Coercive, Mimetic, and Normative Isomorphism Studies on the Implementation of Teacher Certification Policies in Indonesia

Yulia Gita Fany

Postgraduate Department of Sociology, Faculty of Social Science and Political Science, University of Indonesia

ABSTRACT

This study aims to analyze teacher certification policies using the theory of institutional isomorphism, popularized by DiMaggio and Powel as a theory of organizational sociology, where this theory explains the mechanisms of change that occur within an institution/entity to lead to homogeneous conditions. This research is a qualitative descriptive study by utilizing literature studies related to institutional isomorphism and teacher certification as well as institutional narratives in the form of government regulations, ministry regulations, technical guidelines, and also implementation guidelines for implementing the teacher certification program since its inception, which is in 2006. From the results of the analysis of the literature study, a study of various rules and implementation guidelines as well as the results of the author’s observations, it is found that the implementation of the teacher certification program has undergone several policy changes that have resulted in changes in the pattern of teacher certification in LPTKs/universities. From the point of view of isomorphism, interventions that ultimately lead to changes in policies and patterns of teacher certification can be identified as coercive pressures stemming from structural regulation, normative pressures stemming from professional interventions such as involvement of academics in policy making, as well as mimesis driven by the desire to be like other entities that are considered successful which in this case reflects on the implementation of medical professional certification.

1. INTRODUCTION

The progress of a country is very dependent on the progress of its education and the main foundation of progress Education is very dependent on the teacher (Gultom, 2021). Therefore, presenting professional teachers is a very worthy investment for the realization of a superior future generation. The vital roles of the teaching profession are difficult to replace with various facilities provided as a means of
learning. Even in the current digital era, technology cannot switch the role of teachers as educators because teachers provide good examples, inspiration, and motivation for their students (Lubis, 2020). Since the importance of teacher roles, the government has stipulated Law on Teachers and Lecturers Number 14 of 2005 (Teachers and Lecturers Law) as a concrete step for the government to standardize qualifications and competencies as well as professionalize teachers in Indonesia. In addition, with the enactment of the Law on Teachers and Lecturers, the government seeks to develop the teaching profession as a formidable and respected profession and is equal to other professions (Risdiyani, 2021). As with other professions in holding professional degrees through competency tests and professional education, the professionalism of the teaching profession is also obtained through professional education as mandated by the Law on Teachers and Lecturers article 10.

The government’s efforts to standardize the qualifications and professionalization of teachers are carried out by the Ministry of Education, Culture, Research, and Technology (MOECRT) by running a teacher certification program. This program is carried out in accordance with Article 8 and Article 11 paragraphs (1), (2), and (3) of the Law on Teachers and Lecturers, where teachers are required to have an educator certificate and a certificate obtained through the teacher certification program. Furthermore, for teachers who have obtained an educator certificate, they are entitled to an award in the form of a professional allowance as an appreciation from the government for the professionalism they devote. The government believes that with the awards given, teachers will no longer feel financially deprived so they can focus on teaching and maintain their professionalism so as to improve the quality of Indonesian education. Figure 1 shows the scheme for the position of teacher certification in the framework of improving the quality of national education.

![Figure 1. Teacher Certification Position Scheme in Improving the Quality of National Education](image)

Research on the implementation of teacher certification in terms of measuring teacher performance after certification has been carried out show that there is an increase in teacher performance between before and after taking teacher certification, and there is an improvement in the quality of teaching in schools (Abdullah et al., 2020; Shohiah et al., 2020; Singh et al., 2020; Tjabolo & Herwin, 2020). Furthermore, some studies about the provision of professional allowances for certified educators could triggers changes in their performance (Kartini & Kristiawan, 2019; Ramdhani et al., 2018). In the other side, there are also some studies on teacher certification in Indonesia which show that that the implementation of teacher certification has not had a significant impact on improving the performance and professionalism of certified educators (Isnawati et al., 2020; Kartowagiran, 2011; Kusumawardhani, 2017; Nurhatteni et al., 2020). Although from these studies there are differences in the results regarding the performance of certified teachers, financially professional teachers get additional income from their professionalism (Ardana et al., 2020).

Regarding the concept of isomorphism, no studies have been found that discuss the issue of teacher certification in terms of institutional isomorphism. The teacher certification program with its various dynamics of change has become an interesting entity to examine using the perspective of institutional isomorphism. The phenomenon of institutional isomorphism can simply be explained as an attempt by an institutional entity to change to become more homogeneous with other institutional entities. At the macro/macro level, the drive for an entity to change can be coercive because of pressure from institutional rules, normative because there is intervention from professionalism, and mimetic because of the urge to imitate a system that is considered to be a solution that can be implemented (DiMaggio & Powell, 1983). With the various explanations above, this research was conducted with the aim of analyzing the implementation of the teacher certification program in Indonesia using the theory of
institutional isomorphism. It is hoped that this research can show the most dominant mechanism influencing changes in teacher certification implementation policies.

2. METHODS

This research was conducted using descriptive qualitative research methods where this research will focus on elaborating the results of the study of pressure phenomena or isomorphic interventions that occur in the course of the teacher certification program. This is in line with statement which state that qualitative research can be in the form of a description/depiction/elaboration of the results of the analysis, phenomena, events, attitudes, social activities, perceptions, assessments of informants on a thing, which elaborated using individual and group thinking (Sutopo & Slamet, 2017; Suwendra, 2018). In carrying out the analysis of this research, data collection was carried out by means of documentation and observation. The documentation method can be a method of collecting documentation data, which can use book archives, archived copies of documents, articles, pictures, films, newspapers, magazines, and so on (Arifin, 2013). Research results will be more credible if they are supported by the results of previous existing academic studies (Sugiyono, 2014). Previous literature studies that the author uses are literature related to institutional isomorphism theory, previous studies related to teacher certification programs, and institutional narratives in the form of archives of laws, government regulations, ministerial regulations, technical instructions and guidelines for implementing teacher certification. Institutional narratives that become the main data in analyzing the phenomenon of coercive, normative, and mimetic isomorphism are documents that are still valid or no longer valid with the aim that the entire history of policy changes can be captured as research data.

While the observation method used in this study is active participation observation because the author is an employee at the ministry that handles the teacher certification program who understands the dynamics of the policies that occur along with the underlying policy changes (Sugiyono, 2014). The experience that the author has gained since 2011 in handling the teacher certification program will be even stronger with the data obtained from previous literature studies. Figure 2 shown a concept map of this research.

Figure 2. Research Concept Map

3. RESULTS AND DISCUSSIONS

Results
The Understanding Institutional Isomorphism
Homogeneity or similarity that proceeds from a pressure or intervention is an illustration of a concept, namely isomorphism (DiMaggio & Powell, 1983), like the phenomenon of homogeneity in professional teachers in Indonesia, can be associated with the concept of isomorphism. The concept of isomorphism itself is part of institutional theory which explains changes in institutions which ultimately show the homogeneity between institutions/entities. Three mechanisms of isomorphism namely 1) coercive isomorphism which is influenced by politics and legitimacy; 2) mimetic isomorphism resulting from institutional uncertainty so that it imitates other institutions; and normative isomorphism associated with professionalism (DiMaggio & Powell, 1983). The study of isomorphism has not been widely found in Indonesia, but abroad this concept is quite widely used as a lens in analyzing the phenomena that occur. Several previous studies use isomorphism glasses in the field of Education. With various units of analysis
observed, the institutional isomorphism approach has succeeded in seeing the institutional changes of entities towards a phenomenon of uniformity (Anafinova, 2020; Kezar & Bernstein-Sierra, 2019; LeTendre et al., 2001; Nurchim, 2016; Puttick, 2017; Ramberg, 2014; Zapp & Ramirez, 2019). Both in terms of teachers, the system at school, and the curriculum as a reference in learning at school. It makes sense for an institution to become more homogeneous with other institutions in their structure, culture, and output.

Data-centric algorithms and technologies, such as bureaucracy, act as legitimacy mechanisms in the institutionalization process, reflecting broader macro-structural social processes, driving the isomorphism process (Caplan & Boyd, 2018). Companies are under pressure from coercive, mimetic, and normative isomorphism in presenting sustainability reports (Martínez-Ferrero & García-Sánchez, 2017). The concept of institutional isomorphism as a useful tool for understanding politics and the procedures that cover more modern organizational life. Institutional isomorphism is a useful concept in today's organizations where “formal ceremonial and administrative” politics and culture are embedded in organizational life, especially in public sector organizations in Indonesia (Sofyani & Akbar, 2015).

**Teacher Certification Program**

As already explained, the Law on Teachers and Lecturers No. 14 of 2005 is a basic milestone for the government in implementing a teacher certification program. The state leaders at that time saw that to increase the dignity of teachers, the teaching profession was equal to other professions. Reflecting on the professions of doctors, lawyers, pharmacists, and other professions where they need to have certificates related to competence as proof of their professionalism, this must also apply equally to the teaching profession. In the Law on Teachers and Lecturers, Article 7 explains that professional teachers born from the teacher certification program are expected to have the principles of professionalism so that based on these principles, the government's aspiration to have quality national education can be realized. For this reason, the ministry, in this case the Ministry of Education and Culture, which is the main unit for implementing the teacher certification program, together with other ministries and universities form a Teacher Certification Consortium whose task is to formulate policies for implementing teacher certification. The teacher certification program has been running since 2006/2007 and since then the pattern of teacher certification has continued to change several times, as shown in Figure 3. From Figure 3, the map of the course of the certification program can be obtained information that teacher certification which has been implemented since 2006 begins with a portfolio pattern, and Teacher Professional Education and Training (PLPG), Direct Educator Certificate (PSPL), and Professional Teacher Education in Position (PPG in-service). In implementing this program, the Ministry of Education and Culture partners with universities/Educational Education Personnel Institutions (LPTK) as professional institutions that meet the criteria both in terms of academic readiness and other supporting facilities.

![Figure 3. Teacher Certification Program Journey Map from 2007 to after 2018](image-url)

Until 2020, there are 1,115,035 teachers who have obtained educator certificates or about 40.87% of the entire teacher population and are spread throughout Indonesia. With the issuance of Government Regulation Number 19 of 2017 concerning Amendments to Government Regulation Number...
Discussion

Armed with the results of the literature review and the author’s observations while dealing with the teacher certification program, the author found phenomena of changes in teacher certification implementation policies from 2007 to the present that can reflect the application of institutional isomorphism pressure mechanisms, namely coercive, normative, and mimetic mechanisms (Anafinova, 2020; DiMaggio & Powell, 1983; Kezar & Bernstein-Sierra, 2019). The dynamics of changing institutions or entities that were portrayed are essentially trying to lead to the expected homogeneity condition, which is the realization of quality national education through the existence of professional teachers (Asiah, 2017; Zein, 2017). If we look at the previous study which also raised the analysis of teacher certification policies nationally, teacher certification policies were evaluated using the Context, Input, Process and Product (CIPP) method. This study shows the results regarding the achievements of the teacher certification program. However, unlike that study, this study was appointed to understand the phenomena of isomorphism, which in organizational sociology is one of the theories of institutional change in an effort to achieve homogeneity (Nurhattati et al., 2020).

Institutionally, the teacher certification program can be assumed as an institution or entity that is specifically directed to produce professional teachers who are expected to maximally contribute to realizing a quality national education where quality education is a basic right of every citizen. This is in line with the concept of an institution is a status or role structure directed at meeting the basic needs of community members (Sunarto, 2004). The phenomenon and dynamics of institutional change in the teacher certification program can actually indicate the occurrence of isomorphic mechanisms as the main theory of this study, which has not been able to find previous studies that specifically dissect teacher certification policies from the point of view of institutional isomorphism. The three isomorphic drive mechanisms namely 1) coerciveness influenced by politics and legitimacy; 2) mimetics resulting from institutional uncertainty so that it imitates other institutions; and 3) normative associated with professionalism (DiMaggio & Powell, 1983).

Coercively, the teacher certification program departs from the enactment of the Teacher and Lecturer Law in 2005. With constitutional legitimacy, this has prompted the government to organize a teacher certification program. In addition, the regulations derived from the law and supported by institutional narratives from the Ministry of Education and Technology such as Government Regulation No. 74 of 2008, and the regulations of the Ministry of Education and Culture related to teacher certification from 2007 to 2020 are structurally the legal basis for the ministry in making adjustments or changes in implementing teacher certification. These things are in line with the research which states that the institutional narrative at a macro level influences the governance of Pusmenjar as the institution being studied (Muhammaditya et al., 2021). Normatively, various decisions taken by policy makers in an effort to improve the implementation of the teacher certification program are determined based on the direction and input of academics or professionals in their fields who are members of the Teacher Certification Consortium. The formation of the Teacher Certification Consortium consisting of ministries and academics from universities as policy makers which will later be approved by the ministry is a form of normative intervention in which the role of professionals (academics) becomes the policy maker so that the teacher certification program is carried out in accordance with the standardized professional education system. In addition, the pattern of implementing teacher certification through education in tertiary institutions is a form of knowledge transfer to teachers participating in teacher certification which is carried out through professional institutions because of the role of professionals in universities in implementing teacher certification. This is in line with a study which states that teachers in the field of study will teach more or less the same things according to the academic knowledge they have acquired (Puttick, 2017).

Lastly, mimetically, the government’s efforts to equalize the teaching profession as a dignified profession like other professions indicate the existence of a mimetic intervention because of the government’s efforts to make the teaching profession like other professions that have been considered successful in becoming a dignified profession, namely the profession of doctor/lawyer/pharmacist, and etc. Changes made to initiation and desire to be able to resemble other entities or institutions are a form of mimetic pressure. As the results of the study which explains that the ability of staff with the position of Person in Charge of Material (PCM) has as much competence as possible in presenting analysis results like a data scientist (Muhammaditya & Hardjosoekarto, 2021). Referring to various references from previous studies found, this study is able to show a new colour regarding the analysis of teacher certification policies as one of the priority programs of the M. Institutional Isomorphism Theory which is used as a lens in dissecting teacher certification policies in Indonesia is still relevant and applicable to be applied.
4. CONCLUSION

The in-service teacher certification program is a program that is full of dynamics of policy changes in its implementation. The change in policy is an effort by the government to improve the quality of graduates from the teacher certification program to become professional teachers in order to achieve an increase in the quality of national education. Sociologically, the teacher certification program can be assumed as an institution/entity whose dynamics can be studied in order to achieve homogeneity of professional teachers in accordance with the mandate of the Law on Teachers and Lecturers. Referring to the theory of institutional isomorphism, this study can reflect the phenomena of isomorphic intervention in teacher certification programs. Coercively, the teacher certification program is implemented based on the legalized institutional narrative rules which are derived from the Law on Teachers and Lecturers no. 14 of 2005 and Government Regulation no. 74 of 2008 concerning Teachers. Normatively, the formulation of policies related to the teacher certification program is escorted by academics who are members of the Teacher Certification Consortium with the aim that the program runs in accordance with the established professional certification standards. And mimetically, the teacher certification program was initiated by the desire of state leaders so that the teaching profession has an equal position like other professions that are considered professional. From a number of isomorphism phenomena found, the authors see that normative and coercive interventions are the dominant interventions in the course of determining policies for implementing teacher certification.

5. REFERENCES


