

# Pivot Feature to Identify the Strategic Issues of Elementary School Teacher Management and Distribution in Indonesia

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**Abstract:** This research aimed to identify the strategic issues, new technology, of elementary school teacher management and distribution in Indonesia. In fact, the conditions of regions (either regencies or cities) in Indonesia are varied, however, by comparing two different locations, this research tried to reveal the similar conditions in other regencies/cities in Indonesia. This research was conducted through a survey. The population was 583 elementary schools in Lumajang Regency with the total number of teachers of 6,393 teachers and 2,865 elementary schools in Lamongan Regency with the total number of teachers of 6,525 teachers. The samples were 581 (99.65%) elementary schools and 6,323 teachers (99.90%) in Lumajang Regency, and 631 (22.03%) elementary schools and 4,476 (68.69%) teachers in Lamongan Regency. The sampling was done through the use of purposive sampling. The data analysis was conducted by using Microsoft Excel via pivot feature. The steps taken were data verification and validation by the regional department of education. It is continued with the analysis of the primary data of education which resulted in the strategic issue of teacher management and distribution which include the components of teachers' availability, teachers' qualification, teachers' certification, school principals' qualification, the minimum number of meetings per week, and the number of teachers after retirements. The results of the research show that the strategic issues are divided into six categories, each of which supported by the analysis results on primary data of education.

**Keywords:** new technology, strategic issues of teacher management and distribution, Indonesia

## I. INTRODUCTION

In Indonesia, the implementation of education is mainly supported by schools spread across the nation; each of them needs a sufficient number of teachers in order to create a generation of children who can make their country superior to other nations. Therefore, a good teacher management and distribution are necessary. The course of teacher management and distribution has started since the declaration of Indonesia as an independent nation. Since, before that, even though there was an improvement in education, particularly in teachers' preparation during the colonial era, it was for the benefit of the colonialists. On its independence day, Indonesia, through the government, starts to pay attention to the issue of teacher management, including teacher training, procurement, management, distribution, supervision, and welfare. As time goes by, sets of policies have become the basis of education, there are more massive efforts to involve the communities, and the cooperation in teacher management and distribution is strengthened.

Before the year of 2001, teacher management and distribution have not been expressly stipulated in any policies issued in Indonesia. There were some efforts of distribution, but they were more focusing on the expansion and distribution of education itself, such as the national development program in 2000-2004 which refers to GBHN (Guidelines of State Policy) year 1999-2004 on the expansion and distribution of right to obtain high quality education for Indonesian people in order to create high quality Human Resource through significant increase on educational budget. This was based on one of the aims of the implementation of education in Indonesia, i.e. to give equal right to get an education for every citizen of Indonesia.

Long before that, in early years of being independent, the Indonesian government had started to give concern on teacher management and distribution; it can be seen from the data collection held in 1950 which showed that Indonesia lacked 20,816 teachers. Even if all of the prospective students of People's School (nowadays known as elementary school) were accommodated, Indonesia would lack 168,000 teachers. Therefore, in order to overcome such issue, the government took 2 steps, i.e. by increasing the number of SGB (Para-Teachers school) and by training the prospective teachers who were not authorized to teach yet, usually 6-year elementary school graduates. The term of teacher management and distribution was started to be used publicly following the issuance of a Mutual Decision Letter of 5 Ministers in 2011 on the management and distribution of teachers as civil servants. Naturally, teachers will reach pension age, and there are always new teachers, and sometimes there is a big wave of retirement in certain periods.

In 2015, the big wave of teachers' retirement had been utilized as the momentum of teacher management and distribution for several times. As reported in Kompas (29/9/2015), the annual teachers' retirement wave which reached 30,000 teachers in 2015 was utilized as the momentum of improvement for teachers from all levels. It turned out that the number of teachers was more increasing than the number of students, there was a low ratio between teacher and students in Indonesia. However, this fact did not have any impacts on the quality of national education. Therefore, it showed inefficiency. The ratio of teacher and students in Indonesia was 1:16, which is lower than China (1:17), France and Japan (1:18), South Korea (1:19), Brazil (1:22), Colombia (1:28), Bangladesh (1:43), Afghanistan (1:44), and Cambodia

(1:48). There were way too many teachers in Indonesia. However, the distribution was not equal, and the teachers' quality was still low in general.

The effort of teachers' equal distribution in Indonesia has continued to be an issue. Teachers have always been the topic of discussions related to education. Almost all of educational policies in Indonesia are closely related to teachers, such as the policies on curriculum, finance, infrastructures, and students. Hermawan and Cynthia (2011) state that curriculum holds important roles in reaching the goals of education, namely: (1) conservative; (2) creative; (3) critical; and (4) evaluative roles. Far from reaching the educational goals, the issued curriculum faced a problem of the unprepared teachers. In terms of educational financing, e.g. school operational support allocated for the teachers' welfare often caused problems. Some obstacles in the procurement and utilization of infrastructure have caused difficulties in some schools in improving the educational quality. Even the policies for students often conflicted with the teachers' interests.

Improvement on teachers, especially in terms of number and distribution is included in the strategic plan, new technology, of Ministry of Education and Culture of the Republic of Indonesia year 2015-2019. It is mentioned that the number and distribution of teachers need to be well-managed in order to clearly distribute the authorities and responsibilities in teacher management, which become either compulsory, alternative, or mutual affairs of the government and the local government. Such management was performed through: (1) improving the local capacity in managing teachers' recruitment, placement, and quality improvement effectively and efficiently; (2) monitoring the process of teachers' appointment in the local scale in accordance with the criteria of quality and the local need; and (3) improving the coordination of the implementation of education by LPTK (Institute of Teacher Education) to perform its plan of teachers' provision in the local scale. Unfortunately, the government's effort of teachers' improvement was not optimum, the results of research conducted by Mustari (2011) show that the implementation of the policy to improve the teacher ratio and equal distribution was not effective yet and therefore is necessary to be improved by and given concern from the government.

Teacher management and distribution are related to the relevant legislation on the efforts to improve the efficiency of the education budget, which especially related to teacher provision. Since, currently, the proportions of authorities and responsibilities on teacher provision and the budgeting, as well as the commitment to improve teacher professionalism and performance which are given to the government and local government are still unclear. Besides that, there is also an issue on teacher compulsory working hours of 24 hours – 40 hours a week. Such provision of teacher working hours needs to be reviewed since every curriculum of each subject requires different teacher working hours, and if a curriculum requires shorter teacher working hours, the teacher would need to work in more than one place in order to teach in the

stipulated working hours per week. The implementation of teacher certification, the grant of teacher allowance, and the regulation on teacher workload need to be improved in order to achieve the target of good teacher management and distribution.

The enforcement of a Ministerial Joint Decree of 5 (five) Ministries of the Republic of Indonesia on management and distribution of teachers as civil servants stipulated in 2012 provides guidance for the management of teacher presence. A study performed by Siswantari (2013) shows that teachers can teach in private schools in order to fulfill their compulsory working hours of as many as 24 hours, and the application of such ministerial joint decree which is in accordance with the technical guides will not distract the teachers' concentration, since there are still many schools which are conducted not in accordance with the rules. Based on his study Suwandi (2016) found that one of the causes which result in the issue of teacher management in Indonesia is the teacher provision which based on three points, namely the nonconformities of the applicant qualification and the teacher qualification, the formation which is not in accordance with the need, and teacher mutation which is not based on teacher qualification.

We asked one research questions: what the strategic issues on elementary school teacher management and distribution in Indonesia? In fact, the conditions of regions (either regencies or cities) in Indonesia are varied, however, by comparing two different locations, this research tried to reveal the similar conditions in other regencies/cities in Indonesia.

## **II. METHODS**

### **A. Participants and Setting**

This research is categorized as a survey research. As revealed by Cresswel (2015), a survey research is a procedure in qualitative research in which the researcher conducted a survey on a sample or the entire population in order to be able to describe the typical attitudes, opinions, behavior, or characteristics of the population. This research used cross-sectional survey design. The researcher collected the data on a particular point. The research population is directed to reveal the strategic issues on elementary school teacher management and distribution in 2 regencies, i.e. Lumajang and Lamongan Regency in East Java. The strategic issues were obtained through an analysis of the facts existing on the components of teacher availability, qualification, and qualification, as well as schools' principals' qualification, teachers' minimum working hours, and a number of teachers after the wave of retirement.

The population was 583 elementary schools in Lumajang Regency with 5,803 government-employed teachers and 314 non-government-employed teachers. Thus the total number of teachers is 6,393 teachers; and 2,865 elementary schools in Lamongan with 3,660 government-employed teachers and 2,865 non-government-employed teachers, so that the total number of teachers is 6,525 teachers. The sample consists of 581 (99.65%) elementary schools and 6,323

(98.905) teachers in Lumajang Regency, and 631 (22.03%) elementary schools and 4,476 (68.69%) teachers in Lamongan Regency. The sample was gathered by means of the purposive sampling technique.

## **B. Data Analysis**

The data analysis was conducted via Simdapodikdas (Primary Data of Elementary Education Management Information System) application, the development of USAID Prioritas (United States Agency for International Development Prioritizing Reform, Innovation, and Opportunities for Reaching Indonesia's Teachers, Administrators, and Students). The data were presented as web-based questionnaires obtained from the primary data of the education year of 2015. A researcher does not involve the treatment given to the participants, but he describes the trends found in the data (Cresswel, 2015).

The strategic issues on teacher management and distribution were obtained via descriptive statistics. Descriptive statistics were used to comprehensively summarize the trends or tendencies in the data, to provide an understanding on the levels of variation in the data, and to provide insight on the position of the score compared with other scores (Wright, 1997).

The data analysis was performed through the means of Microsoft Excel via pivot feature. The steps taken were data verification and validation by the local department of education, and education primary data analysis which resulted in the strategic issues of teacher management and distribution which include the components of teacher availability, qualification, and certification, as well as principal qualification, minimum teacher working hours per week, and number of teachers after a wave of retirement.

## **III. RESULTS**

### **A. Strategic Issues**

Strategic issues in the efforts of teacher management and equal distribution in two locations of research, i.e. Lumajang Regency and Lamongan Regency are divided into six categories. Each of such categories is supported by the results of analysis of the education primary data. The six strategic issues are as follow:

1. There are divides in the fulfillment of point 5 of the Minimum Standard of Service (SPM) which requires the availability of 1 teacher for every 32 students, or 6 teachers per school, namely: (a) there is public elementary schools which have less than  $\frac{1}{4}$  of the minimum standard of service or less than 8 students in every study group; (b) inadequate number of government-employed homeroom teachers distributed in the entire regency, yet any additions of non-government-employed homeroom teachers would cause an excess number of teachers; (c) inadequate number of government-employed Islamic religious teachers distributed in almost the entire regency, yet any additions of non-government-employed Islamic religious teachers would cause an excess number of teachers; and (d) inadequate number of

government-employed physical education teachers distributed in almost the entire regency, even after being combined with the non-government-employed physical education teachers.

2. There are still unfulfilled indicators of point 7 until 1 of the minimum standard of service regarding with the condition that there should be 2 teachers who graduated from S1/D-IV degree in one school, namely: (a) there are still more than 45-year-old government-employed teachers with the qualification of S1/DIV or below and less than 45 year old government-employed teachers who do not have S1/D IV qualification; (b) there are government-employed physical education teachers who do not have S1/DIV qualification; and (c) there are non-government-employed physical education teachers who do not have S1/DIV qualification.
3. In connection with point 7 until point 2 of the Minimum Standard of Service which requires 2 certified teachers in one school, there are still uncertified public elementary school teachers, and there are still teachers who do not have the qualification of S1/DIV or above, and some of such teachers already have a working period of more than 20 years.
4. In connection with point 10 of the Minimum Standard of Service which requires S1/DIV qualified and certified principals, there are still elementary school principals who already have S1/DIV diplomas, yet uncertified.
5. In connection with the national education standard which requires minimum working hours of 24 hours per week for subject teachers, the condition shows that: (a) there are either certified or uncertified homeroom teachers or subject teachers who work less than 24 hours per week; (b) there are government-employed Islamic religious teachers who work less than 24 hours per week and who are still uncertified; (c) a thorough screening of a teacher who will be responsible for an additional task as a principal is necessary; and (c) there are government-employed physical education teachers who are certified yet have less than 24 hours per week working hours.
6. The projection of a decreasing number of elementary school teachers due to a wave of retirement is presented in the current year, the following 5 years, and the following 10 years, which can be explained as follow: (a) there is 14.23% of homeroom teachers retiring in the current year, and there will be 29.15% of homeroom teachers retiring in the following 5 years and 28.94% of homeroom teachers retiring in the following 10 years; (b) there is 1.72% of government-employed Islamic religious teachers retiring in the current year, and there is 31.77% in the following 5 years, and 10.81% in the following 10 years; and (c) there is not a wave of retirement of government-employed physical education teachers in the current year, and there is

31.77% of government-employed physical education teachers retiring in the following 5 years, and 10.81% in the following 10 years.

### B. Constant Comparative

Table 1 shows the results of constant comparative analysis on the strategic issues of teacher management and distribution in two regencies which became the locations of the research by sorting them into the components of the minimum standard of service, national education standard, and projection of the decreasing number of elementary school teachers after the wave of retirement. The following research proposition (P) can be formulated based on the research findings and the results of the comparative constant. (P1) The fulfillment of point 5 of the minimum standard of service which requires the availability of 1 teacher for every 32 students, or 6

teachers per school, is closely related to the teacher management and distribution policy of a regency/city, since, if the status of the teachers (government-employed or non-government-employed) is ignored, the number of teachers is already sufficient and even excessive. (P2) the factor of teachers' age affects the fulfillment of point 7 until point 1 of the minimum standard of service which requires the availability of 2 teachers with S1/D-IV qualification in a school, and it is difficult for teachers with more than 45 of age to fulfill or meet the minimum qualification standard of teacher education. (P3) Teacher management and distribution are highly affected by the components of teacher availability, qualification, certification, principal qualification, the minimum number of meetings per week, and the number of teachers after a wave of retirement.

**Table 1**  
**Comparison of Teacher Management and Distribution Condition**

Minimum Standard of Service	Lumajang Regency	Lamongan Regency
Point 5 of Minimum Standard of Service: the availability of 1 teacher for every 32 students, or 6 teachers per school and the availability of 4 teachers per school in a remote area.	<ul style="list-style-type: none"> <li>• There are 26 public elementary schools of which minimum standard of service is less than <math>\frac{1}{4}</math> or 4.64%, with less than 8 students per group of study;</li> <li>• There are 188 public elementary schools of which minimum standard of service is <math>\frac{1}{4}</math> up to <math>\frac{1}{2}</math> or 33.57%, with less than 16 students per group of study;</li> <li>• There are 41 public elementary schools of which minimum standard of service is higher than the standard or 7.32% of the teachers with more than 32 students; 423 government-employed Islamic religious teachers, 2,257 non-government-employed Islamic religious teachers; and there is a shortage of 175 government-employed Islamic religious teachers in the entire regency, mostly in Candipuro District (-16), Senduro District (-5) and Klakah and Tempeh Districts (-12);</li> <li>• When combined, there is a sufficient number of non-government-employed Islamic religious teachers in elementary schools, and even there is an excess of 598 non-government-employed Islamic religious teachers;</li> <li>• An excess of government-employed Islamic religious teachers found in Yosowilangun District (165 teachers), Pasirian District (157 teachers), and Lumajang District (152 teachers); and</li> <li>• An excess of government-employed Islamic religious teachers is only found in Padang District.</li> </ul>	<ul style="list-style-type: none"> <li>• There is a shortage of 1,150 government-employed homeroom teachers in the entire Lamongan Regency (27 Districts), yet there will be an excess of 2,176 teachers when added with 3,326 non-government-employed homeroom teachers;</li> <li>• The shortage of government-employed homeroom teachers is mostly found in Sambeng District (-101), Ngimbang District (-89), Brondong District (-67), Kembangbahu District (-69), and Paciran District (-59);</li> <li>• There is a shortage of 188 government-employed Islamic religious teachers which is spread almost in the entire Lamongan Regency (27 Districts), yet there will be an excess of 8 teachers when it is added with 196 non-government-employed Islamic religious teachers;</li> <li>• The biggest shortage of government-employed Islamic religious teachers are found, among others, in Sambeng District (-22), Ngimbang District (-18), Modo District (-14), Kedungpring District (-10), and Brondong (-8); and</li> <li>• There is a shortage of 333 government-employed physical education teachers in almost the entire Lamongan Regency (27 Districts), even there is still a shortage of 41 teachers after being combined with 292 non-government-employed physical education teachers.</li> </ul>
Point 7-1 of the Minimum Standard of Service which requires a minimum number of 2 teachers in a school who are S1/DIV degree graduates	<ul style="list-style-type: none"> <li>• There are 290 government-employed physical education teachers who still do not have S1/DIV qualification;</li> <li>• There are 273 non-government-employed physical education teachers who still do not have S1/DIV qualification;</li> </ul>	<ul style="list-style-type: none"> <li>• There are 262 government-employed elementary school teachers or 7.47% who still do not have S1/DIV qualifications.</li> <li>• There are 240 elementary school government-employed teachers with more than 45 years of age who have the qualification of S1/DIV or below and 22 government-employed elementary school teachers with less than 45 years of age who still do not have S1/DIV qualifications (15 of them have DII qualification).</li> </ul>
Point 7-2 of the Minimum Standard of Service which requires: a minimum	<ul style="list-style-type: none"> <li>• The number of government-employed public elementary school teachers who</li> </ul>	<ul style="list-style-type: none"> <li>• There are 3,206 certified public elementary school teachers and 2,626</li> </ul>



Minimum Standard of Service	Lumajang Regency	Lamongan Regency
number of 2 certified teachers in a school	still uncertified is 654 teachers or 17.95%; <ul style="list-style-type: none"> <li>• There are 14 public elementary schools or 2.5% which have not met the minimum standard of service; and</li> <li>• There are 7 elementary schools of which all teachers are still uncertified and 7 schools with 1 certified teacher.</li> </ul>	uncertified teachers; and <ul style="list-style-type: none"> <li>• The number of public elementary school teachers who are still uncertified and who do not have the qualification of S1/DIV or above is 490 teachers, 155 of them have less than 5-year working period, and 104 of them have more than 20-year working period. 231 teachers are going to participate in professional education for elementary school teachers.</li> </ul>
Point 10 of Minimum Standard of Service: A principal must have the S1/D-IV qualification and a certification. National Standard of Education: All teachers fulfill the minimum working hours of 24 hours per week for subject teachers.	<ul style="list-style-type: none"> <li>• There are 19 public elementary schools without principals;</li> <li>• There are 25 uncertified elementary school principals.</li> <li>• There are 399 or 11.44% of homeroom and subject teachers, whether certified or not, who work less than 24 hours per week; and</li> <li>• Government-employed homeroom teachers must work more than 24 hours per week. A school principal should be selected properly among the teachers.</li> </ul>	<ul style="list-style-type: none"> <li>• There are 524 public elementary school principals who have S1/DIV qualification and certification, and 7 uncertified public elementary school principals; and</li> <li>• There are 4 caretakers of public elementary school principals who have S1/DIV qualification and certification.</li> <li>• There are 24 or 5.26% of government-employed Islamic religious teachers who work less than 24 hours per week and still uncertified, while there are 176 or 38.60% of the Islamic religious teachers who work for 24 hours per week and already certified; and</li> <li>• There are 16 or 5.88% of government-employed physical education teachers who still work less than 24 hours per week yet already certified, and 204 or 75% of the physical education teachers who work 24 hours per week and already certified.</li> </ul>
Projection of a shortage of Elementary School teachers due to a wave of retirement.	<ul style="list-style-type: none"> <li>• There are 54 or 2.16% of government-employed homeroom teachers who retire in 2015, and there are 631 or 25.29% of them who will retire in the following 5 years, there are 906 or 36.31% of them who will retire in the following 10 years, and there are 904 or 36.23% of them who are still productive; and</li> <li>• There are 9 or 2.09% of government-employed Islamic religious teachers who retire in 2015, 240 or 55.68% of them who will retire in the following 5 years, there are 100 or 23.20% of them who will retire in the following 10 years, and there are 82 or 19.03% of them who are still productive; and</li> <li>• There are not any physical education teachers retiring in 2015, but there are 20 or 6.87% of them who will retire in the following 5 years, and 124 or 40.61% of them will retire in the following 10 years, and there are 147 or 50.52% of them who are still productive.</li> </ul>	<ul style="list-style-type: none"> <li>• In 2015, there are 1,049 or 31.41% productive government-employed homeroom teachers, and there are 106 or 3.17% of government-employed homeroom teachers who retire in 2015, 734 or 21.98% of them will retire in the following 5 years, and 723 or 21.65% of them will retire in the following 10 years;</li> <li>• In 2015, there are 87 or 2.60% of government-employed Islamic religious teachers who are still productive, there are 45 or 1.35% of government-employed Islamic religious teachers who retire in 2015, and there are 263 or 7.87% of government-employed Islamic religious teachers who will retire in the following 5 years, and 61 or 2.60% will retire in the following 10 years; and</li> <li>• In 2015, there are 100 or 2.99% of government-employed physical education teachers who are still productive, 0 or 0% who retire in 2015, 36 or 1.08% will retire in the following 5 years, and 136 or 4.07% will retire in the following 10 years.</li> </ul>

#### IV. DISCUSSION

Teacher management and distribution are closely related to people's will to get an education and the educational policies, especially for elementary schools located in a regency/city, with big sizes and uneven distribution of the population. The ratio of teacher and students becomes the standard of effectiveness of national teacher management; the national ratio in Indonesia is 1:16. The first proposition of this research stated that the fulfillment of point 5 of the minimum standard of service which requires the availability of 1 teacher for every 32 students, or 6

teachers per school, relates closely to the regency/city policies on teacher management and distribution, since if the teachers' status (government-employed or non-government-employed) is ignored, the number of teachers is actually sufficient and tends to be excessive, see Figure 1. Such condition is also stated by (Duflo, Dupas, and Kremer 2015) that some policy makers focus on decreasing the teacher population ratio, and others think that the number of research has insignificant effect without any systematical reformation on educational management, incentive, and teacher competency.

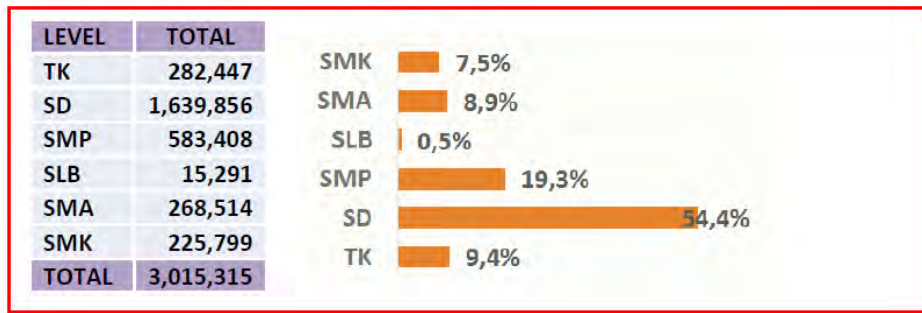


Figure 1  
Teacher Distribution Based on School Level in Indonesia

Teacher quality is related to his/her quality which, in turn, can measure his/her quality and level of professionalism. According to Subroto (2011) a teacher competency empowerment affects his/her performance and the quality of education. Besides the competency, teacher performance and empowerment strategies are absolutely necessary. In order to implement the teacher empowerment, Ar (2016) states that it is necessary to formulate school administration strategies which should be initiated by the formulation of school vision, mission, goal, and target. Schools are responsible for the teacher and lesson quality, as stated by Ingersoll and Collins (2017) that low-quality teachers and teaching are the main factors of insufficient school performance, besides, the lack of accountability and control at schools also contributes to the issue of low-quality teachers and lesson. There is a connection between schools and students' change and success, Mincu (2015) states that in this fast-changing world, the students' success depends on the capacity of the

schools to manage their special instructional needs. Therefore, an effective lesson plays a role as a unique protector which can reduce or even eliminate divides of students' achievement.

The second proposition resulted from this research shows that the factor of teachers' age affects the fulfillment of point 7 until 1 of the minimum standard of service which requires 2 S1/D-IV qualified teachers at a school, since it will be more difficult for teachers with more than 45 years of age to fulfill the minimum qualification of teacher education. Teachers experience a rapid improvement of productivity in their early career (Papay and Kraft, 2015). The results of research conducted by Hu et al. (2017) state that there is a significant connection between teachers' knowledge, belief, and emotional practice, the role of teachers' mediation and belief on the relation between knowledge and practical behavior, and the years of teaching experience and title are the predictors of teachers' belief.

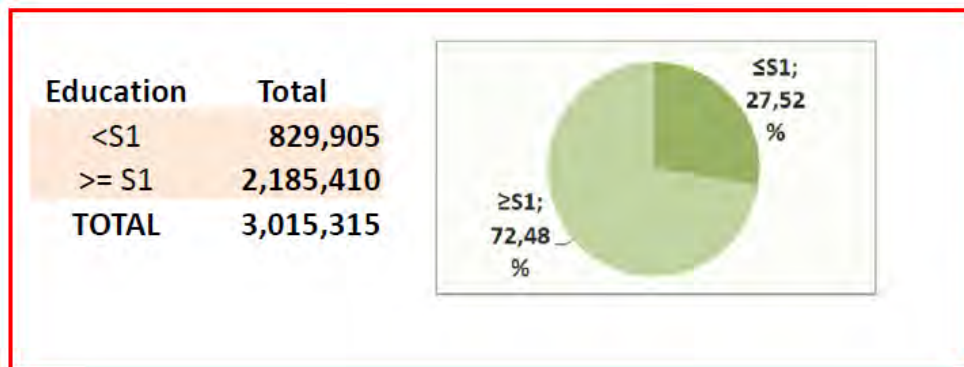


Figure 2  
Teacher Distribution Based on Educational Attainment

Currently, as can be seen in Figure 2, there are 829,905 (27.52%) of teachers in Indonesia who do not have bachelor (S1) qualifications (BPSDMK-PMP 2015). They are young-aged teachers (36-45 years old) who are mostly non-permanent public school and private school teachers, while the old-aged teachers (>=46 years old) who do not have S1/D-IV qualification are mostly government-employed. There are many teachers who have not fulfilled the minimum academic qualification as stipulated by the national standard of education. Some of the teachers who are appointed after the year of 2005 have not fulfilled such

educational qualification; therefore the government still has a continued task to improve teachers' qualification.

The third proposition of this research, namely teacher management and distribution is strongly affected by the components of teacher availability, qualification, and certification, as well as principal qualification, minimum working hours per week, and the number of teachers after a wave of retirement. On one side, the practice of honorary and non-permanent teacher recruitment in public schools in Indonesia can overcome the issue of teacher shortage; currently, there

are 502,304 honorary and non-permanent teachers in Indonesia. However, this practice is done by ignoring teacher quality. Chudgar, Chandra, and Razzaque (2014) state that the practice of non-permanent teacher recruitment as a local teacher under a contract has created low-quality teacher with low wage and, sometimes, too young in age. These practices are seen to have benefits in terms of access, economy, and local accountability perspective. However, there is a concern that these practices are not sustainable, have negative impacts on the equal distribution of education in terms of teacher distribution, moral, and professionalism.

There are 70.2% of 1,539,991 teachers in 148,361 schools in Indonesia who have fulfilled the minimum qualification of S1/D4 (Strategic Plan of Ministry of Education and Culture, Republic of Indonesia 2015-2019). Teachers' optimism in improving their minimum educational qualification needs to be encouraged through a set of policies on teacher quality, and on teacher distribution at schools, in turn, since the established policies may turn to impair the existing teacher management and distribution. Feng and Sass (2016:1) state that there is a concern incurs among the policy makers on teacher quality in general and effective distribution of teachers at schools. The comprehensive impact of policies regarding with teacher quality depends on the effectiveness of people who take or leave their professions. Also, the effectiveness of policies on teachers can affect or worsen the uneven distribution of teachers, depends on teachers who move to another school or leave their jobs and their substitutes.

Teacher certification in Indonesia is initiated in 2016 through teacher competency test. Teacher competency test is in the form of a portfolio. The portfolio test is a process and form of recognition on various professional experiences of teachers during their career as teachers. Teachers' professional experience can be seen from the track records of teachers' works and activities presented in the portfolio. Start from 2016, teacher certification is replaced by Teacher Professional Education, in the form of a pre-teacher education module performed by the Institute of Teacher Education (LPTK). This pattern replaced the previously used pattern, i.e. Teacher Education and Training which in 2015, which was started in 2008. This certification program is not lack of problems. Wiyono (2008) and Priyatini (2009) show that the average value of elementary school teachers' participation in professional development program was unsatisfying. Such research also summarizes the existence of a structural relationship between the perception of the certification program, attitude towards the certification program, and participation in teacher development and professionalism activities. Shuls and Trivitt (2015) point out that a certified teacher does not guarantee that his/her students will get good scores, but the high quality teacher does.

The qualification of school principals is closely related to leadership and managerial aspects of planning, implementing, monitoring, evaluating, and reporting school program or event implementation with

the appropriate procedure, as well as planning the follow-up actions. Such school programs or events are performed under the supervision of the principal, who acts as the highest level of school management. The highest level of management requires the ability to see things comprehensively and to subsequently summarize them, such as in taking a decision, making policy, etc (Rosmiati and Kurniady, 2008). In connection with it, it should be noted that a good leader (since the highest management is the leader) is not a leader who performs operational actions autonomously. A good leader should be able to formulate more concepts (managerial skill). There are a number of researches about school principals, whether it focused on the supervision, leadership, service, and other aspects related to school principals. The results of principal supervision competency mapping in two provinces with the most number of regencies and cities in 2012 show that there is more than 90% of the principals who have not given supervision once every six months (Siswandari, 2014). A research on leadership was conducted by Lipham (2003) which states that effective or successful schools are almost always determined by the leadership of the principals/ a research performed by Blumberg and Greenfield (1986) states that a principal's task is not limited to providing service, but also to ensure the smoothness and harmony of the school activities. A principal has to give his/her time and energy intellectually and emotionally for the betterment of the school.

In relation to teacher management, distribution, and leadership at the school level in United States of America, as shown by the results of a research performed by Engel and Cannata (2015), it is stated that the market of teachers is geographically small and, therefore, has a local nature and most teachers perform the decisions made by the principals of local schools. Jointly, this evidence has a significant implication on both the nature of teacher labor market and the potential of this localism to strengthen or to worsen unfairness in schools and regencies/cities. In Indonesia, the presence of school principals is regulated in a Government Regulation Number 13 Year 2007 on Standards of Principal, subsequently added by a Regulation of Minister of National Education No 28 Year 2010 on additional task as a principal for a teacher. There are various responses given by the regencies/cities on such ministerial regulation. Some regencies/cities do not give any significant reactions. However, there are some regencies/cities which have an objection to such regulation. They consider such regulation as a limitation of their authorities. Moreover, the political issue of the position of school principals is not only groundless. Currently, the prospective principals have become the instruments of the regent/major's authority, political interest, and a strong political issue. The establishment of the regulation seems to depoliticize the regent/major's authority.

Teacher management and distribution need to be oriented on the benefits obtained by the relevant teacher. Liao and Yuan (2017) insist that the policy of teacher equal distribution is more likely to be

successful with the orientation on the teachers' benefits, with a binding obligation of teachers to work in schools which highly need teachers and to provide the necessary administrative management to ensure that the teachers teach their students well. Chu et al. (2015) emphasize that hiring a teacher with the highest rank (a mandate based on an annual assessment performed by the local administrator) gives a positive impact on students' achievement rather than hiring a teacher who has not obtained the highest rank. Teacher ability has a heterogeneous effect. There are more benefits for students who come from poor families than for students who do not come from poor families. However, the factor of teacher education or qualification does not give any information on the teacher quality (in improving students' achievement).

## V. CONCLUSION AND IMPLICATIONS

The following matters are necessary to be considered in order to perform the teacher management and equal distribution based on the emerging strategic issues. Teacher management and distribution are highly related to education awareness and policies, especially in elementary schools located in the regencies/cities in Indonesia, with a big area and uneven population which need special attention from the government. Besides the competence which is needed to be possessed by teachers, teacher administration and empowerment strategies are also absolutely necessary for a good teacher management and equal distribution. It is also necessary to formulate a school implementation strategy which should be initiated by the formulation of school vision, mission, goals, and target. The policy of teacher equal distribution is more likely to be successful if it is oriented on the benefits the relevant teachers can obtain, which can bind the teachers' obligation to work at schools with high needs, and which provide the necessary administrative management which is necessary to ensure that the teachers perform their job in a good manner.

The implications of the research show a strategic issue on elementary school teacher management and distribution in Indonesia, i.e. there is a divide on the fulfillment of point 5 of the Minimum Standard of Service which requires the availability of 1 teacher for every 32 students, or 6 teachers per school. There are still unfulfilled indicators on point 7 until 1 of the minimum standard of service which requires the presence of at least 2 teachers who have S1/D-IV qualification in a school. In connection with point 7 until 2 of the Minimum Standard of Service which requires the availability of at least 2 certified teachers in one school, there are still elementary school teachers who have not obtained certification or S1/DIV or above qualification and some of them already have more than 20-year working period. Related to point 10 of the Minimum Standard of Service, there are still some elementary school principals with S1/DIV qualification who are still uncertified. There are also strategic issues on the standard of national education which stipulate 24 working hour per week for subject teachers and on the projection of teacher shortage after

the wave of retirement in the current year, in the following 5 years, and in the following 10 years.

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