

## **Structuring and Equating Primary School Teachers in Barru Regency, Indonesia**

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**Abstract:** The purpose of this study is to investigate the implementation of the regent's regulation in the arrangement and the equalization of elementary school teachers in Barru District, South Sulawesi province. This research was a qualitative research using a descriptive phenomenological approach. The data were collected through in-depth interview, observation and document study. The informants of this research were the regent of Barru, the head of Education Office in Barru, the head of Regional Employment Board in Barru, the secretary of the Education Office, the head of the teacher education and the head of the Technical Implementation Unit consisting of 12 people. The data were analyzed using Miles and Huberman Models namely collecting, reducing, presenting, verifying data and withdrawing conclusion. There are several results of this research. First, the government has analyzed the ratio between teachers and classes and the ratio between teachers and students. Second, the government has conducted mutation and placement of teachers according to the needs. Third, the government has conducted effective supervision and good administration.

**Key words:** Regent's regulation, teacher arrangement, teacher equalization, Barru, good administration

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### **INTRODUCTION**

Unsung hero is the term intended for teachers who teach tirelessly and educate their students constantly. In Indonesia, the fact said that the number of teachers is enough but the circulation is not spread evenly. Teachers are easily found in cities or metropolitan, otherwise, the condition is very different from other small cities and remote areas. It occurs in almost all regions in Indonesia, particularly in Barru regency which is located in South Sulawesi. That condition requires arrangement and equitable circulation of teachers in Indonesia.

Under those conditions, the government issues a policy of arrangement and distribution of Indonesian teacher. According to Young and Quinn (in Dye, 2005) says that public policy is "whatever governments choose to do or not to do". Young and Quinn also adds that public policies are made and implemented actions by governments' agencies which have legally, politically and financially authority to do so. In a broad scope, public policies are closely related to government. This is reasonable since government is responsible for doing well all community's needs and solve problems raised in order to reach welfare, prosperity and peace. Therefore, it can be said that decisions issued by the government is referred to public policy. Chandler and Plano (1988) argue that public policy is strategic utilization of the existing

resources to solve the problem of the public or the government. In addition, William N. Dunn says that public policy is complex dependent pattern of collective alternatives which are controlled each other, including decisions not to do something which is made by government agencies.

Meanwhile, the policy of arrangement and circulation of state teacher is an implementation of Law No. 14 of 2005 which describes about teacher and lecturer. Then, the rule is followed by Government Regulation No. 74 of 2008 which arranges teacher's duties and advisor. In addition, government regulation No. 9 of 2003 rules about the authority of state employees' recruitment, mutation and retirement. In accordance with teacher arrangement and circulation, the same perception of seeing the problem is importantly needed. Based on the facts, a technique instruction is needed.

In Barru, the local government has issued a decree which is known as regent regulation (perbup), the law with in the decree is stated in Regent Regulation No. 16 of 2013 on structuring and equating the state teachers in Barru. That decree has undergone an assessment for 2 years with the aim to examine the necessary efforts to manage and to organize the state teachers. Assessment of the decree had been taken by various stakeholders associated with the decree. The decree was not made abruptly but it was already been reviewed and

disseminated to the interest groups in Barru. The decree is made not only to adjust the structure and the equity of teachers but also the values contained therein. And more important, the decree is not just moving the teacher from teacher-excessive schools to teacher-shortage school.

One of the important things in this decree is that the decree is not distributing the person only but distributing the potent also. The potent distribution mean that teachers who have good potential could empower the potential of other teacher in the same place so that the less potent teachers will have better potent subsequently.

A recent condition in Barru is that most of school teachers are assigned in the favorite elementary school or elementary schools sited in the district capitals while primary schools in rural or remote areas are experiencing a shortage of teachers. In Tanete Rilau district, SDN I Leppang and SDN Ance are experiencing excess number of teachers whereas in SDI Padaelo and SDI Aroppoe there is a shortage of teachers. This illustrates that in certain case there are schools with excess number of teacher while other schools experiencing a shortage of teachers in Barru residence.

Before the decree declared, the distribution of the teachers was not implemented properly; it was not comply with the minimum requirements and was not correspond to the ratio between teachers and pupils. It was not only in accordance with the ratio between teachers and schools but also not in accordance with the ratio between teachers and territories. Similarly, the arrangement of the teachers was not conducted properly; it was either refreshment for teachers to support their duties or the provision for the teachers not established correctly. It was also not exploiting the potential of the youth in the village who have the qualifications of teachers based on the existed reservations and there was no promotional gift to increase the teaching professionalism. Fulfillment of the equity was not implemented regionally so that the needs of teachers were administratively failed and unaccomplished in accordance with the needs. Besides, those conditions were led to the failure to achieve good control so that excess number of teacher assigned at SDN favorite while remote SDN had a teacher shortage. The condition of SDN benrong, Pujananting District is still experiencing the shortage of teachers. However, the presence of the decree will then give the opportunity to the qualified youth in rural areas that has background in education to be empowered as a teacher. In the decree, special treatment and allowance for remote areas are regulated. As example; in Pujananting District, the remote area allowance is given to the teachers who assigned in Pujananting District. When there is a shortage of elementary school teacher in a remote area then it will be backed up by on-state teachers who have a background

of teacher education. In engaging the backup, financial support of remote areas or functional allowances will be reserved to them with minimum reservations of 24 h teaching. Another condition that occurs in the district Barru, the structure and the equity of the teachers are not implemented correctly caused by political influence. For example, what if there was a teacher who was not supporting one of candidate and the candidates were voted then as the leader of the regency those teachers will be reassigned to another place without considering the structure and equity factors.

Therefore, this study aims to see the implementation of structure and equity policy for teachers. According to Bernadine R. Wijaya and Susilo Suparda, implementation is the process of transforming the plan into practice. We often assume that the implementation is the execution of the decision makers' decisions as if this stage is less influential. However, in reality it can be seen that no matter how good the plan it will remains useless if the plan is not implemented properly. The implementation of the policies dealing on the real conditions that is often fickle and unpredictable. In policy formulation, typically there is an assumption, generalization and simplification and it is impossible to conduct them at the implementation stage. This condition raises the "implementation gap", the gap or difference between the definition and the implementation. Daniel Mazmainan and Paul Sabatier (in Leo Augustine) defined the implementation of the policy as the implementation of the basic decisions, usually in the form of legislation but can also in form orders or executive decisions or judicial decision. The study of the implementation is critical to review particularly on the implementation of the policy. Therefore, a number of indicators are required to determine whether the policy can be performed correctly or not. There is a wide range of indicators, according to experts which able to be used as a reference in determining the framework of implementation policy study focus. One of them was introduced by Mazmanian and Sabetier.

Based on the above background, the researchers wanted to see how the implementation of the decree on structuring and equating the state teachers, especially primary school teachers in order to address the imbalance of the number of teachers in Barru. The purpose of this study was to address the issues of education, especially primary school level where the students receive basic knowledge that will take them to a higher level.

## **MATERIALS AND METHODS**

This study describes and analyzes the decree of Barru's Regent; Regent Regulation No. 16 of 2013

regarding the structure and equity of primary school teachers in Barru, analyze the ratio of teachers with study room and the ratio of teachers to students, transferring or refreshment and placement of teachers in accordance with the needs, conduct effective oversight and good administration.

The research is a descriptive qualitative using the methods and techniques of data collection through interviews involving 12 people consisting of the Regent of Barru, Head of Human Resources of Barru, Head of Education Department of Barru, Secretary of the Department of Education, Head of Primary Education, Heads of Technical Implementation Unit of Barru as many as seven people. In addition, the Focus Group Discussion (FGD) technique is also used. This technique is used as the efforts of researchers to understanding problems as the focus of research by presenting informant who understand the problems in the field so that researcher can retrieve the data directly. The FGD involved elementary school inspectors throughout Barru (18 persons). All data assessed from informants through interviews per individual or through focus group discussion is a type of primary data.

The implementation of the decree Regent Regulation No. 16 of 2013 on structuring and equating elementary school teachers in Barru is the implementation of the mandate of the Law No. 14 of 2005 on teachers and lecturers. The scope of the decree is the implementation of the structure and equity of the state teachers in the educational unit organized by the regional government that includes mechanisms of planning, implementation, monitoring and evaluation, coaching, development and monitoring as well as funding and reporting.

## **RESULTS AND DISCUSSION**

### **Structuring and equating state teachers**

#### **Teachers recruitment according to their qualifications:**

Employee selection is a process to find candidates to meet the needs of human resources of the organizations. Selection of teachers is a process of finding the right employees from the many existing candidates. The initial stage after receiving the application file is viewing the applicants' resume (curriculum vitae). The next stage is sorting which will separate the potential applicants who meet the requirements with those who don't meet the requirements. The next stage is examining the selected candidates by applying written test, job interviews and other selection processes.

**Mutation:** Reassigning elementary school teachers assigned in disabilities educational units (Satuan

Pendidikan Luar Biasa) or educational units under the guidance of the provincial education department from schools that excess teachers to schools that lack of teachers in one district/city or between districts/cities within a province with reference to provisions regarding the authority of the provinces. The mutation of state teachers is the assignment process of the teachers between the education units, types of education, districts/cities and provinces to improve the quality of the education. And that mutation will impact on the changes of the administrative unit base for the teachers who have been mutated.

Mutation is important for the teachers to refresh and to improve the performance of the teachers. Thus, teachers need to familiarize the new school environment which will deliver the sense of belonging and that is the beginning of a commitment to the school.

The process of transferring the employee from one job to another in similar scope is considered as a mutation. Nitisemito argued that mutation was undertaken to implement the principles of putting the right employees on the right place. Mutation is constructed under several reasons; the ability to work, sense of responsibility and comfort. By mutation, it is expected that employee will perform the job effectively, efficiently and able to improve the performance. Nevertheless, it should be noted the assumption that the mutation is a form of punishment. This can result in decreasing the affectivity, efficiency and employee performance.

**Effective oversight and good administration:** Guidance and supervision of the implementation of the structure and equity of state teachers are conducted by the local working unit in charge of education such as the school supervisor and Head of Area Technical Implementation Unit (Unit Pelaksana Teknis Daerah, UPTD) in each district. The results of monitoring and evaluations showed the improvements of the quality in the implementation of the structure and equity of the state teachers. Local government established a team in implementing the structure and equity of the state teachers that includes planning, implementation, monitoring and evaluation stages.

Before the decree declared, the distribution of the teachers was not implemented properly; it was not comply with the minimum requirements and was not correspond to the ratio between teachers and pupils. It was not only in accordance with the ratio between teachers and schools but also not in accordance with the ratio between teachers and territories. Teachers are professional educators with the primary task on educating, teaching, guiding, directing, training, assessing and evaluating

the students on formal education and also perform administrative activities is the provision of the lesson plan. Each teacher is required to conduct any activity mentioned in the learning process. In addition in carrying out these activities, teachers may also carry out additional tasks that are relevant to their functions such as; develop curricula in the educational unit, supervisory of the assessment and evaluation in the learning process and results and supervising students' extracurricular activities.

The mutation of the state teachers is the process of assignment between the education unit between levels and between types of education in order to improve the quality of education that have an impact on changes in the administrative unit base of the involved teachers that if the teacher wants to be reassigned or mutated so they have to be in accordance with the education between levels and types of education to increase the performance by carrying out a good administration.

**The affecting factors of the implementation of the structure and equity policies on state teachers:** In addition to Van Mater and Van Horn, another scientist who describes the policy implementation model of top-down is Edward III (1984). The policy implementation model proposed four factors; communication, resources, dispositions and bureaucratic structure. These four factors are closely related to the implementation process of structuring and equating the state teachers. The four factors will be described as follows.

**Communication:** Communications policy is the process of delivering information from the policy makers to the policy implementers. The policy communication has several kinds of dimensions, among others (Nugroho, 2012). There are three dimensions that exist in the communication; transformation, clarity and consistency. The results of research in Barru explained that the dimension of transformation or policy delivery has been done well. This can be seen from the regular meeting held by the Department of Education with other policy actors such as elementary school principal and head of UPTD education in each district. Next is clarity where there is a socialization process that is done to facilitate the achievement of policy objectives to lower levels and implementing the policy objectives which were the state teachers. Another dimension that affects is consistency in the extent to which the policies and implementers can implement policies in accordance with the procedure. In Barru, the pattern of communication

level has been running well but the communications made between institutions such as the Ministry of Education does not research effectively.

**Resources:** Edward III (1984) and Widodo classified the resources into three areas; human resources, equipment resources and financial resources. Equipment source in this case is defined as an instrument or tool that facilitates the implementation of the policy in accordance with the prescribed rules. In the regulation of five ministers, each region makes the structure and equity of the state teachers is in compulsory in making local regulations governing its implementation. In the process of structuring and equating the state teacher in Barru those requirement have been fulfilled so that the implementation of policies can be conducted effectively.

**Disposition:** There are three main elements that influence the authorities to implement the policy. The three dispositions expressed by Edward III in Widodo include; cognition, directives, implementing responses and response intensity. The implementation of structure and equity of state teachers in Barru associates with the disposition of a factor has not conducted according to the provisions set out in the joint regulations of five ministers. At the level of the main agencies, the implementation of the policies has the obstruction of less-understanding in the technical instructions on structuring and equating the state teachers this is due to the absence of regulations or other relevant laws in structuring and equating the state teachers referring to the Joint Regulation of five Ministers. But the understanding and the knowledge on the mechanisms of policy implementation is quite good on the implementation of the policy, the implementing agency has an optimistic response in the process of structuring and equating the state teachers as their consideration to increase the quality of educational services in the district of Barru.

**Bureaucratic structure:** The bureaucratic structure is one of the important aspects on the policy implementation process. Edward III in Widodo explained that bureaucratic structures includes the structure of the organization, distribution of authority, the relationship between organizational units that exist in an organization and inter-organizational relationships beyond the dimensions of the implementing organization. The bureaucratic structure is very influential in the implementation of the structuring and equating process of the state teachers in Barru. The bureaucratic structure in the implementation of these policies includes the procedures and the mechanism

on structuring and equating the state teachers in Barru. Implementation of the structure and equity of state teachers can be performed in accordance with the implementation of the technical guidelines and equity structuring of the state teachers but in practice, the Education Department coordinates with the agency under its authority and subsequently reporting to the Regent as the major implementer. But there was no coordination done by the Ministry of Education of Barru or any other institution which has equal authority in the process of structuring and equating the state teachers.

### **CONCLUSION**

From the previous description, some conclusions can be drawn as follows. Structuring and equating the distribution of teachers in Barru with the subject to eliminate the mutation without specific criteria. The ratio between the teacher with the study group and with the students should be adjusted. After the regent regulation in Barru stated, the implementation of structuring and equating the state teachers had been performed and the result of teacher shortages as many as 319 teachers caused by the qualifications imposed in order to determine the ratio of teachers to classes. In Barru, the assignment of elementary school teachers has been adapted to the academic qualification of the teachers but the mutation of the teachers has not fulfilled yet according to the ratio of teachers with study groups and the number of students. And before the decree implemented, the supervision and the administration were not conducted properly so that the distribution of teachers does not comply with the minimum requirements.

The results of the research identified the factors affecting the implementation of the structure and equity policy on state teachers. In accordance with the regulations along with five ministers implemented by the

government of Barru it showed that the dominating factor is depended on the attitude and the communications of the implementing agencies. However, regardless the good supporting factors, the policy will not effectively research if the implementers do not understand the purpose and the mechanisms of the policy and there are no intensive communications between the implementers.

Further, advice can be given in this study include several things as follow. Calculating the needs of primary school teachers were experiencing shortages and calculate the excess teachers in primary level who do not have the job certification for redistributed to primary school teachers further. Disseminating the entire objected state teachers on structuring and equating policy of the state teachers about the importance of this structuring process and gives an understanding that the duties and functions of teachers are similar at any level. Streamline the communication between the policy implementers. Developing cooperation and coordination with other regions and the ministry of religion to fill the shortage of teachers in the primary school level and divert the excess teachers at the junior level. The consistency of each implementing policies on structuring and equating the state teachers is required to reach the purpose of the policy and to achieve educational equity across the district.

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