

Teacher Management Policies In Moratorium Era

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Abstract

The problems faced by the Government of Demak District currently is the shortage of civil servant teachers and uneven distribution in public elementary schools. Meanwhile District Government can't recruit new teachers due to the government's moratorium. Hence the focus of this article is how the effective policy on teacher management? This is research for policy with prescriptive approach based on process theory by Dye. Technic analytic was applied to enhance the research quality. Data collected on June 2016 using basic data of education. Research result as follows. First, policy agenda starts from problems identification and found that there was shortages of teachers and uneven teacher distribution. Second, there were various policy formulation such as the appointment of civil servants teacher, regrouping small schools, multigrade teaching, and the appointed honorary teacher became permanent teacher. Third, policy adoption selected was to create district regulations. Fourth, policy implementation began with making implementing team, standard operating procedures, and technical instructions. Finally, policy evaluation by determining indicators of success, reporting results and impact, and provide recommendations. It is recommended that the results of this study become a policy recommendation.

Keywords: educational policy, teacher distribution, school regrouping, multigrade teaching, and district regulation.

1 INTRODUCTION

Policy research is research relating to policy formulation, policy implementation, policy performance, and policy environmental. Although much of the research associated directly or indirectly with the policy, but it is a rare literature of research policy (Nugroho, 2013: 43).

The scarcity of policy literature and policy research due to the lack of understanding

of academics and researchers about research policy. In particular the research about education policy is increasingly rare due to lack of interest and attention of researchers towards education policies. The analysis of education policies to improve the quality of education was very rarely done in Indonesia (Suryadi and Budimansyah, 2009: 144).

During the last six years the author along with the team has been to cultivate the research of education policies are as follows:

financial management of education in the City of Semarang (2011), Purworejo (2012), Wonosobo (2012), Banjarnegara (2012), and Batang (2013); implementation of the continuous professional development (CPD) of teachers in the Province of Central Java (2015), Batang (2015), Kudus (2015), and Demak-Batang-Purbalingga (2016); implementation of Curriculum 2013 in Central Java Province (2015); and effective school management model in Central Java Province (2015-2016).

Specifically related to the teacher management, author also have done a study of the teacher management in the Districts Blora (2014) and District Semarang (2016) by using a different approach. Previous research based on shortages of teachers and uneven teachers distribution in each district. Research in District Blora used descriptive qualitative approach, while research in District Semarang used policy process theory of Anderson and Dunn. Author haven't found a policy analysis by using process theory of the Dye. Therefore policy analysis using Dye process theory is new.

2 THEORETICAL REVIEW

Policy analysis in this study was education policy as a public policy in the area of education. Policy analysis is the activity of creating the knowledge of and in the policy-making process. In creating knowledge of policy-making process analysis investigates the causes, consequences, and performance of public policies and programs (Dunn, 1994: 15-16). Therefore needs to be ex-

plained about the policy, public policy, and education policy.

The policy was based on problems that have emerged, and problems that can be identified from the issues in the community (Parsons, 2014: 87-89). Harman said that the policy is an implicit or explicit specification of courses of purposive action in dealing with a recognized problem and directed towards the accomplishment of some intended set of goals (Hough, 1984: 13-17).

Meanwhile, Kroll said that public policy is considered as the structure and confluence of values and behavior involving governmental prescription (Mann, 1975: 10). Therefore in public policy require the function of institutional, legal, structural and process behavior against any problems arise.

According to Bridgman and Davis that public policy has five characteristics: has a goal to be achieved, involving decisions with consequences, a structured according to certain rules, in fact is political, and it was dynamic (Nawani, 2009: 8-9). Public policy has some characteristics: basically related to public affairs; high of consequences, complex, dominated by uncertainty; the existence of disagreement related goals want to achieve (Mann, 1975: 11).

Education policy is the process of policy formulation of results and measures to achieve the goal of education in the society at a particular period of time. Education policy is based on a number of aspects namely based on the needs of the students, linked to the vision and purpose of education, based

on efficiency, have a clear purpose for issuing the policy, and the establishment of a democratic society. Education policy is not done based on the strengths, interests and bureaucrats, and not formulated free rational (Tilaar and Nugroho, 2009: 140-154).

According to Anderson (Nawani, 2009: 15-16) public policy process consists of five stages: formulation of the problem; policy formulation which contains the formulation of alternatives to solve the problem; the determination of what policies was the contents of the policy, who implement policy, how to implement the policy; policy implementation; and the evaluation of policy.

While theory of policy making processes according to Dye consists of five steps (Tilaar and Nugroho, 2009: 186), namely the identification of the problems and choose a problem that will be solved (policy agenda), formulating policy proposals (policy formulation), the legitimacy of the policy (policy adoption), the implementation of the policy (policy implementation), and evaluation policy (policy evaluation). The question is how the effective policy making to manage teacher in the moratorium era?

3 METHOD

The research is the policy research categorized as research for policy. Research for

policy aimed at formulating policy (Nugroho, 2013: 54). This policy research using the theory of process in making policy by Dye as mentioned above.

This policy research using normative or prescriptive approaches (Suryadi and Budimansyah, 2009: 57), namely to offer a prescription to Demak District Government in solving the problem of the shortage and uneven distribution of teachers. In order to improve the quality of policy, then used the technique of analycentric (Suryadi and Budimansyah, 2009: 16) namely the technique of quantitative analysis of data sourced from the subject matter of education (Dapodik) in June 2016.

Data obtained through surveys of the entire public elementary schools in Demak District with total of 473. Data gathered by the operator in each unit of sub district office of education coordinated by District Education Office of Demak.

4 RESULTS AND DISCUSSION

Education policies based on the theory of the process of Dye can break down the steps and type of activities as in the table below.

Table 1. Theories of the policy process adopted from Dye

Process	Activities
Policy Agenda	Problem identification and choose the problem in education need to be solve
Policy Formulation	Make policy proposal to solve problem in education
Policy Adoption	Getting political and legal support
Policy Implementation	Do the policy with organizing team and services
Policy Evaluation	Do study, reporting output, evaluating the impact, and make policy recommendation

Based on the process theory e, then the policy analysis in this research in a row described as follows.

1. Policy Agenda

The problem of education that are currently felt by educator and their stakeholder were low quality of education, low reading skills of students, low relevance of graduates, damaged of educational infrastructure and facilities, inadequate education management, low qualifications of teachers, lack competence of teachers, shortage of teachers especially in elementary school, and uneven distribution of elementary school teachers. Those national issues also felt by stakeholders in Demak District.

From the above issues which was felt most disturbing on education operation in elementary schools was the lack of civil servant teachers and uneven distribution of teachers. These conditions becoming worst because a large number of teachers who will be retiring. Based on basic data on education 2016, for the next 10 years the number of teachers who will be retiring as much as 1,710 people. The number of teachers in 2016 as much 3,240 and in 2026 will be 1,530.

If natal rates in Demak District is estimated to be stable, then the number of elementary school age up to 10 years next would be the same. This means that the required number of teachers are also the same. On the other hand, the number of teachers continue to diminish and the government does not conduct the recruitment of new teachers due to government regulation moratorium by Joko Widodo policy. In such conditions it operational education must remain running. It needs to be a breakthrough policy from district governments to manage teacher effectively.

In this 2016 Demak District has shortage of civil servants teachers as much as 885 people. The shortage occurred in all sub districts. On the other hand, there were quite a lot number of honorary teachers. Honorary teacher in Demak District entirely 180 persons distributed in elementary schools.

In the situation of shortage of civil servants teachers, the distribution of teachers also uneven. As a proof there were 16 schools surplus of a class teacher, but there were 388 schools shortage of class teacher. That means

there were only 68 schools with the number of teachers the same as needed.

There was still one problem raised relate to teachers. That was teacher teaching in small number of group of learning. There were 113 schools (24%) who have a ratio of students to groups of learning 20 people (Figure 1).

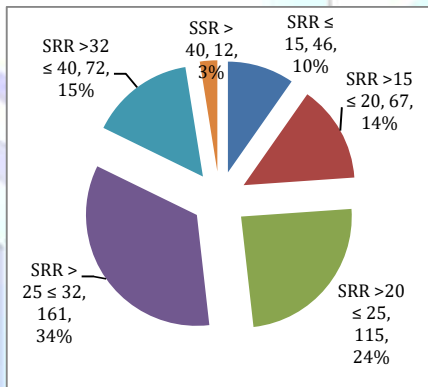


Figure 1. Student Room Ratio (SRR)

On the other hand there were schools that have a ratio of teachers per student less than 20 as much as 352 school or reached 74% (figure 2). As mention on law No. 14 in 2005 about Teacher and Lecturer and Government Regulation No. 74 in 2008 that there was ratio or student.

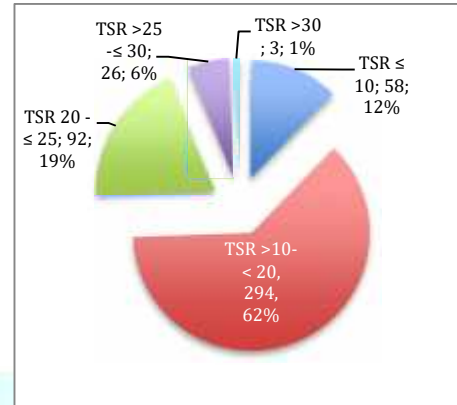


Figure 2: Teacher Student Ratio (TSR)

The fact that number of civil servant teachers was shortage, teachers also not distributed evenly, the number of teacher teaching per student of group of study was small then the impact on education services were no efficient and effective. Such education services cannot provide maximum contribution towards the success of student learning.

2. Policy Formulation

Based on the above problem, proposed policy formulation are: propose to Central Government about appointment of civil servant teachers, regrouping small schools to reduce the number of teachers' needs, carry out multigrade teaching in order to save needs of the teachers but can serve the many small classes, and the appointment of honorary teachers become permanent teachers appointed by the district government.

The first alternative, propose to Central Government about appointment of civil servant teachers will be hard to be

accomplish. This is because for five years under President Joko Widodo, the government has set the temporary suspension (moratorium) to appoint prospective civil servants. If there any teacher's formation, the numbers are not enough to solve the problem.

The second alternative is to regroup small schools, could be implemented only partly. This is because the small schools in remote areas or inland should still be retained to serve students there. If all the small schools will be regrouped, it will pop up a new problem, namely the low access of education in Demak District.

A third alternative is to carry out multigrade teaching. This alternative can be implemented to address the problem of teacher shortages in the short term. But need more effort in preparing a multigrade teaching. Especially teachers who will carry out multigrade teaching must get training so that learning can be run effectively.

The fourth alternative was the appointment of honorary teachers become permanent teachers appointed by district government. This alternative in accordance with Act No. 5 in 2014 about State Civil Apparatus. In the law described that State Civil Apparatus composed of civil servants and government employees with the work agreement. Honorary teachers can be appointed by district head to be permanent employee of district government.

Consequently, local governments must provide budget to hire 885 people.

Among four alternatives, the author suggested that District Demak Government choose the fourth alternative, namely appointment of honorary teachers become permanent teachers. The reason is if this alternative is chosen then it can be applied in a long period of time.

3. Policy Adoption

To realize the fourth alternative become a policy, then the first step needs to be compose academic script about appointment of honorary teachers become permanent teachers. The next step is to convene hearings and discussions with regional people's representative council (called DPRD) to gain political support, financing, and the legality from legal.

The next step is to draw up a written policy like the regent decree, the district regulation, or applicable local management about teachers. In order this policy have law of force, preferably in the form of district regulations because it will get the political and financial support of the regional people's representative council.

The policy will further have the power of law and can be implemented if since the beginning of the activities already involve stakeholders. Those who need to be involved are the teachers, principals, supervisors, board of

education, the non government organization who care about education, education officials in the office of education, and the members of the house of representatives of the region. Involvement of stakeholders can be packaged in a public consultation activities to increase community participation.

4. Policy Implementation

When the written policies already made, for example in the form of district regulations it is necessary immediately socialized to the parties that had previously invited in the public consultation. This socialization is an attempt to get wider support from the community so that it can better policy implementation success.

At this stage of the policy implementation, it is important to make team that will implement the policy. Associated with teacher management, the leading sector is department of teacher education and development of Demak District Education Office. The team needs to set complete job description, tasks, and responsibilities.

In order to have smooth policy implementation it is better to have standard operating procedures or technical guide of implementation. With those guideline then errors in implementation can be avoided. The team also is in charge of conducting a study of the success of the program, create a report execution, report the results and impact of the activities.

5. Policy Evaluation

Policy evaluation start from setting indicators of success in teacher management. The success indicators include: number of honorary teachers become permanent teacher continues to increase, the amount of salaries paid to permanent teachers continues to increase, the number budget to hire permanent teachers continue to rise, and the number of schools lack of teachers civil servant or permanent teacher is decreasing.

Activities of the policy evaluation should also make a report on the impact of the adoption of the permanent teachers by district government. The expected impact of the education service is getting better so that student learning outcomes is also getting better.

Finally policy evaluation need to make thorough report on the results of policy monitoring and evaluation related deficiency and excess of policy on appointment of permanent teachers by district government. The report also includes recommendations for policy improvements in the future.

5 CONCLUSION

This policy research using Dye process theory consisting of policy agenda, policy formulation, policy adoption, policy implementation, and policy evaluation.

Policy agenda starts from the identification of problems on education and finally found that there were shortages of teacher and uneven teacher distribution.

There are various policy formulation such as the appointment of civil servant teachers, regrouping small schools, carry out multigrade teaching, and the appointment of honorary teacher became permanent teachers contracted by district government.

Selected policy adaptation was creating district regulations concerning the appointment of a honorary teacher became permanent teacher. Hence the need for the support of regional representatives in order to allocate budget for teachers salaries.

Policy implementation began with socialization of district regulation, while building a team. It is important to make standard operating procedures and technical instructions for implementation.

Policy evaluation starts from the determination of indicators of success, reporting the results and impact, as well as provide recommendations for improvements to the implementation in the future.

It is recommended that the results of these study become policy recommendations. Hope that after this policy is applied the output and outcome of student will increase.

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