi@inaifas.ac.id

Abstract. Indonesia has two kinds of schools for children age 7 - 13, which makes it different and unique from some other countries. Elementary school is a school that runs directly from the ministry of education, while primary school is run under by both the ministry of education and the ministry of religion. These two differences influence the quality of its education through the quality of its teachers which bring up “teacher gap”. There is a pretty huge gap between those two on teacher’s side, especially on teacher’s status which affects on their professionalism and teaching skills. The focus of this paper is to answer two main questions; 1) what is the quality gap on teachers in elementary and primary schools?; 2) how does it sustain inequality education to elementary and primary schools? Based on the collected data that was taken by observation, interview and documentation of this case showed that there are teachers here have a lot of differences related on their status which add up inequality on the school environment and education quality. The result of this study is expected to show the gap on teacher quality in elementary and primary schools by using a descriptive method.

1. Introduction

The progress of a nation’s civilization is basically determined by two factors; economic factor and educational factor. Economic factor determines the establishment of a nation to become independent in managing the country and its people which results in the people’s welfare and stability of the country. However, this economic factor has a minus value from education views, namely if a nation is only materially rich but it does not have a good quality of education, then a nation may experience a moral crisis that is only obtained from the good quality of education itself. As stated by Delors Commission from Unesco in 1996 that education is at the heart of both personal and community development. Its mission is to enable each of us, without exception, to develop all our talents to the full and to realize our creative potential, including responsibility for our own lives and achievement of our personal aims [1].

The education factor plays an important role in advancing the nation both in terms of social aspects relating to the quality of life of the people and economic aspects. Some examples of nations having good quality of life are shown by countries with the best quality education, [2] which all start with one simple thing; the quality of educators. The source of a quality education is HR (Human Resources) which is only followed by facilities and infrastructure. The quality of educators is an
extremely important factor in the world of education because it is a part of the success of curriculum making. Reflecting on education in Malaysia which is a prestigious target for students in Indonesia, the Malaysian Government prefers to develop the education sector rather than the economy. The results now must be recognized that Education in Malaysia is better in terms of quality [3].

This perspective is reinforced by the community Unite for Education through its movement which focuses on issues of disparity in education that there are three pillars of quality education: [4]

“Quality teaching, which is ensured through the recruitment of high calibre candidates to teaching, the provision to them of high quality initial teacher education and the support throughout their career of continuous professional development. Teachers are the most important educational resource and a critical determinant quality. They must be treated as respected professionals. Teaching must provide an attractive career choice, and must remain sufficiently attractive, in terms of salaries and conditions of employment, to retain the best teachers in the service.

Quality tools for teaching and learning, including appropriate curricula and inclusive teaching and learning materials and resources. These may be provided, through the application of information and communication technology, that is, by harnessing the enormous power of the internet and the capacity and the accessibility of modern technology to assist and support teaching and learning.

Quality environments for teaching and learning, supportive, comfortable, safe and secure, with the appropriate facilities to encourage student learning and to enable teachers to teach effectively. A quality environment also engaged parents, students, teachers, school authorities and support staff in a community working together to achieve the goal of providing quality education for all its students.”

The quality of elementary school and primary school teachers in Indonesia still has gaps and there is a lot to be improved. However, the government through the Ministry of Education has begun to try to prosper elementary and primary teachers both in terms of education with the many scholarships provided through the Ministry of Education and Culture and the Ministry of Religion [5] as well as training, seminars and workshops to improve teacher quality. In terms of economics, government has provided teacher’s income by making a huge regulation to improve teacher’s economics welfare, it is a certification. In reality, this certification program cannot be attained by every teacher due to a strong competition that they have.

The welfare needed by teachers becomes very important for the realization of improving the quality of teachers in teaching so that students who are educated since the golden age are able to get the best education. One more interesting thing in education for children in Indonesia which consists of elementary school and primary school is that some teachers in elementary and primary schools have no diploma level because some schools do not have enough teachers to teach students in their schools, especially teachers who graduate from teacher training for primary and elementary schools. This is interesting because after all there are positive and negative values, but it still affects the quality of education for children.

This paper contains the reality of teacher quality in elementary and primary schools that occur in Indonesia and its impact on the quality of elementary and primary education.

2. Methods
The research approach used in this paper is a qualitative approach. Qualitative research is a research that intends to understand phenomena about what is experienced by research subjects such as behavior, perception, motivation, action, etc., holistically, and by means of description in the form of words and language, in a special natural context and by utilizing various natural methods [6].

Prof. Dr. Suharsimi Arikunto explained that qualitative research was called “naturalistic qualitative”. The term “naturalistic” indicates that the conduct of this study did occur naturally, as is, in normal situations that are not manipulated in circumstances and conditions, emphasizing the description naturally [7].

The type of research used is descriptive research which is a research that attempts to describe a phenomenon, event, the event that is happening now. Descriptive research focuses on the actual
problem as it was when the research took place [8]. The descriptive research in this paper aims to explain the events that are in accordance with the facts and data obtained by researchers both through observations in the field and through references relating to the level of teacher quality disparities in elementary schools and primary school.

3. Results and Discussion

3.1. Teacher Quality in Indonesia

The Law of the Republic of Indonesia Number 20 of 2003 concerning the National Education System and the Law of the Republic of Indonesia Number 14 of 2005 concerning Teachers and Lecturers, has brought enlightenment to educators, teachers and lecturers. The law provides direction on the importance of teachers in particular to possess certain qualifications and competencies in carrying out their daily tasks [9]. Qualifications that must be possessed by elementary school and primary school teachers consist of four competencies, namely: pedagogical competencies, professional competencies, social competencies and personal competencies. Those four competencies must be mastered by teachers, so that one lack of competency could affect the quality of the teachers themselves, and in the end it would affect the quality of its education.

Aziza Meria on her research explained that teachers in primary school have the obligation to be effective teacher by having these characters, they are: first, mastering class environment and having a good knowledge. Second, being able to manage and choose the strategies that are implemented in the class. Third, being able to give feedback and motivation to students. Fourth, improving themselves to be better teachers everyday [10].

The need for the quality of elementary school and primary school teachers who have these four competencies has been stated in the Teacher Law and Lecturer Number 14 of 2005 Article 24 paragraphs 1 and 4 which reads [11] which written that government must provide qualified teachers who have academic qualification, competence on pedagogy and provide enough teachers to prosper formal education for children both in primary and elementary schools as well as secondary education in Indonesia. The sustainability of formal children education can only be obtained by providing good teachers on those four competencies.

Qualified teachers can be seen from the four types of teacher competencies [9] determined by the Indonesian government to be used as a condition for a teacher to teach or not, among others:

3.1.1. Pedagogical Competence: pedagogical is the science of educating, which includes didactics and methodics. Pedagogical competence is the ability of a teacher to manage the learning process of students based on the science of educating. A teacher who has minimal pedagogical competence has mastered education (the foundation of education) in addition to mastering the particular field of study he has mastered, mastering learning methods, and mastering various learning approaches. According to the explanation in Article 28 paragraph (3) point a of National Education Standards, pedagogical competence is the ability to manage learners’ learning which includes understanding of students, designing and implementing learning, evaluating learning outcomes and developing students to actualize their various potentials.

3.1.2. Professional Competence: professional competence is the ability to master extensive and in-depth learning material that enables guiding students to meet the competency standards set out in the National Education Standards (Explanation of Article 28 paragraph (3) point c of National Education Standards). Quoting from Sudirman that the profession can be seen in two contexts, the first is an indicator of ability that shows observable behavior, and the second is a concept that includes cognitive and affective aspects with the implementation stage.

3.1.3. Personality Competence: the meaning of personality according to everyday understanding, refers to individuals appearing and giving an impression to other individuals. According to Alport, the understanding of personality in psychology is a dynamic organization of individual psychophysical systems that determine the behavior and thoughts of the individual concerned, or a dynamic organization of individual psychophysical systems that determine the behavior and
thoughts of individuals specifically. According to education law in article 28 paragraph (3) point b of the National Education Standards, that teachers should have these characteristics, which are: emotionally stable, mature, wise, and kind.

3.1.4. Social Competence: Mulyasa provides details of the social competencies that teachers must have in order to be able to communicate and socialize effectively, both at school and in the community, including: 1) having knowledge of customs; 2) having knowledge of culture and traditions; 3) having knowledge about the core of democracy; 4) having knowledge about aesthetics; 5) having appreciation and social awareness; 6) having the right attitude towards knowledge and work; 7) being loyal to human dignity.

As a qualified teacher, a teacher must meet the requirements contained in Law Number 12 of 1954 on the Basics of Education and Teaching in schools for all of Indonesia. In article 15 it is stated about teachers as follows [13] “The main requirements to become a teacher, in addition to diplomas and requirements regarding physical and spiritual health, are the qualities that are necessary to be able to provide education and teaching as referred to in chapter 3, chapter 4, and chapter 5 of this law.”

The conclusions drawn from these articles, the requirements for becoming a teacher consist of: certified; physically and mentally healthy; devotion to God Almighty; responsible.

3.2. Elementary and Primary Schools
Elementary and primary education in Indonesia basically have the same goals, characteristics and competency standards. Both are distinguished in management and values that must be taught to students. In general, the most striking difference is that most elementary schools have a state status from the old order government, because it is a government-run school. Whereas primary school is mostly a private school because they are under the auspices of the foundation.

It should be noted that many private elementary schools have sprung up under the auspices of the foundation. The values carried are the same from the private school, which is balancing general education and religious education for children, so that governance in private elementary school in addition to shelter at the Ministry of Education and Culture also shelter at the Ministry of Religion.

Elementary and primary education according to the National Education System Law No. 20 of 2003 Article 17 paragraphs 1 and 2 are education levels which are based on secondary levels. Elementary education in the form of elementary school (SD) and primary school (MI) or other equivalent forms as well as junior high school (SMP) and madrasah tsanawiyah (MTs.), or other forms of equivalent [12].

The basic education in question is the 9-year compulsory education recommended by the government for all Indonesian children to take. This relates to the term “children”, that the so-called “children” can be of elementary to junior high age. This is reinforced by Santrok and Yussen that the phase of child development related to elementary school students is divided into five phases, including [12]:

3.2.1. Prenatal phase, when in the womb from conception to birth.
3.2.2. The baby phase, which is when development takes place from birth to 18 or 24 months of age.
3.2.3. Early childhood phase, the development phase lasts from the end of infancy to the age of five or six years.
3.2.4. Middle and late childhood phase, a phase of development that lasts from about six to eleven years.
3.2.5. Adolescent phase, the development period which is the transition from childhood to early adulthood.

Education in elementary school and primary school aims to provide basic reading, writing, arithmetic, basic knowledge and skills that are beneficial to students according to their level of development and prepares them to attend junior high school education. Reading is a skill to improve one’s reasoning power. The power of one’s thinking is largely determined by the culture of reading in
a macro, reading also has an impact on the quality of national and state development. A country can progress or not depends on reading interests and culture [12].

Elementary school and primary school have core competencies that are designed in line with the increasing age of students in certain classes. Through core competencies, vertical integration of various basic competencies in different classes can be maintained. The formulation of the core competencies uses the following notation [14]: first, core competency-1 (known as: KI-1) for the core competency is the spiritual attitude (attitude towards God Almighty). Second, core competency-2 (known as: KI-2) for the core competencies are social attitudes (attitudes toward oneself, toward others, and toward the environment). Third, core competency-3 (known as: KI-3) for knowledge core competency. Fourth, core competencies-4 (known as: KI-4) for skills core competency.

| Subjects                          | Allocation of Time Per Week |
|----------------------------------|----------------------------|
|                                  | I  | II | III | IV | V  | VI |
| **Group A**                      |    |    |     |    |    |    |
| 1 Religious Education and Character Building | 4  | 4  | 4  | 4  | 4  | 4  |
| 2 Civic Education                | 5  | 5  | 6  | 5  | 5  | 5  |
| 3 Indonesian Language            | 8  | 9  | 10 | 7  | 7  | 7  |
| 4 Mathematics                    | 5  | 6  | 6  | 6  | 6  | 6  |
| 5 Natural Sciences               | -  | -  | -  | 3  | 3  | 3  |
| 6 Social Sciences                | -  | -  | -  | 3  | 3  | 3  |
| **Group B**                      |    |    |     |    |    |    |
| 1 Cultural Arts and Crafts       | 4  | 4  | 4  | 5  | 5  | 5  |
| 2 Physical Education, Sports and Health | 4  | 4  | 4  | 4  | 4  | 4  |
| **Total Time Allocation Per Week**| 30 | 32 | 34 | 36 | 36 | 36 |

Source: The Ministry of Education and Culture (2013a)

There are several additional subjects that students must study related to religious subjects in primary school. Religious and moral education was further expanded into a number of subjects adapted to the values taught by the schools, namely: Fiqih, Qur’an, Aqidah Akhlak, Aswaja/ Muhammadiyah and Arabic.

3.3. Teacher Quality Gap in Elementary and Primary Schools

The disparity in teacher quality that occurs in elementary school and primary school is caused by several factors, including:

3.3.1. Inequality in the ratio of the number of graduates. Before the title of elementary school teacher graduated with teacher training for elementary school majors and primary school Teacher with teacher training for primary school majors, teachers who graduated from primary school department were very difficult to be accepted in elementary school institutions, especially to be a civil servant, because they were not considered linear. Since there are more teacher training for elementary school graduates than primary school graduates in Indonesia, due to the existence of elementary school department came first in this country. This has resulted in unequal needs of permanent teachers in elementary and primary schools. The department of teacher training for primary school only began to be in demand by the public starting around the 2013s, whereas far before teacher training for elementary school department was well-known. The lack of teacher training for primary school graduates has made primary education (madrasah ibtidaiyah) schools has limited teachers for their students.
3.3.2. Teacher competence. It can be said that teachers who have four competencies are still lacking because some schools in primary school (madrasah ibtidaiyah) do not yet have linear teachers, so this has an impact on teacher mastery when giving material to students. When teacher mastery is lacking and does not understand the characteristics of primary school age children, then the result is less quality learning. This fact does not only occur in madrasah ibtidaiyah, because in some elementary schools there are similar problems as well. Actually it does not mean that all teachers who are not linear do not have the required competencies, because after all there are teachers who do not have linearity but are qualified in their teaching. On the contrary, talking about the quality of pedagogy, teachers who do not graduate from teacher training for elementary and primary school major and become elementary or primary school teacher will influence the process of teaching and learning itself.

3.3.3. Teacher Status. It is very common that the status of teacher in Indonesia as a civil servant teacher is pretty desirable to this profession. Almost all graduates teacher training for elementary and primary school majors expect that they will become civil servant teachers both in elementary and in primary schools in the future. However, this expectation is inversely proportional to the quota of the number of graduates each year and the civil servant teachers in elementary school and primary school that are needed, so many fail on the test for this profession status. This status is not sincerely a good status only, but it also shows that teachers who have this status means they are qualified enough being a teacher based on some tests that they must past to be on this status. The problem is there are not many chances for primary school teachers to have this status because of different regulations for both. So, there are very few civil servant teachers who are placed in primary school which makes most teachers in primary schools are private employees.

3.3.4. Teacher welfare. In terms economic stability, teachers in elementary school is more stable compared to the primary school teacher. This happens because of different status, different status influences different income every month. However, for teachers who are not yet become a civil servant in primary school, they must struggle to be able obtaining teacher certification and the management of the school must be well laid out for the sustainability of the school itself.

3.3.5. The certification. In contrast to private teachers in primary school, private teachers in elementary schools cannot get any kind of certification from the government before becoming civil servants. Meanwhile, to become a civil servant is also not that possible, because there are a lot graduates similar with their majors, which they also have to compete with primary school teacher graduates. In primary school, the opportunity to get certification which is provided by the Ministry of Religion can be obtained after teachers have teaching and learning experience for five years or even less. This opportunity definitely is able to provide economic stability for teachers in primary school.

4. Conclusion
The conclusion of this study is that the differences in the status of elementary school and primary school basically have caused some gaps in the community, especially to the teachers. This can make education inequality is more sustainable. One visible gap is between private and state schools, which primary school is mostly has private schools and elementary school is mostly has public school. In addition to this, several factors that cause gaps in elementary school and primary school are inequalities in the number of graduates, teacher competence, teacher status, teacher income and teacher certification. The action we can all take is to improve the personal qualities of being a teacher, both as a public and private teacher, making a full contribution to the country by becoming teachers who teach from the heart and loving our work. While for the government, especially in the education management, of course there is still a lot of things that need to be improved just so the quality of teacher training for elementary and primary school graduates have four competencies of teaching and learning.
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