

A Study Related to “Government Employees with Agreement” Policy in Order to Overcome Problems Faced by the Contract Teachers

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Abstract—This study examined how the conditions faced by contract teachers in Indonesia, stemming from various research results that have been studied by the writer, it can be seen that there are still many shortcomings related to educational problem in Indonesia, especially when it comes to contract teachers’ problems based on the topic of this research discussion. In this study the writer extended how the policy about “Government Employees with Agreement” that has been enacted can have a good impact for the future sustainability of the contract teachers. It starts with the recruitment system, required competencies, the equal distribution of manpower, clear payment, and the increasing of manpower’s competencies. This is a qualitative research with a literature study used to analyze the problems related to the topic. The results of the topic discussed showed that in order to overcome problems faced by the contract teachers, it highly recommended to strictly implement the Indonesian Government Regulation No. 5 of 2014 which discusses about the contract teachers’ salary, the recruitment policy and the contract teachers’ competencies improvement.

Keywords—contract teachers; Government Employees with Agreement policy; contract teachers

I. INTRODUCTION

Being a teacher or an educator is absolutely a noble profession. A teacher carries out the important task of educating the nation’s children. The existence of the teacher determines the Indonesian generations in the next few decades. Teachers create leaders for nation in various levels. Teachers do a very big service, philosophically teachers are those who humanize humans.

Teachers and students are like the electricity with the lights. When there is no electricity, the light goes out. When the electricity is weak, the light dims, and when the electricity gets some problems, the lights will also experience the same thing. If the teachers are competent, the student who are taught by them will get a positive impact as well, on the other side, if the teachers are doing their job as an obligation only and they do not have a competency, the students’ improvement will also be affected. This condition results to less-qualified graduates. In order to get good quality graduates, the teachers are expected to improve themselves first and then their quality will follow.

In Indonesia, teacher level is divided into two, they are with government employee status as well as with contract status. For contract level, the lack of both competence and welfare gives some bad impacts on their performance.

The very serious problems of contract teachers in Indonesia, first, is related to the teacher’s status, the explicitness of their status is connected to the amount of salary they receive. This salary problem is often regarded as the later problem, because in the early days of work the teachers who are not considered as government employee do not get the exact amount of salary they will receive. The second problem is about the fact that shows the low-level of professionalism of those non-government employee teachers. This problem is supposed to be the responsibility of both educational institutions and teacher training associations, because these two institutions are where the teachers can be trained and protected. This position certainly makes contract teachers be in the weakest position, they may be treated in a discriminatory manner, there is no clear appreciation, they do not get service training services as an effort to improve quality, and the worst one is they do not get a clear standard of salary.

A. The General Description of Contract Teachers

There are at least two of teacher classifications in Indonesia, which are government employee teachers and contract teachers. The existence of these two categories is a form of government policy to provide adequate educational human resources, so the institution or the education unit independently appoints additional teachers, whom then are referred to as contract teachers.

Since 2005, at least there has been three policies applied, both in the Indonesian Government Regulation and in the legalized Act. Among them is the Government Regulation No. 48 of 2005 concerning the Appointment of Contract Staff to be a candidate of the Government Employees [1]. Two years later it was renewed by the Government Regulation No. 43 of 2007 which stipulates that the appointment of contract staff to be a government employee candidate carried out in some steps starting in 2005 and no later than 2009 with the priority of contract workers whose income was financed by the State Budget and Regional Budget [2]. Of the Government Regulation about contract teachers, it is categorized into two,

first is contract teachers in category II and the second is contract teachers in category II.

Category I is contract staff whose financing is paid directly by the Regional Budget or by the State Budget. As an information, contract workers who are included in category I based on Government Regulation No. 5 of 2010, are contract workers who work continuously in government agencies from the date of January 1, 2005 [3]. Those who are in category I have the opportunity to be immediately appointed as a government employee.

The category II includes the contract workers who were appointed as per January 1, 2005 and are not paid by the Regional Budget not the State Budget. For category II, if they want to be appointed as a candidate of government employee, it is mandatory to take a selection test first. However, in the category II for government employee candidate applicants, there are some obstacles found, such as the age limit. It is limited to a maximum age of 35 years, of course this becomes a dilemma for those who have served long but unable to register for the selection of government employees. Then the government released the new policy to answer the issue by issuing the legalized Act No. 5 of 2014 concerning the Government Employees.

The policy which concerns about the recruitment of Government Employees and (Government Employees with Agreement). The Government Employee with Agreement is a solution offered to overcome contract teachers' problem who are unable to apply for government employee candidate due to the age limitation and also as a form of reducing contract teachers in public schools. And it is expected that in the next 4 to 5 years the contract teacher problems will be resolved.

B. The Regulation of Contract Teachers Recruitment

The policy of appointing new teachers, either teachers of government employee formation or contract teachers, should be according to the analysis of teacher needed. Sunandar [4] explains the parameters for determining teacher needed as stated by Cooper and Alvarado based on three main components [5]: pupil enrolment, pupil-teacher ratios, and turnover. The first component, which is prospective students can be explained as prospective student registrars in an educational institution, the more registrants indicate that prospective students who are interested in the school are quite high. The second is the comparison between teachers and students, the amount of teachers and how many students that have to be served are the main considerations to determine the number of teacher needed. The ideal ratio between teachers and students generally uses a composition of a teacher serving 30 students. The third component is the number of students who do not continue or get turnover, it is the number of students who do not continue in the next education level. The cause of turnover varies, it can cause by failing to move to higher grade or dropping out of school.

The analysis of teacher needs is the main parameter in determining the number of teacher required, the analysis process cannot be carried out based on the intuitive or approximately consideration but it must be calculated clearly by following the real data. After conducting the process of need

analysis, then a mapping analysis comes after it which is conducted in the field. In one sub-district or district there must be schools that are overloaded with teachers as well schools that are lack of teachers. This stage is very important regarding the effort to equalize the distribution of teachers. The high competition among educational institutions has also led to the high demand for teacher performance. The main component of determining the analysis of teacher needs has developed throughout the three components described previously.

Bracey and Molnar provide additional components that can be used to determine teacher needs, it is the reduction in class sizes, a federal requirement for "highly qualified" teachers, the trend toward reduced teacher autonomy, and the pressures associated with high-stakes testing [6]. These four additional components are an encouragement to result teachers who have the best quality performance. The increasing of the free-for-all competition as well as the demand for quality graduates of educational institutions requires teachers to compete in order to improve their quality. Following the discussion about the presence of contract teachers, is the appointment process going according to the process of the needs analysis? The process of analyzing needs cannot be considered trivial, because the accumulation of negligence can cause a very big problem.

C. The Improvement of the Quality of the Contract Teachers

Teachers play an important role which means to develop national education, teachers are needed in sufficient numbers along with the quality standards of competence and guaranteed professionalism. To fulfill the formation of professional teachers, it needs support from various elements.

The Indonesian government has developed Ten Teachers' Competencies in 1980, which are: having the ability to master materials, the ability to manage teaching and learning programs, the ability to manage classes, the ability to use media or resources, the ability to master the educational foundations, the ability to manage teaching-learning interactions, the ability to evaluate students' achievements for the benefit of teaching, the ability to recognize functions and guidance and counseling programs, the ability to recognize and organize school administration, and the ability to understand principles and interpret the results of educational research for teaching necessity [7].

Furthermore, based on the Indonesian legalized Act No. 14 of 2005 concerning Teachers and Lecturers, it is said that a teacher must have an academic qualification, competencies, teacher certificates, physically and mentally healthy, and have the ability to actualize national education goals [8]. In this case, the competencies referred to include pedagogical competence, personality competence, social competence and professional competence. These four competencies must be possessed by a teacher according to or exceeding the new national standard, then the teacher can be regarded as a professional teacher.

To achieve the quality standard and professionalism of the teacher as expected, some efforts in guiding teachers must be carried out continuously. In its implementation, there are several parties involved and have duties in fostering and enhancing the professionalism of teachers in Indonesia. After the educational decentralization, the management of teachers

has also become the authority of the regional government, so the regional government is the party who is responsible for the development of teacher professionalism.

The Central Government through the Central Agency for the Development and Empowerment of Teachers and Education Personnel and the Provincial Government through the Institutions of Educational Quality Assurance also plays a role in fostering and increasing the professionalism of teachers.

II. METHOD

The method used in this writing is a literature review method to analyze some aspects related to this study. The data collection technique used by the writer is reviewing and understanding the related literature, and exploring and comparing.

III. RESULTS AND DISCUSSION

Based on the results of the literature review and documentation studies conducted by the writer, some points related to the problems as described previously were found, the solutions offered to overcome the problems linked to contract workers in Indonesia are as follows:

In implementing the policy in Government Regulation No.5 of 2014 there is Article 93 concerning the Management of Government Employee with Agreement which says that the payment is on the State Budget and the Regional Budget responsibility as stated in Article 101.

- The government is obliged to pay fair and decent salaries to the Government Employees with Agreement.
- Salaries as referred to in paragraph (1) are given based on workload, job responsibilities, and work risks.
- The salary as referred to in paragraph (1) shall be on the State Budget for Government Employees with Agreement in the Central Agency and on the Regional Budget for Government Employees with Agreement in Regional Agencies.
- In addition to the salary as referred to in paragraph (1), Government Employees with Agreement can receive benefits following the provisions of the legislation.

Thus, the contract teachers of Category II who cannot take the Candidate of Government Employee test can still take a part in the Candidate of Government Employees with Agreement instead. So that those of Category II contract teachers still have the opportunity to get appropriate benefits as an appreciation for their service.

In term of contract teacher recruitment which is often done only by taking the agreement of the principal, it is resulting in an increasing number of contract teachers, the government in their way to cope with the contract holding a large-scale appointments of contract teachers. Not only by appointing contract teachers to become the government employee, the government also prohibits schools from recruiting contract teachers for the future. After implementing Government Regulation No.5 of 2014 described in Article 97, the hiring of

the Candidate of Government Employees with Agreement is handled by the government agencies through objective assessment based on competence, qualifications, government agency needs, and other requirements needed in the particular position.

With those policies, the government hopes to resolve the issue of Category II contract teacher status which is one of the government's priorities. At present the government offers two mechanisms for teacher recruitment which are expected to gradually resolve Category II contract teacher problems. In addition to the selection of the Candidates of Government Employees, the government also opens some opportunities for Category II contract teachers to participate in the selection of the Candidates of Government Employees with Agreement. Starting in 2018 the government has recruited around 90,000 contract teachers, in order to reduce contract teachers who are in public schools. What is expected is, in 4 to 5 years (the problem of contract teachers in public schools) will be finished.

In terms of increasing the contract teachers' competencies who were appointed as Government Employees with Agreement, referring to the legalized Act No. 5 of 2014 Article 97 which states "the recruitment of the Candidate of Government Employees with Agreement is carried out by government agencies through the objective assessment based on competencies, qualifications of government agency requirements, and other requirements needed in the position".

In Article 102 it is stated that Government Employee with Agreement is given the opportunity to develop their competencies. The opportunity to develop the competency as intended is planned every year by the agency. Thus the Government Employees with Agreement get the opportunity for self-development and to extend contract with government agencies, so that there is a greater chance of becoming a Candidate of Government Employees. In my opinion this Government Employees with Agreement policy is almost the same as contract teachers in each division of tasks and functions. However, the clarity on how to recruit through a clear selection stage, payment, sustainability and competency development is more noticeable if they have been appointed as a government employee with an agreement.

IV. CONCLUSION

In the study conducted by the writer, it was found that the problems in the education sector involving contract teachers are from the beginning of the recruitment of contract teachers which is unclear, and many of them are carried out only by the agreement of the principal without prior confirmation to the Head of the Education Office. This condition results in uncontrolled contract teacher population. Considering such recruitment, it is feared that teacher competence is inadequate compared to what is expected. Then the government resolve this problem by applying a policy in the form of legalized Act No.5 of 2014 concerning Government Employees. It is hoped that this policy can finish the problem regarding the status of those contract teachers.

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