The policy of educators’ certification: an effort to improve quality, qualification, and teachers’ competence

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Abstract. This paper describes the importance of educator’s certification to solve Indonesian education financial system which is still run by the government until 2020 with some additional regulations. This paper shows how the regulations are applied into the system and have some contributions on improving their quality, qualification and competence. There are some classics problems as well which are found during this research, such as: the lack of competence and quality of teachers which are caused by financial source. It is not a new problem that teachers are not paid well, from that it causes the integration of teachers to do their job because they need to have other additional jobs. This research uses qualitative research to dig more about the government efforts on improving teachers quality, qualification and competence by applying a descriptive method to explain about teachers’ certification in Indonesia, the purpose, benefits and principle, also the mechanism, criteria and some laws related to teachers quality, qualification and competence in Indonesia. The result of this study explains that the effort of the government on applying a certification system have a good impact on the quality, the qualification and the competence of teachers.

1. Introduction

Joan Dean said that teacher was "The most important and expensive resource in any classroom" [1]. Teachers are perfect human figures for their students. They seen as someone who is knowledgeable in their fields. Some people think that working as a teacher seems very easy and simple. At a glance, in a view of their job which carried out the teacher only goes to school, chats with his students, and do not need to work hard. They can go home during the day, and that’s all. However, the teacher's task is not simple. Teachers who are also called educators have quite heavy and complex tasks, but the results do not seem obvious immediately. They need to concentrate and dedicate that is high and full of responsibility.

Being a teacher does have a lot of works to do including expanding knowledge and competencies that should be develop everyday. Educators must also attend training, seminars, workshops or discussions in a forum whether it is formal or non-formal, in addition they have to readi books and upgrading informations. In fact, they also have to deal with recalcitrant children and parents’ problems (egoistic parents). So they give their energy and spending their time dedicating their lives to their students but their contribution does not seem to be paid well.

Therefore, the government is aware of the lack of welfare of teachers in Indonesia by making a new policy adopted from the policies of developed countries to improve teacher welfare, quality, and professionalism by making regulations such as Law Number 18 Year 2007 concerning on “Certification For Teachers in Position”. Teacher’s certification is a new phenomenon that immediately became popular after the government had a regulation on Law No. 14 of 2005 which concerning “Teachers and Lecturers” in December 2005 that discussed the issue of teacher certification.
The government establishes a certification policy for educators because it has the aim to improve the quality of education. It is started from the quality of the teacher, because they are the main actors of education who are able to improve education quality. Teachers must act as inspirational figures, motivators, facilitators, dynamists, and communicators to move, explore, and develop the potential of students to answer the problems of contemporary society. Therefore, the quality of education depends on the main actors of education who are required to have the qualifications and competencies of experts in their fields.

Teacher’s certification became a massive interest as a space to be a professional teachers that are paid well. This is also a problem solution for the country to improve its education quality which is started from giving all teachers chance to develop and strengthen their skill on education. The professionally of teacher has been a classic problem in Indonesia on improving education quality. A lot of graduates from education department and small chances to be teacher in reality gives not so good impact on education world. Because of that, some teachers do not teach as their expertise and education backgrounds. So, teacher’s certification has really good impact on their skill and professionalism.

Therefore, this paper discusses “The Policy of Teacher’s Certification: An Effort to Improve Quality, Qualification, and Teachers’ Competence.

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 [2]. 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 [3].

The type of research 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 [4]. 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 teacher’s policy on certification procedures to improve the quality, qualification and teachers’ competence.

3. Results and Discussion
3.1 Educator Certificate
3.1.1 Certification in Indonesia
In the Law of the Republic of Indonesia Number 14 Year 2005 concerning on Teachers and Lecturers, it is stated that certification is the process of giving educators certificates for teachers and lecturers. Whereas in fact, educator’s certificates are formal proof as acknowledgment given to teachers and lecturers as professional legalization. Based on this understanding, teacher certification can be interpreted as a process of giving recognition that a person already has the competence to carry out in certain education services, after passing the competency test held by the certification institution [5].

Teacher’s certification is related to the professionalism of a teacher. The term professional comes from the word profession, which is a job that requires training and mastery of certain knowledge and usually has a professional association, a code of ethics and a certification process as well as an official permit or license. The term profession is also interpreted as a job that has the characteristics of practice that is supported by theory, training, codes of conduct that has regulation, and has high autonomy in the implementation of his work [6].

Certification is also a form of work professionalism which is marked by two main supporting pillars. One of them is a safe expert service. It can guarantee a client benefit,
recognition and appreciation from the community. Expert services must be able to be demonstrated convincingly by adhering to the professional code of ethics [7]. In other words, teacher’s certification is a competency test which is designed to reveal the mastery of one’s competence as a basis for granting educator certificates or the process of granting educator certificates for teachers.

3.1.2. Purpose, Benefits and Principles of Certification

The purpose of teacher certification is to improve the quality of graduates and the quality of education through improving the quality of teachers. Teacher certification aims to [8]: (1) determining the feasibility of teachers in carrying out their duties as agents of learning and realizing national education goals; 2) improving the process and the quality of educational outcomes; 3) increasing teacher’s dignity; 4) improving teacher professionalism; 5) improving teacher welfare. Wibowo revealed that certification aims are protecting teacher profession, strengthening teacher status, protecting the educational institution from unqualified teachers, building a good public image for teachers, providing solutions on education problems.

It was further stated that the certification of educators and education personnel has two following benefits as quality control and quality assurance. As quality control which includes: certification institution, improving sustainable professionalism, increasing professionalism, an objective selection process. As quality assurance, it has some benefits which are: improving teacher status in public eyes and as a valuable information for schools to employ teachers. General benefits of certification can be specified as follows: 1) protecting teaching profession from incompetent practices, which can damage the image of it; 2) protecting society from unqualified and unprofessional educational practices [9].

In order for the certification to run in accordance with its grand ideals, namely increasing teacher competence in the pedagogical, personal, social, and professional competence, several key principles that could become a code of ethics for teacher certification should not be violated. This main principle is in order to prevent negative things that might occur in the certification process, because something that promises prosperity in this country is always a struggle for all elements of the community, so it is necessary to make the main principles as guidelines in moving forward.

The main principles include: Openness; all certification processes from start to finish at all levels must run openly/ transparently, no one can be covered up, either portfolio documentation, appraisal, budget, and everything related to it. Honesty; honesty is an important asset in the certification process, especially for teachers who are collecting portfolios. As a teacher, never get caught in ways that are instant, cheating, and full of lies, for example; manipulating certificates, papers, opinions, documents, lesson plan, until the diploma. Accountability; the certification conducted by teachers must be accountable, in the sense that it can be accounted before the law and in the eyes of the community. Accountability is very important as a measure of one’s credibility and integrity. If certification is not accountable, a lot of fraud will occur.

Objectivity; certification requires high objectivity. That is, the certification is in accordance with the facts and realities that exist, with valid measurements. Professionality; certification wants to bring teachers to a professional level, so certification must be based on teacher professionalism. The teacher is categorized as a professional if he teaches in his area of expertise, the right man on the right place, continues to develop himself by reading, writing, discussing, and actualizing, and always being professional according to existing mechanisms. Goal-oriented, not benefits; teacher certification is a mean of achieving qualified teachers to develop the world of education in this country in the future. Thus, certification must be goal oriented, not material compensation.

According to Mulyasa, there are 5 certification principles, such as: 1) implemented objectively, transparently and accountably; 2) it leads to the improvement of the quality of
national education through improvement of teachers and teacher welfare; 3) performed in accordance with the regulations by law; 4) implemented in a planned and systematic; 5) the number of participants in teacher certification is determined by the government [10].

3.1.3. Certification Mechanism

There are many strategies for implementing certification for teachers in positions, which are carried out through: portfolio assessment, education and training, and the professional education lane giving educational certificates directly for those who meet certain requirements [10].

Minister of National Education Regulation (Permendiknas) Number 18 Year 2007 states that certification for teachers in positions is carried out through competency tests to obtain educator certificates. The competency test is carried out in the form of portfolio assessment, which is an acknowledgment of the teacher's professional experience in the form of an assessment of a collection of documents that reflects teacher competency.

The portfolio assessment components are [11]: 1) academic qualifications: namely the level of formal education that has been achieved until the teacher attends certification, both degree education (S-1, S-2, or S-3) and non-degree (D-4 or Post Graduate diploma), both within and at overseas. Physical evidence related to this component can be a diploma or certificate of diploma; 2) education and training: experience in participating in education and training activities in the context of developing and / or increasing competencies in carrying out their duties as educators, both at the sub-district, district / city, provincial, national, and international levels. The physical evidence of this component can be in the form of certificates, certificates, or certificates from education and training institutions; 3) teaching experience: i.e. the teacher's tenure (including guidance and counseling teacher) in carrying out his duties as an education in a particular education unit in accordance with the assignment letter from the competent institution (can be from the government and / or community groups providing a valid certificate from the authorized institution; 4) learning planning and implementation: this component was chosen into two, learning planning; preparation to manage learning to be carried out in class on each face to face. Implementation of learning; teacher activities in managing classroom learning and individual learning; 5) assessment of superiors and supervisors: superiors' assessment of personal and social competencies, which includes aspects of observance of religious teachings, responsibilities, honesty, discipline, example, work ethic, innovation and creativity, ability to accept criticism and advice, communication skills, and the ability to work together using the Superior Assessment Format; 6) academic achievement: the achievements of the teacher, especially those related to his expertise, which received recognition from the organizing institution / committee, both at the sub-district, district / city, provincial, national and international levels; 7) professional development work: a work that shows the efforts and results of professional development carried out by the teacher; 8) participation in scientific forums: participation in scientific activities relevant to their area of work at the sub-district, district / city, provincial, national or international level, both as a speaker and as a participant. Physical evidence attached is in the form of papers and certificates / certificates for speakers, and certificates / certificates for participants; 9) organizational experience in the educational and social fields: the experience of the teacher being an administrator of an educational organization, social organization, and / or getting additional assignments; 10) awards that are relevant to the field of education: awards that are obtained because the teacher shows good dedication in carrying out the tasks and fulfills quantitative criteria (length of time, results, and location / geographical); qualitative (commitment and work ethic); relevance (in the field / cluster of fields), both at the district / city, provincial, national and international levels. Physical evidence attached is in the form of a photocopy of certification, certificate, or certificate.
3.1.4. Participant Criteria

Referring to Permendiknas No. 18/2007, the main requirements for certification participants for teachers in positions are teachers who already have an undergraduate (S-1) or diploma (D-4) academic qualification. In addition, certification participants are limited each year by a quota and the number of teachers who meet the academic qualification requirements is greater than the quota, so the Provincial Education Office or the District / City Education Office in determining certification participants also considers the following criteria: period of work/teaching experience, age, rank/class for civil servants, teaching load, additional positions/assignments, work performance.

Not just any teacher can join this certification program. There are conditions that are fulfilled first. Thus, it can minimize the occurrence of distortion and spike in volume. The criteria for participant teacher certification includes status as a permanent teacher, active teaching at school, maximum age of 58 years is December 31, 2009, having academic qualifications, having a working period as a teacher (as a civil servant or non-civil servant) of at least 4 years in an education unit; or have become a teacher as of December 1, 2005. Listed in the list of potential participants (long list).

3.2. Teacher Quality

Quality is concerned with evaluating how a product meets certain criteria, standards or references. The formulation of education quality is dynamic and can be explored from various perspectives. Agreement on the concept of quality is returned to the formulation of references or existing references such as educational policies, teaching and learning processes, curriculum, infrastructure, learning facilities, and education staff in accordance with the agreement of the stakeholders [12].

According to Tom Peters and Nancy Austin, quality is a matter of passion and self-esteem [13]. Quality is the main agenda which is the most important task. The quality of education must be strived to achieve progress based on a planned change. Improving the quality of education is obtained through two strategies, namely improving the quality of education oriented academically to provide a minimum basis in the journey that must be taken to achieve the quality of education required by the demands of the times, and improving the quality of education oriented to essential life skills that are covered by education based on broad, real, and meaningful. In relation to the strategy to be adopted, improving the quality of education is closely related to the relevance of education and assessment based on the actual conditions of the quality of education. Examination of the actual situation is a starting point in traveling to an ideal situation preceded by a threshold as a minimum foundation, and includes the quality of education that is accounted for as well as being marked by a benchmark as the ideal norm.

To implement school autonomy requires mental changes in the principal, staff, and teachers from culture to independent culture. According to Kusumah, the substance of the implementation of regional autonomy is an effort to actively increase the community at all levels in all aspects of life to get a more equitable quality of life. Autonomous and open and sustainable development of community institutions. Efforts to grow and develop productive attitudes need to be empowered. Therefore, the principal / madrasa must be able to mobilize and empower teachers to be able to carry out their duties and responsibilities in a professional manner. Professional teachers will have high commitment and are accompanied by abilities in accordance with their fields of expertise. This commitment is the basis for improving the quality of learning in the classroom. Quality learning will improve student learning achievement.

Learning achievement can improve well, if schools / madrasa are able to empower all components of education in order to carry out their roles and functions properly. This empowerment is a very important element in increasing the accountability of teachers as professional educators. In this case, the teacher is responsible for the learning process that occurs in students. Therefore, professionalism is a demand that must be met by every teacher.
Professional and effective teachers are the key to success in the learning process in the classroom [14].

The quality of education is not only determined by the school as a teaching institution, but also adjusted to what the views and expectations of the community tend to always develop along with the times. Based on this tendency, the community's assessment of the quality of school graduates continues to grow. Therefore schools must continuously improve the quality of their graduates by adjusting them to the development of community demands towards the quality of education which is based on the benchmark of ideal norms.

3.3. Teacher Qualification

In the Big Indonesian Dictionary, the definition of qualifications is the expertise needed to do something, or occupy a certain position. So, qualifications encourage someone to have a "special skill or skill" [15]. Teacher qualifications include qualifications in the academic field. Academic qualifications are academic education levels that must be possessed by teachers according to the type, level, and formal education unit in the assignment place.

This academic qualification is demonstrated by a diploma that reflects the ability required for teachers to carry out their duties as educators at the level, type, and unit of education or subjects taught according to National Education Standards, namely [16]: 1) for early childhood education teachers, have minimum educational academic qualifications diploma four (D-IV) or bachelor (S1) with a background of higher education in the field of early childhood education, other education, or psychology; 2) for elementary / MI education teachers, have a minimum academic qualification of four (D-4) or undergraduate (S1) degrees with a higher education background in elementary / MI education, other education, or psychology; 3) for middle / MTs education teachers or other forms of equivalent, have a minimum academic qualification of a four (D-4) diploma or bachelor (S1) with a higher education background with an education program that is suitable for the subjects being taught; 4) for high school / MA education teachers or other equivalent, have a minimum academic qualification of four (D-4) diplomas or bachelor (S1) with a higher education background with an educational program that is suitable for the subjects being taught; 5) for SDLB / SMPLB education teachers or other forms of equivalent, have a minimum academic qualification of four (D-4) diplomas or bachelor (S1) with a higher education background with an education program that is suitable for the subjects being taught; 6) for vocational / vocational education teachers or other forms of equivalent, have a minimum academic qualification of four (D-4) diplomas or bachelor (S1) with a higher education background with an education program that is suitable for the subjects being taught.

By carrying out the certification process, the government is actually trying to qualify the education staff for each level and the area of expertise it supports. The certification program is a teacher qualification program. With this program, it is expected that the teacher in charge of organizing the learning process actually carries out the task in accordance with his scientific discipline. This condition is very important to avoid concept errors in learning. Educator qualification is one of the solutions set by the government to select teachers based on their background [17].

The certification program designed by the government as a manifestation of the people's mandate contained in the UUGD and the National Education System is a program that is expected to be a trigger and a trigger for improving self-quality. In this program, the teacher is directed to technically carry out various activities that lead to the provisioning of various competencies related to the education and learning process. During this time, the process of developing teacher competencies has been carried out as an effective activity to improve quality.

Elucidation of Article 94 point c of Government Regulation No. 19/2005 concerning National Education Standards which reads: "Before the academic qualification standard is effective, BSNP develops an Intermediate Standard that gradually leads to the achievement of the educator qualification standard as referred to in Article 29 of this Government Regulation". This
formula requires the development of an Intermediate Standard. Intermediate Standards are required for the benefit of teacher certification that is implemented during the transition period of 15 years in accordance with Government Regulation Number 19 of 2005 concerning National Education Standards. After this transition period, the Intermediate Standard will no longer be applied. Intermediate standards are determined based on an analysis of the real state of the teacher's academic qualifications in the field and the academic qualifications desired by statutory provisions. Recognizing the above and considering the level of readiness at the government, for teachers who have not yet been D-IV / S1 qualified, but have D-II qualifications for TK / RA (Kinder Garden), SD / MI, (Elementary School) and D-III teachers for SMP / MTs (Junior High School) Teachers, SMA / MA, SMK / MAK (Senior High School) * can be given the opportunity to obtain certificate B through competency tests so that they can meet the Intermediate Standards. Types of certification levels A and B can be taken by teachers in the field to enable those who currently have D-II academic qualifications for TK / RA and SD / MI (Kinder Garden) teachers, D-III for SMP / MTs (Junior High School), SMA / MA, SMK (Senior High School’s teachers) / MAK * and equivalent to be able to take the competency test while waiting for the opportunity to attend relevant S1 education. Certificate A is given to teachers with D-IV / S1 academic qualifications who pass the competency test with a minimum overall competency mastery of 75% and an average percentage for each core teacher competency item of at least 60%. Certificate B is given to teachers who have D-II academic qualifications for TK / RA and SD / MI or D-III teachers for SMP / MTs, SMA / MA, SMK / MAK * and equivalent teachers, with a minimum overall competency mastery of 50% and the average percentage for each core competency of teachers is at least 40%. Those who have D-II qualifications for TK / RA and SD / MI or D-III teachers for SMP / MTs, SMA / MA, SMK / MAK * and equivalent can take the competency test and if successful will get a B certificate, because do not meet the academic qualification requirements [18].

3.4. Teacher Competence

According to the Big Indonesian General Dictionary, competence means (authority) the power to determine or decide on things. The basic understanding of competency (competency), namely the ability or skills [19]. Teacher competence is a set of knowledge, skills and behaviors that must be possessed, internalized, mastered, and realized by the teacher in carrying out his professional tasks. Shown through performance. In the perspective of national policy, the government has formulated four types of teacher competencies, as stated in the explanation of Government Regulation No. 19 of 2005 concerning National Education Standards, namely: pedagogical, personal, social and professional competencies. Teachers are expected to be able to carry out their duties professionally by owning and mastering these four competencies. The competence that educators must possess is really very ideal as illustrated in the government regulation. Therefore, teachers must always study diligently on the sidelines of carrying out their duties [20].

Teacher competencies in certification positions, consisting of 4 competencies. Antara lain [21]: 1) pedagogical competence, namely the ability to manage students which includes an understanding of students, the design and implementation of learning, evaluation of learning outcomes, and the development of students to actualize the various potentials they have. This includes the concept of teaching readiness shown by the mastery of knowledge and teaching skills; 2) personality competence, which is also called personal competence, is a strong, stable, mature, wise, authoritative personality ability and is an example for students and having good character; 3) professional Competence, namely the ability to master broad and deep learning material that enables it to guide students to meet the competency standards established in national education standards; 4) social competence, namely the ability of education as part of the community to communicate and interact effectively with students, fellow educators, educational staff, parents / guardians of students, and surrounding communities.
Provincial Education Offices or District/ City Education Offices in determining certification participants also consider criteria: tenure/ teaching experience, age, rank / class for civil servants, teaching load, additional positions/ assignments, work performance. The quality, qualifications and competencies of an educator who gets a professional certificate must be more developed and advanced than before and mastered 4 competencies, namely pedagogical, personality, professional, and social competencies [22].

Teacher is an educator who is very influential in the world of education and produces a nation of high quality generation. Professional teachers are formed from the competencies of a teacher and have a good certification from the government, as an educator. Teachers need good skills in managing the learning process as there are efforts to improve quality, quality of learning, teacher competencies and existing certifications that will facilitate teachers in managing learning activities in schools. A teacher must have creativity, innovative and good skills in carrying out the duties and responsibilities as an educator. In connection with research conducted by Nana Surya Permana (2017) that with good competence and certification for teachers will be able to improve the quality of the learning process at school [23].

Being a professional teacher is also not easy. For that reason, a teacher who has good quality, competence and good certification so that the management of learning will run well. To maintain efforts to improve the quality, quality of educators, competencies and certification of a teacher requires a variety of efforts. One of the efforts made is to provide guidance. Coaching is an increase in the professionalism of a teacher and can be done with seminars, training and education. Teacher competency development includes pedagogic guidance, personal competence, professional competence and social competence.

Supriadi in his research concluded that the implementation of prerequisite policies to increase the competence of educators in schools is very important because educators are the spearhead in implementing education in schools. In addition to increasing teacher competency, they must also increase their professionalism and credibility by increasing their abilities, attitudes and skills. In addition to improving quality, the quality and competence of teachers also requires certification. With the certification of a teacher has shown ability to control learning in schools. Teacher certification is the process of giving teacher certificates to teachers who have met the standards of teacher professionalism. In addition, with the certification can also improve teacher welfare because with the certification of teachers can develop their skills. Thus a professional teacher has a good quality, because he already has a certification as an educator at school and will have a good quality impact on education at school.

4. Conclusions
Teacher certification is a competency test designed to reveal the mastery of one’s competence as a basis for granting educator certificates or the process of granting educator certificates for teachers. Certification is also a form of work professionalism which is marked by two main supporting pillars. One of them is a safe expert service. It can guarantee a client benefit, recognition and appreciation from the community. The expert services must be able to be demonstrated convincingly by adhering to the professional code of ethics.

The purpose of teacher certification is to improve the quality of graduates and the quality of education through improving the quality of teachers. The benefits of teacher certification include: protecting the teaching profession from incompetent practices, which can damage the image of the teaching profession, protecting the public from unprofessional educational institutions, protecting the education provider from internal desires and pressures external deviations from the applicable provisions. But, teachers should have some requirements to apply the certification process legally such as: the period of work/ teaching experience, age, rank/ class for civil servants, teaching load, additional positions/ assignments, work performance.
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