TEACHER EDUCATION IN INDONESIA
(An Account on the Development and Programs to Improve the Professional Qualification and the Competence of Indonesia Teaching Personnel)

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Abstract: Education is defined as a planned effort to establish a study environment and education process so that the student may actively develop his / her own potential to gain the religious and spiritual level, consciousness, personality, intelligence, behavior and creativity to him / herself other citizens and for the nations. The ultimate goal of every teaching and learning process is the success of the students to acquire the knowledge of subject matter being taught and one of the key successes in gaining the teaching learning objective is the teacher role. In fact, there are several aspects in order that the teacher professionalism may take place. To put the teacher professionalism into reality, it is not just from the teacher individually, but the surrounding, communities and the system where the teachers works and belong to, will give influence to it. The development of teacher education in Indonesia cannot be separated from the development of education in Indonesia. Since the independence in 1945, Indonesia has committed to make education available to all Indonesians citizens. This is due to the constitutional commitment stated that all citizens have the rights to get an education and the government has the responsibility to implement a national education system.

Keywords: teacher, education, professionalism, development

Introduction

The development of teacher education in Indonesia cannot be separated from the development of education in Indonesia. Since the independence in 1945, Indonesia has committed to make education available to all Indonesian citizens. This is due to the constitutional commitment stated that all citizens have the rights to get an education and the government has the responsibility to implement a national education system. With this commitment Indonesia, as an archipelagic country of about 17,000 islands spread across the sea for 5110 km from east to west and 1.888 km north to south around the equator, has managed a nation education system that has expanded very rapidly from only 2.523.410 elementary school

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children (17.5% participation rate) in 1945 to around 29 million elementary school children (95% participation rate) in 2011, from 90,365 junior high school students (2.3% participation rate) in 1945 to about a million students (60% participation rate) in 1997, from 18,907 high school students (0.59% participation rate) in 1945 to about five million students (40% participation rate) in 2011, from about 1.6 million higher education students (0.05% participation rate) in 1945 to about 2.5 higher education students (11% participation rate) in 2011, and from about 10% literacy rate in 1945 to 85% literacy rate in 2011.¹

Seen from the teaching personnel that support the system the pictures are as follow. From 36,287 elementary school teachers in 1945 to about 1.3 million teachers in 2011, from 4,577 junior high school teachers in 1945 to about 400,000 teachers in 2011, from 1,592 senior high school teachers in 1945 to around 350,000 teachers, and from 108 lecturers and professors in 1945 to about 160,000 lecturers and professors in 2011.²

With the basic information regarding the progress of education participation rate from elementary school up to tertiary education with its teaching personnel, this paper is intended to provide further illustration on the following topics: (1) the development of teacher education system in Indonesia, (2) education qualification and professional competence, (3) pre service and in service education system, (4) basic issues on the curriculum of teacher education, and (5) concluding remarks.

### The Development of Teacher Education System in Indonesia

The school education system has only been introduced to Indonesia at the 19th century. The education system introduced up to 1942 had been very undemocratic and stratified. During this time we recognized: school for the Dutch, European, and Indonesian aristocrats (called European School); school for children of government officials and foreign oriental, called Dutch Native School, using Latin character and Dutch (HIS at Elementary School, MULO at Junior High School, and AMS at education with Senior High School Levels); School for villagers (three-year education with local characters and language), Continuing School, a two-year extension of village School using Latin Character and Malay (Indonesian) language.³

The education of teachers for the school were also stratified. Teachers for village school were educated at two-year education after continuing school called CVO (Courses for People Education), while teachers for Continuing Schools were educated at Normal School (four-year education after Continuing School).

At the teacher education for village school and continuing school, teacher candidates were not taught foreign language, including Dutch. While teachers for elementary Dutch native schools were educated at Dutch Native teacher Training School (HIK) for 6 years after seven-years Dutch Native Elementary School. During the Japanese Occupation period this stratified system of education was abolished. Thus since independence in 1945 Indonesia has adopted a very democratic system of education that available for all citizens. Teacher education for supporting school have also been changed.


From 1945-1954, teacher education system, more or less, continued the Dutch system in which elementary school teachers were educated in four-year education after six-year elementary school known as SGB (Teacher Training School following the Dutch Normal School). Junior High School teacher were trained in three-year education after Junior High School, known as SGA (Teacher Training School following the six-year Dutch Native Teacher Training School, HIK).

After 1950, when the Indonesian government started to manage education system for the whole Indonesia archipelago, the government started planning six-years elementary school compulsory. To support this ambitious program, the Ministry of Education and Culture developed an emergency teacher training program after six-year elementary school known as KPKPKB (Short Course of Teacher Training School for Preparing Compulsory Education).4

In 1957, the government started phasing out the SGB and KPKPKB, and requiring SGA graduates (six-year education after elementary) as the minimum qualification to become an elementary school teacher. This means that all elementary school teacher who have not graduated from SGA should be upgraded to get SGA diploma. To speed up this, correspondence courses to upgrade the education qualification of elementary school teachers was developed.

Up to 1954 there was on formal teacher education for Junior and Senior High Schools. For this, following the Dutch system, the government open courses on special subject matters for high school graduates to become teachers. For Junior High School teacher, One-year Courses on known as PGSLP (Teacher Training Courses for Junior High School Teachers), were required. For Senior High School teacher, two-year courses on specified subjects (B1) such as Mathematics, Physics, and other subjects taught at Senior High School were offered, and two more years after B1 (called BII) were required. In 1962 these courses with certain additional requirements were accredited as equivalent with teacher college graduates.

In 1954, for the first time the Indonesian education system developed a formal teacher education system at the tertiary education level called PTPG (Perguruan Tinggi Pendidikan Guru: teacher college) offered three-year education for bachelor Degree and five year (3 + 2) for Doctorandus Degree). In this year, in October 1945, 4 PTPGs were established. Batusangkar (West Sumatera), Bandung (West Java), Malang (East Java), and Tondano (North Sulawesi).

The status of PTPG as being an independent teacher college only lasted until 1957. In July 1957, the teacher college system was integrated into University system and become Faculty of Education Science and Teacher Education Science and Teacher Education (FKIP) of the Padjajaran University in Bandung, Batusangkar Teacher College and Teacher College become FKIP of the Andalas University in Padang, Malang Teacher College become FKIP of the Airlangga University in Surabaya, and Tondano Teacher College FKIP of the Sam Ratulangi University in Manado.

In 1962 there were political polemics on teacher education issue. There were political polemics on teacher in the issue on the place of teacher education at the University level. One block supported by Minister of Basic Education and Culture, Prof. Dr. Prijono and his left-wing political faction of the country, including the Communist Party, had a concept that Teacher College should be under the Minister of Higher Education and Science, Prof. Dr. Ir. Tohib Hadiwijaya supported by the center and right-wing of political factions of the nation naming themselves as the Pancasila group preferred that the place of Teacher Education should be at the

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4 Wardiman Djojonegoro, Lima Puluh Tahun Pembangunan Pendidikan Indonesia, p. 145.
tertiary level under the Minister of Higher Education and Science.

At this time student organizations were divided into two camps. The Communist and leftwing student organization movements supported Minister Pujiono to have Teacher College (IPG: Institute of Teacher Education) under the Ministry of Basic Education and Culture, while the Pancasila Group, including National, Islamic, Christian, and Chatolic student organizations, supported the position of Minister Thoyib Hadiwijaya to have Teacher Education as a part of University system under the Ministry of Higher Education and Science.

Facing this unsettled polemic the President of the Republic of Indonesia, Sukarno, after listening to the debate among the two camps under his moderation at the Presidential palace in December 1962, made a historical decision on the teacher education by issuing a Presidential decree of January 3, 1963 to integrate the two concepts, that was Teacher Education Science (IKIP) as an independent institute having a status of University under Ministry of Higher Education and Science. Since that time, Indonesia has developed 10 IKIPs, Medan (North Sumatera), Padang (West Sumatera), Jakarta, Bandung (West Java), Semarang (Central Java), Yogyakarta, Malang (West Java), Surabaya (East Java), Ujung Pandang (South Sulawesi), and Manado (North Sulawesi). Beside these IKIPs, the system still has IKIP as part of University: the FKIP of Syiah Kuala University (Banda Aceh), IKIP of Riau University of the Jambi University (Jambi), FKIP of Sriwijaya University (Palembang), FKIP of the Lampung University (Bandar Lampung), FKIP of Jember University (Jember), FKIP of Mataram University Mataram), FKIP of Nusa Cendana University (Kupang), FKIP Tanjung Pura University (Pontianak), FKIP of Palangkaraya University (Palangkaraya), FKIP of the Lambung Mangkurat University (Banjarmasin), FKIP of the Tadulako (Palu), FKIP of the Haluoleo University (Kendari), FKIP of the Pattimura University (Ambon), FKIP of the Cendrawasih University (Jayapura), and FKIP of the Open University.

Beside IKIP and FKIP there are also two STKIPs at Gorontalo and Singaraja (Bali). This last institute is an independent teacher education equivalent with faculty status. All these institutes are state-owned government institution operating higher education programs. Besides this there are many Teacher Education Institutes run by private organization.

With 31 public (state owned) Teacher Education Institutes and hundred institutes operated by private organization, the supply of teacher has been more than the education system can absorb. As an effort to make the public institute of education to be an effective institute the government has adapted a policy to change the status of IKIP, started with 6 IKIPs (Padang, Jakarta Yogyakarta, Malang, Surabaya, and Ujung Pandang) to become general University, they become Padang State University (West Sumatera), Jakarta State University, Yogyakarta State University, Malang State University (East Java), Surabaya State University (East Java), and Makasar State University (South Sulawesi).

Thus, at present all teacher from elementary to senior high school teacher are required to have pre-service education at the University education level.

Education Qualification and Professional Competence

When we look at the history of education in Indonesia, it is clear that the education requirement/qualification to become a teacher has been increasing. For Elementary School teachers, from only two-year and four-year education after elementary school before 1945 and early 1950 to two-year education after Senior High School (Diploma II) since 1989. For Junior High School teachers, three years after Junior High School in 1945 - 1956 to DIII (three years after Senior High School) in 1989
and 8 (four years after Senior High School). For Senior High school teachers, from two-year education after Senior High School (BI) to S1 (four-year education after Senior High School).³

People are questioning: “Why with the teaching staff of higher qualification the quality of education is still not meaningfully improved?” This question is in essence inquiring further question: “Has higher education qualification of a teacher been meaningfully improved the professional competence of teacher?” To answer this question properly we need to conduct in depth empirical study since this paper is not going to give scientific answer based on empirical study but rather tries to analyze factors that hypothetically can influence the professional competence of teacher.

Before identifying factors influencing the teacher on professional competence it is important to start with the question what do we mean by professional competence, or in other words what are the performance indicators of a teacher that has a proper profession competence?

Some professions, such as engineering and medical professions have professional hierarchy. In engineering we recognize, unskilled workers skilled workers, technicians, semi professional and professional (engineer). In medical profession we recognize paramedic and medical doctor.

We, in education only recognize teacher and non teaching staff. Within the teaching professional it seems to me, we still don’t have hierarchical roles among teachers. What we do have are the differences among teachers in accordance with school level, they are assigned as elementary school teachers or secondary school teachers differentiated in accordance with subject matter they specialized in. This means that all teachers are at the level of professional status. However, up to the present in many developing nations, including Indonesia, although all teachers at all school levels have the same burden of professional responsibility, such as planning, implementing, evaluating, diagnosing, as well improving the teaching learning programs at the classroom level, the educational qualification among them are significant different as illustrated in the previous section.

Thus all teachers in Indonesia school system are required to conduct all professional assignments: (1) planning and developing learning programs, (2) implementing and managing teaching learning process, (3) developing and implementing evaluation program, (4) interpreting evaluation result to improve learning program, and. (5) diagnosing learning difficulties and designing strategy to help learners facing learning difficulties with these burden assignments seem to be that very few which have been doing well.

Recognizing that a professional teacher should master five professional competences it is clear that teaching is really a professional occupation, an occupation that requires advance education and special training. Based on this understanding we cannot regard two-year education post Senior High School, moreover which is less than this one, as a proper professional education for a teacher. This is one factor that hypothetically, makes elementary school teachers cannot be expected to perform teaching assignments professionally. They regard that the main responsibility of teaching assignments is only to teach, means to deliver information or to train certain skills such as writing, reading, and calculating.⁶

Another factor that might influence the professional competence of teacher is economic condition of many developing nations, including Indonesia. In these countries that start launching industrialization, teaching job cannot attract top students to enter teaching profession. As the

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consequence of this condition, since the second half of 1960's entering teaching profession has become the last choice after engineering, medical, business, economic, law, and agricultural fields. This second factor, the quality of raw input in terms of students entering teacher colleges, was followed by the incapability of the government to finance the program properly.

Before 1960 the government provided scholarships and dormitory for teacher college students so the program could attract bright students from low income families. Besides the absence of financial support for scholarships and dormitory, the provision of educational facilities for teacher colleges as well as schools for teaching practices have not been of high priorities. On the other hand, the government gives more education facilities for science, engineering, agriculture, and other non-education schools.

Thus the three factors: (1) the inadequate support to professional pre-service teacher education, (2) the unattractiveness of teaching profession to high school graduates, and (3) the lack of financial support to attract young people to enter teaching profession as well as to provide necessary educational facilities and schools for teaching practices have negatively influenced the quality of professional competence of Teacher College graduates.7

The other factor that might influence the effectiveness of educational process is due to the lack of professional preparation of the teaching personnel. Most teachers seem not recognizing that they are facing massive learners with heterogeneous socio economic-culture as well as cognitive capabilities that need to be handled differently than more homogenous learners. The question is how to develop teacher education program (pre-and in-service teacher education) which can produce a qualified professional teacher.

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Pre- and In-service Education for Teaching Personnel

Since 1976 the government has given attention to the improvement of pre-service education for teacher. First was the inclusion of developing Faculty of Technical Teaching Training into the Fourth Education Project using loan from the World Bank. This project covered two Faculty of Technical Teaching Training programs in two places, Yogyakarta and Padang. In 1977-1988 the government provided a special program for Teacher Education known as the first Teacher Training project with the purpose to improve the curriculum of primary school teacher education (SPG) and upgraded SPG’s teachers. Unfortunately, in 1989 the SPG’s were phased out and integrated into IKIPs system to produce elementary school teachers with DIII diploma.8

The project was Followed by the Second Teacher Training Project (1982-1990) with programs providing equipment for teacher training program in Jakarta, Yogyakarta, and Malang; fellowships to study abroad to get Doctors (Ph.D), 124 Master, and 150 staff to attend short courses; establishing buildings; providing books and other educational equipment for mine IKIPs and two FKIPs and various upgrading and refreshing programs for IKIPs lecturers and administrators.9

After the phasing out of SPG and the launching of DIII program at IKIPs/FKIPs for elementary school teacher new project using World Bank loan started in 1992 under the title of the Primary School Teacher Development Project. At the present, a project is being launched (1998) named the Secondary School Teacher Development Project with the project cost of 87.1 million US dollars for five years to include the following components: (1) improving

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pre-and in-service teacher education, (2) strengthening linkages to secondary school, (3) raising the qualification of teacher education, (4) building education research capacity, and (5) preparing for a wider mandate, means to develop IKIP to become a general University system.\textsuperscript{10}

The commitment of the government to improve pre-and in-service teacher education has been shown by borrowing money from World Bank since 1976. However, when we look at the components of the teacher system financed by the World Bank loan indicates that these programs have been less integrated and less comprehensive. It is expected that the current project on the Secondary School Teacher Development Project will be more integrated and the comprehensive and can reach the core of teacher education program that is the learning process experienced by teacher and student.\textsuperscript{11}

The main problem faced by developing countries in implementing programs financed by World Bank loan is the sustainability of the programs itself. Many World Bank financed programs were terminated before the system improved by program have really been affected, and in many cases the government doesn’t follow the program up with the necessary financial support, and this has really been happing in Indonesia.

Thus, although various pre-service teacher education: technical education (limited to Padang and Yogyakarta), elementary school teacher teachers, and secondary school teachers, have been assisted by World Bank financed program, the impact on the improvement of learning process experienced by student and teachers is questionable.\textsuperscript{12}

In my view to produce teachers with professional competence, besides needs intensive and meaning full learning experiences, and practice on teaching learning process, but also needs the socialization processes of attitudes, values, and competence. For teacher education program needs, not only academic training materials for the learner but more importantly are professional training materials and personality development education. For pre-service teacher education institute at least should have special teacher candidate dormitory and school for teaching practice as well as for learning how children learn in concrete teaching-learning process. These two conditions have their absence in Indonesia Teacher Education System since 1960.

For in-service training program, the government has established nine centers for In-Service Teacher Training (PPPG) under the Directorate of Teacher Education, each PPPG is for teaching a certain discipline (Science in Bandung, Mathematics in Yogyakarta, Technology in Bandung and Malang, Social Studies in Malang, Vocational in Jakarta, Arts in Yogyakarta, Language in Jakarta, and Education in Jakarta), and each province has one lower level center in service teacher training (BPG). These centers for in service teacher training are fully separated and independent from the pre-service Teacher Education Institutes. The personnel of the two system are also different. Besides the centers designing for in-service teacher training, each directorate under the Directorate General of Primary and Secondary Education (the Directorates of Primary Education, General Secondary Education, Vocational Secondary Education, and Private School) has also in-service teacher training program.\textsuperscript{13}

It is my view that this system of in-service training has not been effective in keeping

\textsuperscript{10} James Coady & B. Barkman., Reading in a second Languages, (Rowlet: Newsbury House, 1999), p.127.
\textsuperscript{11} Depdiknas, Undang-Undang Guru dan Dosen no 14/2005.
teachers to continuously refresh and improve their teaching competence.

**Basic Issues on the Curriculum of Teacher Education**

With regard to the curriculum for teacher education, at least in Indonesia, there is always a recurrent issue on the question of which one is more important: mastery of the content of subject matter or mastery of teaching methodology, but rarely has the issue on the question of the importance of understanding and knowing the learners. Many professors of subject matter seem to disregard the importance of mastery of teaching-learning methodology and tend to stress on the importance of mastery of subject matter.

The consequence of adopting the view on the importance of mastery of subject matter rather than the teaching-learning methods is that the curriculum of teacher education has been giving less than 10% of curriculum content to the teaching-learning method courses and more than 75% to the courses on the subject matter. Up to the present this school of thought has been held by Indonesia teacher education system. Thus even when the quality of elementary and secondary education has not been promising in terms of cognitive mastery of subject matter as shown on the result of the national evaluation test the blame has always been given to the content and implementation of the curriculum of teacher education, and very rare attention has been given to the way the pre service education program prepares teachers on how to lead children learn certain subjects.

It seems that the assumption underlying this group of curriculum planners is that if a teacher candidate has master 75% of the content of those mastered by graduates in general sciences, it will guarantee that the teacher will be capable of carrying out his/her professional responsibility as a teacher of a certain subject. The writer in doubt that this theoretical assumption is correct, especially in the context of mass education of the Indonesia education system in which the condition of learners has been very heterogeneous which means that we have to include all children from diversified socio-economic-cultural-backgrounds as well as diversified in their basic cognitive abilities. Each of them has different rate of learning, learning capability, learning habits, and learning style. The writer has a view that to make a teacher to be capable of managing learning process for heterogeneous learners, A teacher candidate should master the following knowledge and competence of and/or on: (1) the learners: its characteristics in accordance with stage of development and socio-cultural background, (2) scientific disciplines: as a body of knowledge and as a way of knowing, (3) learning theories: general theory of learning and specified related specified subject matter and stage of child development, (4) teaching learning strategies: general teaching learning methodology, specified teaching methodology related to specified subject matter and state of child development, (5) evaluation system: test construction, evaluation strategy, evaluation of the evaluation, and interpreting evaluation result for diagnosis and improvement of learning program, (6) developing teaching-learning program: including evaluation program, (7) management of the teaching learning program.

Offering the seven clusters of knowledge and competencies as a curriculum of teacher education will not automatically guarantee that the quality of teachers graduated from his type of pre service teacher education system will be excellent. It will be dependent on the way the knowledge and competence learned by teacher candidates. As an illustration, to understand learners for the purpose of making future teachers understand and recognize the importance of accepting learners as active individuals with their unique characteristics will not be mastered only through reading books on child development or attending lectures even by
excellent professors on child development but needs experiences to be with the children that can make teacher candidates have a sense about learners and start making them to love children. In fact to master all teaching professional competences. This is the writer view, besides through academic learning process such as reading, attending lectures on subject matters, conducting observation, and writing paper or report, direct involvement in teaching-learning situation to apply all knowledge and skills being learned is of more importance. With regard to the mastery of subject matter the writer doubt that unless teacher candidates have experience learning a scientific discipline as a way of knowing and learning how to learn a certain subject matter they can become an effective teacher. Thus unless the two knowledge, through learning scientific disciplines as a way of knowing and learning how to learn a certain subject matter, the place of courses of subject matter of 75% of the curriculum content of teacher education program will not guarantee that the curriculum will be effective and relevant to produce qualified professional teachers.

The writer understands that the implementation of curriculum will not be really effective without being supported by an evaluation system that really can become a part of reinforcement strategy. For this purpose to make teacher education program an effective device to produce qualified professional teachers the following are needed to be developed:

1. A sound curriculum that includes essential contents of:
   a. Knowledge about learners.
   b. Knowledge about scientific disciplines as body of knowledge and as a way of knowing.
   c. Knowledge about learning theories, general as well as specified.
   d. Knowledge about learning strategies.
   e. Knowledge about evaluation system.
   f. Competence in the management of teaching learning program.
   g. The capability of developing teaching-learning program.

2. A sound implementation of curriculum that can make every teacher candidate has experiences in dealing with children and practicing all knowledge and competences in real teaching learning situation and developing and managing teaching learning programs with its evaluation system.

3. A sound evaluation system that really can become a reinforcement strategy to develop professional teachers, including the ethics and personality of teachers.

To make the three conditions for teacher education system can be implemented effectively the profession of teacher candidate dormitory and school as practicing schools for teacher candidates managed by the Teacher Colleges are very important.

**Conclusion**

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