

# Primary School Teacher Distribution Management Strategy in an Effort to Improve Education Quality Equity

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## ABSTRACT

The distribution of teachers is one of the major problems in primary schools that has not been completely resolved. There are many inequalities in the distribution of teachers, so that many schools in various regions in Indonesia experience teacher shortages, which results in less than optimal education quality. To overcome these problems, several strategies are needed that can improve and equitable distribution of teachers. The method used in this study is the meta-analysis method, analysis of a number of studies that discuss similar problems that aim to obtain a general conclusion. Researchers review relevant articles or previous research. The results of this study are 1) There are several factors that influence the implementation of teacher distribution; 2) The negative impact of teacher distribution inequality is identified; and 3) Primary school teacher distribution management strategies in an effort to improve equity in education quality.

**Keywords:** Teachers, Teacher Distribution Management, Teacher Distribution Strategies, Education Quality Equity

## 1. INTRODUCTION

Equitable distribution of education quality is a very important issue that has not been fully resolved. Various tests have been carried out, but the results are not optimal. Many remote areas still lag behind in terms of educational opportunities. Many schools still lack learning support facilities and infrastructure, educators or teachers and other supporting services. The lack of teaching staff is one of the things that need attention. Because if the school lacks teachers, learning cannot go smoothly. This can happen because all student learning depends on the teacher, so that classroom learning is not optimal and the learning objectives set are not achieved. Teachers are a very important element in the teaching and learning process in schools. The availability of adequate teachers for the needs of study groups greatly supports the teaching and learning process in a better and optimal direction. The effectiveness of learning is greatly influenced by the availability of sufficient teachers. Therefore, if the school has enough professional, qualified and qualified teachers, the teacher will focus on the subject and create material that is in accordance with the lesson assignments. This is inversely proportional: if the school does not have enough teachers or there is a shortage, the teacher will not concentrate on the lesson because there is too much work for the teacher to do.

Teachers play an important role in efforts to improve children's education. According to UNESCO data, the distribution of teachers in Indonesia is still uneven, with 21% of urban schools, 37% of rural schools and 66% of schools in remote areas still lacking teachers. Based on information on the ASN management roadmap and training plan in 2014, it is clear that the distribution of teachers is uneven throughout Indonesia [1]. Uneven distribution of teachers will have an impact on reducing the quality of education. Based on the problems described above, a strategy is needed from teacher distribution management to overcome the problem of teacher shortage which is implemented as a support for efforts to equalize the quality of education.

## 2. METHOD

This article was compiled using the meta-analysis method. The meta-analysis method is a research activity carried out by analyzing a number of studies that discuss similar problems [2]. Researchers review relevant articles or previous research. Research using meta-analysis has several objectives, including: 1) To obtain an estimate of effect size, namely the strength of the relationship or the magnitude of differences between variables; 2) Perform inference from the data in the sample to the population; 3) Control potential variables as confounding variables so as not to interfere with the statistical meaning of relationships or differences.

Meta-analysis research has several advantages including: 1) Meta-analysis encourages systematic thinking about methods, categorization, population, interventions, outcomes, and ways to combine multiple evidences; 2) Combining data from various studies can improve generalization ability and statistical power, so that the impact of a procedure can be assessed more fully; 3) The increasing number of individuals in the meta-analysis provides an opportunity for interpretation of data on safety or hazards with a greater degree of confidence; 4) The large number of subjects also allows for analysis of sub-groups that could not be done in the original study; 5) The results of the meta-analysis may provide further research clues, including the number of samples required [3]. Article creation is based on the presence of relevant data needed in accordance with research variables. The collection of research data is carried out by searching for articles contained in online journals, dissertations in the repository using Google Cendekia. The keywords used are "Teacher Distribution, "Education Quality Equity", "Teacher Equity", "Teacher Distribution Management".

## 3. RESULT AND DISCUSSION

The current management of teacher distribution in Indonesia is still inconsistent. The management of teacher distribution consists of the planning stage, the organizing stage, the implementation stage and the monitoring stage. The planning stage is the initial stage, that is. preparation of ideas or strategies for later use. This plan is made so that the program implemented arrives at the right place, and the plan can also serve as a guideline for the initial value of a planned thing. The organizational phase is the phase in which tasks are assigned to the person responsible for the planned program. Then comes the implementation stage. In this phase, teacher allocation strategies can be implemented. Next is the post-processing phase. Inspections may be provided by a supervisor appointed by the school administration. Examples of preventive factors in dealing with the distribution of teachers in elementary schools are 1) lack of socialization of teacher structure and rank regulations, 2) few teachers accept and implement mutation policies, 3) lack of teacher understanding. The importance of implementing transfer policies, 4) the absence of local regulations on teacher organization and distribution, 5) the implementation of measures that increase the proportion of teachers who are less effective and ensure equitable distribution of teachers.

The teacher distribution strategy implemented at the implementation stage must be in accordance with the plan made at the planning stage so that the program can run well. The distribution of teachers plays an important role in the implementation of education and equitable distribution of education quality. All education units must have good and adequate teaching staff to carry out good and optimal learning activities. The goal has always been to increase equity, as one of the guidelines of the Minister of Education and Culture Nadiem Makarim is the zoning policy, where this policy also requires equal distribution of professional teachers. However, there are still several obstacles in its implementation, such as B. Lack of facilities and infrastructure, corruption, collusion and nepotism, confusing information and the number of schools that are not proportional to the population of the region. The uneven distribution of teachers is a problem that is not easy to solve. The implementation of teacher distribution is influenced by several factors. First, there has been no regulation of the placement and distribution of teachers in the form of a strong legal umbrella. Another factor is the weak education information system. The third factor is weak supervision and control. The fourth factor is the power of the local political elite.

Another factor, namely the arrangement and distribution for teachers, is related to efforts to make better use of the education budget, especially related to the provision of teachers. Moreover, currently the authority and responsibility of providing and budgeting teachers proportionally in the hands of the central and local governments and the commitment to improve the professional ability and effectiveness of teachers is still unclear [4]. Many obstacles or problems arise in the implementation of teacher distribution activities. These obstacles can take the form of weak cases of supervision of teacher distribution, in a number of regions there is still a lot of collusion such as prospective civil servants asking to be placed in the area as desired, supervision cannot be carried out because there is no accurate data both related to the number of fields of study (qualifications) and competencies. This can result in an excess in the number of teachers in the field of study while in another school there is a shortage of teachers. These problems if not immediately addressed can later have an impact such as 1) ineffective learning, 2) insufficient or inefficient use of resources, 3) difficulties in teacher improvement opportunities, 4) gaps in the quality of education services, 5) lack of finding compulsory education

hours at least teachers per week. Based on this, strategies are needed that can increase or accelerate the distribution of teachers that can support efforts to equalize the quality of education. These strategies are the Teacher Strengthening Index (TSI), increasing teachers' academic qualifications, mutation or transfer of teacher assignments, adding teachers through regional contracts, cooperation.

The first strategy that can be done to improve and accelerate teacher distribution is the Teacher Equity Index (IPG). The Teacher Equity Index (TEI) is a measuring tool that serves to determine the degree of inequality or inequality of teachers in aggregate in a province, district, city, and national [5]. Inequality of teacher equity is measured by comparing education levels, types and subjects, and regions. Equalization policy can be carried out in three ways, namely through optimization, delegation of tasks and delegation of functions. The first strategy is optimization. This practice can be optimized in two ways. The first is to provide additional tasks in teacher teaching activities, which can be converted direct learning. Another option is to add the course to another school in the same zone.

The second equalization policy is the transfer of duties, namely the transfer of teachers from a stau education unit to another education unit. The third equalization policy is the transfer of functions, namely the transfer of teacher functions from certain types to other types of teachers. An example is the conversion of the function of an olaharga teacher into an Indonesian language teacher. After the teacher is transferred, the teacher must follow the requirements, namely: 1) certification in accordance with his function / new subject, 2) competency improvement training for his new function / subject, 3) academic qualifications in accordance with his new subject in ampu. With the Teacher Equity Index (TEI), it will be easy to monitor the distribution of teachers that have been implemented. The way TEI works is that if a region's TEI score is getting lower, it means that the district has carried out a good teacher equity policy. Meanwhile, if the TEI value of a region still does not increase or decrease, it means that the implementation of teacher equity policy has not been implemented optimally. According to the Director General of GTK of the Ministry of Education and Culture, the Teacher Equity Index policy will be implemented at the district, provincial, and national levels.

Another strategy that can be done to improve and accelerate the distribution of teachers is to improve the academic qualifications of teachers. Improvement of teacher qualifications or academic standards is essential. Currently, there are still many teachers in schools who are not qualified or whose academic qualifications are still below the minimum level of education. This is not in line with article 9 of Law No. 14 of 2005 which states that every teacher must have a minimum academic qualification of S1 / D4 (Bachelor Degree). This problem still exists in various regions in Indonesia, such as Biak Numfor Regency. From the table obtained from the Education and Culture Office of Biak Numfor Regency, it can be seen that among elementary school teachers, only some meet the qualifications according to the standards set. [6]. The improvement of teachers' academic qualifications can also be supported by collaborating with universities. Cooperation can take the form of teachers who have not received qualifications can take part in the accelerated program of bachelor of special education for civil servant teachers at the basic education level. The factors that become weaknesses in equitable distribution are 1) minimum teaching hours have been met, 2) lack of coordination from related agencies [7].

The third strategy that can be implemented is the internship mutation/transfer. Mutation or mutation of teaching positions is a teacher mutation that can be carried out between education units, between types of education, between levels of education, between districts / cities or between provinces. Examples of teacher mutations between educational units of one type and level are mutations from high school to high school, from high school to high school. An example of the transition between types of education is the transition of teachers from vocational to high school and vice versa. This transfer is certainly carried out considering the adequacy of the need to fill the teaching staff of the district/city/district school committee. In making changes / moving internship positions, the following must be considered: 1) suitability of the subjects taught with educational background and / or trainer certificates, 2) fulfillment of the minimum burden of participation, 3) equitable distribution of education quality, 4) accessibility (transportation, arrival, travel time, costs), 5) favorable social conditions, 6) other matters tailored to regional needs.

The fourth strategy that can be done to increase and accelerate the distribution of teachers is to increase the number of teachers through district agreements. This strategy is carried out to support teacher equity by making policies that contain rules for verifying the qualifications of non-civil servant teachers or those appointed in the regional honorary teacher program. In general, this program serves to cover the shortage of teachers in this area. Teachers participating in the selection of the regional contract teacher program must have good qualifications in accordance with the established rules. The purpose of the system is to limit the presence of voluntary teachers in schools and replace them with teachers who meet quality standards according to established rules. Because until now there are still many honorary teachers in schools who do not teach according to their undergraduate background or the definition of the field of study mastered by honorary teachers. If this is ignored, the teaching and learning process in schools will not be optimal and will affect school academic performance. The fourth strategy that can be done to increase and accelerate the distribution of teachers

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The fifth strategy to improve and accelerate teacher distribution is collaboration. Cooperation with universities and local education and culture offices can be done to ensure equal distribution of teachers in each school, so that schools have enough competent teachers and do not only depend on volunteer teachers. [8]. Equitable distribution and equitable distribution of teachers is the responsibility of many parties, ranging from district / city governments to district governments and their agencies. Therefore, in accordance with article 58 of Government Regulation Number 74 of 2008 concerning about Teachers, the government is obliged to meet the needs of teachers, which states that the distribution of teachers between education units in districts / cities must be considered. Accountable accounts in appointing and placing teachers. , between districts or between cities within one province. Including the needs of teachers according to their mandate for internships and mutations [9].

Based on the presentation of the strategies above, it is not impossible to develop teacher distribution to be better and wider if implemented properly and provide satisfactory results. Developing enhanced distribution is especially useful for schools that lack teachers. Therefore, when teacher needs are met properly, teaching and learning activities in schools become optimal. This can support efforts to equalize the quality of education in Indonesia.

#### 4. CONCLUSION

The inequality of teacher distribution must be addressed immediately because it can affect the quality and quantity of education. Many obstacles and factors hinder the implementation of teacher distribution and lead to suboptimal results. Solving this problem requires strategies to improve and accelerate teacher distribution. The strategy includes 1) implementing the Index Index policy, a measure of the level of inequality or disparity among teachers as a whole at the provincial, district, city, and national levels; 2) improve the academic quality qualifications of teachers. Teachers, because there are still many teachers who do not meet academic standards or qualifications that are still below the minimum standard of education, 3) teacher mutation / assignment, namely teachers who can be between education units, between types of education, between levels of education, between districts / cities or between provinces, 4) the addition of teachers through regional contracts, namely H. making guidelines containing rules for verification of unofficial teacher diplomas or their appointment to the regional contract teacher program, 5) Cooperation, cooperation programs can be implemented with universities and local education and culture offices for teacher equity. To each school, so that a school has enough qualified teachers and does not only depend on volunteer teachers. If implemented properly, this strategy will provide maximum results and can support efforts to equalize the quality of education in Indonesia.

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