



Research Article

Evaluating Equitable Distribution of Teacher In Southwest Maluku Regency, Indonesia

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Abstract

If the distribution of teachers is only carried out following the political interests and desires of the authorities, it will have an impact on the accumulation of teachers' schools in the city, while there are lack of teachers in remote areas schools. This study aims to evaluate the policy of the Regional Government of Southwest Maluku Regency in the distribution of High School/Vocational High School teachers. The approach used in this study is an evaluative approach using data collection techniques in the form of interview methods and documentation. Data analysis uses a triangulation approach from the point of view of the resource person. The results of this study indicate there are already local government policies related to equitable distribution of teacher in Southwest Maluku Regency; Negative Impacts are Excess number of subject teachers and unfulfilled compulsory teaching hours of teachers. The results of this study are expected to be an input for the local government in implementing policies of equitable distribution of teacher. Department of Education and Culture of Maluku Province is expected to provide input to local governments and related institutions so that the policy of equitable distribution of teacher runs according to the aspirations of teachers and schools

Keywords:

evaluation, policy, teacher

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Introduction

Education is a human need for life (Lee, 2013). It is the future provision for children in every nation. Children are the main agents of national change, so that education is an important pillar to shape good character and personality in facing an increasingly competitive global competition (Sukardi, 2016). To be able to achieve the golden goal of education, it is necessary to formulate a strategy to overcome educational problems. One of the problems of education that has not been resolved until today is related to the equitable distribution of teachers in an area (Cornu, 2015).

Serious problems in the equitable distribution of teacher system must be responded and addressed immediately. Complaints about lack of teacher arise not because of lack of numbers but indeed because of poor distribution. Education in Indonesia is still experiencing problematic conditions. The distribution of teachers is still not equally distributed, in addition to the low quality. It is found that 21% of schools in urban areas, 37% of rural schools, and 66% of schools in remote areas are still lack of teachers, while there are large number of teachers available in Indonesia (Baswedan, 2012).

As a respond of the problem of teacher distribution that is still not equally distributed, a Joint Regulation of the Minister of National Education, the State Minister for Administrative Reform and Bureaucratic Reform, the Minister of Home Affairs, the Minister of Finance, and the Minister of Religion concerning the Arrangement and equitable distribution of Civil Servant Teachers was released. The Joint Regulation concerning the Arrangement and Equity of Civil Servant Teachers was arranged in order to follow up on the action plan (N2P9A4) of Presidential Instruction No. XIV of 2011 concerning regulation of equitable distribution of teachers.

Through this Five Minister Regulation, it is expected that the Ministries, Provincial and Regency / City Governments and education units should immediately conduct analysis and mapping of teachers within the scope of their respective policies. In this case, the Provincial and Regency / City Education Departments make an analysis of teacher needs according to regional needs. What is meant by teachers according to Minister of National Education Regulation number 36 of 2007 are civil servant teachers and non-civil servant teachers who are appointed by the government, regional government or education providers / community, both those who teach in public schools and private schools.

In 1998, the Indonesian people entered the reform era, with the existence of democratic rights returned to the people. This resulted in a change of the centralized government system to decentralized. This change is also felt in the field of education. Decentralization involves the process of reducing the role of the central government in the planning and implementation of education.

Decentralization of education means a shift in the distribution of authority from the center as the highest leader in a country to the institutions below it according to the hierarchy of authority (Bolden, 2011).

Education decentralization policy provides space for local governments, communities and educational institutions to determine the right steps with the aim of improving the quality of education according to the capabilities and potential of the region. The quality of education is influenced by many factors, among others, facilities and infrastructure, availability and readiness of students, community participation, quality of the learning process, learning environment, Principal leadership, teacher quality, school management, and education policy (Sharma, 2008). However, after being studied more deeply, it seems that many education policies have not been right on target or too forced to be for certain political interests based on the analysis so that what must actually be carried out in accordance with the rules is ignored (Masino & Zarazua, 2016; Akareem & Hossain, 2016).

The local government of Southwest Maluku has placed education as a development priority until today. Southwest Maluku is one of the regencies that are directly adjacent to neighboring Timor Leste, which also experience educational problems (Burns, 2017). Therefore, the Southwest Maluku government has evenly distributed and expanded access, improved quality, relevance and competitiveness and strengthened governance, accountability and public image (Strategic Plan of the Education Department 2012-2016).

Equitable distribution of teacher is one of the many problems faced by the Southwest Maluku Government. In the process of recruiting Civil Servant Candidate of teacher, quota allocation for certain subjects such as National Examination subjects for high school and vocational high school level, Entrepreneurship, Computer Skills and Information Management and Productive for Vocational High Schools is still very lacking so that to meet the needs of teachers in schools is still far from expectations.

Remote areas or suburban areas often lack of teachers (Jenkins et al., 2011) while urban areas or areas close to the city area are overstaffed by teachers. This is one of the real conditions faced in Southwest Maluku Regency. Some schools have a number of teachers that exceed the needs of schools; while other schools have a number of teachers who do not meet the school's needs. One of the causes of this condition occurs due to the teacher's objection if placed in an area that he thinks is remote. In this era of educational decentralization, the quality of human resources has been damaged and not managed professionally due to political interests (Rahabav, 2016).

As time goes by, the teacher who is transferred builds relationships with various parties, or there is a relationship between friends and family, so in a short

time the teacher can be transferred to the school environment in the city even though he only carries letters of duty or official notes from certain officials. Instead the teacher who initially served in the city, but for certain reasons, was moved to a remote area without conducting a review of job analysis in accordance with needs. In addition to the existing reasons, teacher distribution that is not equally distributed in Southwest Maluku Regency is also seen from the presence of teachers who teach subjects that are not in accordance with their educational background so that this will affect the improvement of the quality of education.

It should be noted that teachers are an important aspect in ensuring quality learning (Delvin & Samarawickrema, 2010). Many schools, especially in remote areas in Southwest Regency, often find it difficult to get qualified teachers, namely teachers who have the ability and skills to provide the best and fun for students in learning. This is caused teachers who do not have the competence in accordance with the fields of science taught but the availability of subject teachers is minimal so they must perform a dual function to teach other subjects outside of their scientific fields. Thus, the purpose of this study is to evaluate equitable distribution of teacher in Southwest Maluku Regency.

Method

Research Design

This type of research is evaluative research, referring to educational research methods. Evaluative research can be used to increase knowledge about activities and can encourage further research and development. Evaluative research is generally done to find out the results of a policy program. This is to know the outcome of the policy, in order to determine recommendations on past policies, which is to determine the next policy in the end. This study uses a mixed qualitative and quantitative research design.

In this study used sequential mixed methods. It has some stages, among others, sequential explanatory strategies. In this strategy, collecting and analyzing quantitative data is then followed by the collection and analysis of qualitative data built on quantitative initial results. Quantitative data is obtained through document data while this qualitative data is obtained through documents and interviews with informants in depth related to the Policy Evaluation of Equitable Distribution of the High School / Vocational High School Teacher at the Education Department in Southwest Maluku Regency.

Population and Research Sample

The study population was conducted in Southwest Maluku Regency. The research sample is as key informants are the Head of the Education Department of Southwest Maluku Regency, Head of Regional Civil Service Agency of Southwest Maluku Regency, Principal of High School / Vocational High School, Board

Member (Commission Chairperson B of Regional House of Representatives of the Southwest Maluku Regency). Then, the teacher acts as an informant or participant. Data was taken from 17 sub-districts in Southwest Maluku Regency.

Research Instruments

The research instrument is in the form of unstructured questions to explore deeper into teachers' problems that occur in Southwest Maluku. Interview guidelines are prepared based on indicators that have been set. In addition to the interview sheets, observations were made using questionnaires that had been validated by validators who were experts in their fields.

Data Collection Technique

The success or failure of a research depends on the data collection techniques used. Data collection techniques in this study are in the form of interviews and documentation studies. The interview was done to reveal the data by open and closed combination interview technique, which was carried out by a free interview combined with an interview whose draft question had been prepared. The interviews were conducted in a various and flexible ways related to when and where the interviews will be conducted informally, interviews using general interview instructions and open standard interviews. Interview material refers to the implementation of teacher equity in Southwest Maluku Regency. Determination of interviews with research subjects is carried out on the consideration that the research subject is more understanding and related to the purpose or information to be collected. There were also interviews carried out mainly with the Head of Department, Head of Regional Employment Agency, High School / Vocational School Principals, Board Members (Chairperson of Commission B) and teachers to get information about what was applied. To complete the data, the documentation study was carried out on written documents, for example: teacher needs documents, education profile documents and base setting documents, the Education Department Strategic Plan of 2012-2016 and Regional Medium Term Development Plan of 2016.

Data Analysis Technique

After the data had been collected, a review and analysis of the data was carried out, starting from the results of interviews, official documents and so on. Then, it was continued by reducing the data through abstraction, compiling it in units, categorizing and checking the validity of the data. Data that had been checked for validity was interpreted and presented descriptively.

Analysis of teacher needs using the formulation of the 2011 Technical Guidelines for the Implementation of five Ministerial Joint Regulations as follows:

Formula for Calculating High School Teacher Needs

Formula for calculating the number of teachers per subject:

$$KG = \frac{JTM}{24} = \frac{(MP1 \times \sum K1) + (MP2 \times \sum K2) + (MP3 \times \sum K3)}{24}$$

Note:

KG = teacher's needs

JTM = number of face to face per teacher type per week

MP = allocation of subject hours per week on certain subjects at one level

$\sum K$ = number of Classes at a level that follows a particular lesson

24 = compulsory teaching per week, used number 24

1,2,3 = level 1, 2 and 3

Formula for Calculating Vocational High School Teacher Needs

- 1) The formula for calculating the number of teachers per normative and adaptive group subject matter is as follows:

$$KG_{n/a} = \frac{JTM}{24} = \frac{(MP1 \times \sum K1) + (MP2 \times \sum K2) + (MP3 \times \sum K3)}{24}$$

- 2) The formula for calculating the number of productive teachers:

$$KG_p = \frac{JTM}{24} = \frac{(MP1 \times \sum K1 \times KP1) + (MP2 \times \sum K2 \times KP2) + (MP3 \times \sum K3 \times KP3)}{24}$$

Note:

$KG_{n/a}$ = normative / adaptive subject teacher needs

KG_p = the need for productive subject teachers

JTM = number of face to face per teacher type per week

MP = allocation of subject hours per week on a subject

$\sum K$ = the number of classes / groups at a level that follows productive subjects in certain specialties;

KP = the number of productive learning groups for each group at a level that follows certain productive subjects.

24 = Compulsory teaching per week, used number 24

Data Validity Check

Examination of the data validity was carried out by triangulating the source where the credibility of the data was done by checking the data obtained through several

data sources that had been analyzed by the researcher to produce a conclusion and then asked for an agreement (member check) with appropriate data sources. The author chooses the validity of the data with the source triangulation approach to reveal and analyze the problems used as the object of research.

Thus the data analysis using the triangulation approach is carried out according to, 1) the viewpoint of the Head of the Education Department of Southwest Maluku Regency, as the planner of equitable distribution of teachers. 2) Perspective of the Head of the Regional Civil Service Agency of Southwest Maluku Regency, as the executor of equitable distribution of teachers. 3) Principal and teacher perspectives, as objects of equitable distribution.

Results

This section presents findings about the metaphors developed by gifted and talented students regarding their perceptions about the concepts of Social Studies course, Social Studies teacher, and Science and Arts Center (BILSEM). Table 1 displays distribution of the metaphors according to the concepts.

Table 1.
Distribution of the Metaphors according to the Concepts

Concepts	Number of Metaphors	%
Social Studies Course	49	35.25
Social Studies Teacher	46	33.09
BILSEM	44	31.65
Total	139	100

Teacher distribution in Southwest Maluku Regency is generally not equally distributed. For this reason, a map of Southwest Maluku Regency is shown in Figure 1.

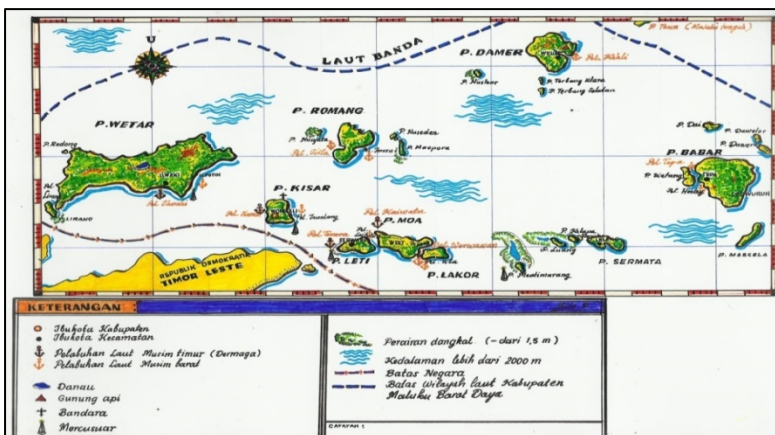


Figure 1.
Map of Southwest Maluku Regency (Source: Education Department of Southwest Maluku Regency)

It can be seen in Figure 1 that the geographical condition of Southwest Maluku Regency is based on the sea, so the distance between a sub-district and the regency center requires transportation in the form of aircraft and ships. In addition, Table 2 shows the number of teachers in Southwest Maluku Regency 2016 as follows.

Table 2.

Data on the Number of High School Teachers in the Southwest Maluku Regency in 2016

Sub-Districts	The number of High school	The number of students	Civil servant teacher	Non-Civil servant teacher	The number of Teacher	Education Staff
The southernmost islands	2	840	50	12	72	9
Leti	1	366	20	4	24	3
Moa	2	352	33	9	42	2
Mdona Hyera	1	68	2	4	6	4
Babar Islands	2	353	19	21	40	8
East Babar	2	255	15	5	20	6
Damer	3	220	15	14	29	8
Wetar	1	75	9	5	14	0
Romang Islands	1	122	13	3	16	3
Wetang Island	1	81	7	3	10	0
East Wetar	1	40	1	1	1	0
North Wetar	1	51	2	5	7	0
Dawelor Dawera	1	42	1	5	6	0
Lakor	1	93	4	2	6	0
Total	20	2958	191	112	293	43

Source: Education Department of Southwest Maluku Regency

Table 1 shows that there are an average of 20-21 teachers in high schools in Southwest Maluku Regency. This number can be said to be sufficient, because the average for high schools with 4-9 study groups requires around 20 teachers. It is seen in the southernmost islands Sub-District, Moa and Leti Sub-district that teachers are adequate and even overloaded by certain subject teachers. In contrast, there are still insufficient teachers and even teacher vacancies of some Certain

subjects in Mdonu Hyera, East Babar, Wetar, Damer, East Wetar, North Wetar, Dawelor Dawera and Lakor Sub-districts. This fact can indicate a teacher distribution that is not equally distributed. It is not only the distribution of teachers at the high school level that is not equally distributed but also at the vocational level. This is shown in table 3 below.

Table 3.

Data on the Number of Vocational High School Teachers in the Southwest Maluku Regency in 2016

Sub-districts	Number of Vocational Schools	The number of students	Civil Servant Teacher	Non-Civil Servant Teacher	Total Teacher	Education staff
The southern most islands	1	262	18	5	23	6
Moa	2	209	24	17	41	0
Mdonu Hyera	1	60	6	2	8	4
Babar Islands	1	50	3	17	20	7
East Babar	2	80	0	14	14	1
North Kisar	1	65	10	5	15	0
West Wetar	1	63	1	2	3	0
Total	7	789	75	62	124	18

Source: Education Department of Southwest Maluku Regency

Table 3 shows that the availability of teachers in Vocational High Schools in Southwest Maluku Regency is relatively limited or still lacking. It takes around 20-22 teachers on average, but there are only 8-10 teachers in each vocational school.

Most of Vocational Schools in Southwest Maluku Regency experienced a lack of teachers and even teacher vacancies, both in the subjects of the normative, adaptive and productive groups. The reality of the distribution of teachers on each school is alarming. It occurs sometimes in schools that are actually lack of teachers, the teachers are transferred to teach to other schools. It is not included the fact that the excess teachers in certain schools due to the placement of teachers instead of placing teachers in schools that really need the teacher instead put the teacher in schools that have been classified as having adequate teachers and even have excess teachers. So far, there is no system truly capable of identifying schools

experiencing oversupply or lack of teachers. In addition, the impact of the regional autonomy government which clearly opens up opportunities for nepotism in the region. In the process of transferring the distribution of teachers in the regions, it is very often influenced by policies in terms of unilateral placement by several authorized officials.

The concerned problem for some teachers in some schools that are overloaded by subject teachers is the lack of hours. According to Government Regulation No. 74 of 2008 concerning Teachers, states that Permanent Teachers holding Certificate of Educators are entitled to professional allowances when teaching at an education unit whose minimum ratio of students to their Teachers is 1: 20. Meanwhile, Regulation of the Minister of Education and Culture Number 22 of 2016 concerning Educational Process Standards Primary and Secondary who regulates the maximum number of students in each study group with the following conditions. For high schools 36 students / class and for maximum vocational school 36 students / class.

Based on the problem, the government through the Ministry of Education and Culture conducted a strategy by publishing an application that regulates the administration of each education unit known as the Basic Education Data Application. It is expected that with this application can help the distribution of teachers that is not equally distributed also helps teachers who have problems in the number of teaching hours.

In relation to the distribution of teachers in each education unit in the region, this application adopts rules regarding the implementation of class ratios, learning group, teachers, students and funding to be given to their respective education units. It is focused on the teacher's nature in each educational unit, whether experiencing lack or excess of teacher.

Fulfilling the obligation to teach for 24 hours face to face per week is a consequence that must be carried out by a teacher to obtain certification or professional allowances as mandated in the Teacher and Lecturer Law No. 20 of 2005. This professional allowance is expected to make teachers more professional in carrying out their principal tasks at school.

Policy Evaluation of the Regional Government of Southwest Maluku Regency in the equitable distribution of High School / Vocational High School teachers.

The problem of teacher distribution has become a national and even international issue. Nationally, the average adequacy of teachers is excessive, but on the other hand, lack of teachers still occur at the school level. This shows that there has been an imbalance in the distribution of subject teachers in education units, between education units, between sub-districts, between regencies / cities and between provinces, will have an impact on Southwest Maluku Regency.

Arrangements to organize teachers have been reported since 2007 through Government Regulation No. 38 of 2007 concerning the division of authority between the Central and Regional. In the Government Regulation, it is stated that Civil servant teachers can be transferred between schools within the Regency, between Regencies and between Provinces. As a follow-up of the Government Regulation, the Minister of National Education released Minister of Education Regulation No. 20 of 2010 concerning SNPC (Standards, Norms, Procedures and Criteria), the Regulation of the Minister of National Education also regulates how to make teacher transfers between schools within the Regency, between Regencies in Provinces and between Provinces.

The equitable distribution of teachers is not just transferring teachers from schools that are excess of teacher to schools that lack teachers, but as entry points in equitable distribution of school overall. In addressing the problem referred to, the researcher conducted a basic data analysis of education as the first step to prepare a teacher distribution map and then prepared policy alternatives based on the results of analysis and strategic issues in the distribution of teachers in Southwest Maluku Regency.

Equitable distribution of teacher is a positive policy, because it can improve the quality of education services equally. However, this policy is sensitive, because it has an impact on social, economic and even political aspects. To reduce resistance from those affected by equitable distribution, a strong legal umbrella is needed, therefore in implementing equitable distribution of teachers policies must be based on various existing regulations.

Based on the results of research conducted by researchers related to the policies made by the Regional Government of Southwest Maluku Regency, the recruitment and arrangement of the distribution of High School / Vocational High School teachers and analysis of teacher needs is stated in the Strategy plan document of the Education Department of Southwest Maluku Regency. The main performance indicators of the secondary education program, namely the percentage of high school with adequate number of teachers according to national standards for 2016 reaching 76.92% and the percentage of vocational schools with adequate number of teachers in accordance with national standards in 2016 reached 85.71%.

Based on the results of document analysis, it was found that the policies that have been made by the Education Department as the Regional Government of Southwest Maluku Regency in the form of Strategic Plan documents have not been socialized and implemented. The Strategic Plan documents indicated are only used as administrative provisions, and not as service operational standards. Even though a Strategic Plan is present through a process that spends time, energy, mind and of course a large cost. The fact found by the researchers in the field is different from the information conveyed by data sources that there is no policy. This is in line

with the results of interviews from several data sources of one of the leaders of the Education Department as follows:

"For policy making by the Southwest Maluku regional government, there is no legal umbrella that is used as a reference in the distribution of teachers or in direct contact with education. Since there is no legal basis, how we socialize and implement it.

From the interview excerpt, it turns out that there is no policy of equitable distribution of teacher in Southwest Maluku Regency in the form of a legal umbrella, which is used as reference material for the Southwest Maluku Education Department as the Regional Government to do equitable distribution of teacher. The results of this interview are contrary to document data. This is in line with the interview excerpt of one of the leaders of the Regional Civil Service Agency as follows:

"The problem is that there is no specific regulation to regulate the system / policy of equitable distribution of teacher for all levels in the Southwest Maluku Regency so that we (the Regional Civil Service Agency) are directly conducting teacher placement in schools."

From the interview excerpt, it was found that there was a significant difference between the information from the interviews and the results of the document study. The policy made by the Education Department as the Regional Government of Southwest Maluku Regency related to the equitable distribution of teacher, which is implicitly in the 2012-2016 Department of Education Strategic Plan document, included the policy of equitable distribution of teacher in Southwest Maluku Regency. Unfortunately, due to lack of socialization and implementation, many education actors who do not know the policy.

To overcome the above problems, the availability of teachers is handled directly by the Regional Civil Service Agency which directly conducts the placement of teachers in schools even though, there is no analysis of teacher needs, so factually in some schools there is accumulation of teachers in certain subjects, as well as its concentration in certain Sub-districts. There should be coordination between the Civil Service Agency and the Education Department so that the distribution of teachers can be carried out properly according to the rules that have been made.

This is one of the weaknesses of the Education Department because every policy stated in the written document has never been socialized and implemented. Therefore, it will lead to differences in information about policy products made by the local government. This condition is further aggravated by information ignorance because there are frequent changes to structural officials in the scope of the education department. The replacement of officials is not followed by policy continuity. Ideally, officials may change, but existing written policies are used as a reference or legal umbrella in the arrangement and distribution of teachers in

Southwest Maluku Regency. However, teachers distribution are not equally distributed in several sub-districts of Southwest Maluku Regency. This is in line with the interview excerpt of one of the leaders of the Education Department as follows:

"Until 2016, more teachers have accumulated in the capital of the Regency, while it is still empty in other sub-districts; we focus on fulfilling teacher in the regency city before fulfilling sub-district"

Based on this interview excerpt, it is illustrated that the Regional Government has not implemented the existing policy, but rather takes its own steps to distribute the teacher in accordance with the desire of the authorities. The focus is only more on the distribution of teachers in the capital of the Regency, namely the City of Tiakur even though some teachers have fulfilled certain subjects. Other sub-districts, which are actually lacking or even none at all, are ignored. To overcome the gap between schools with one another due to uneven teacher distribution, the Regional Government makes a policy by appointing regional contract workers and involving a government program namely SM3T (Bachelor of Educating in Frontier, Outermost, and Disadvantaged Areas), in line with the results of the interview of one of the leaders in the Education Department as follows:

"The policy of the regional government appoints regional contract teachers to cover the lack of teachers, while waiting for the central government's policy to recruit civil servant candidates for the coming year, in collaboration with the ministry to bring in SM3T teachers every year from 2013 to now and Indonesia Mengajar (Indonesia teaching program) from 2014."

Based on interview excerpt, the policy of the Regional Government of Southwest Maluku Regency in overcoming the absence and lack of teachers through the policy of recruiting regional contract teachers. In addition, the Regional Government cooperates with the Ministry of Education with the SM3T and Indonesia Mengajar programs that bring in teachers from Java and Sumatra to teach in some sub-districts that still need teachers, as well as the policy of the Maluku Provincial Government in appointing provincial contract teachers and placing in the Southwest Maluku Regency. To overcome some educational problems, especially regarding teacher equity, there is goodwill from the commission B of the Southwest Maluku Regency Regional House of Representatives in equitable of distribution of teacher. This is in line with an interview with one of the leaders of the commission B of the Southwest Maluku Regency Regional House of Representatives related to the policy of the Regional Government in making policy products. new, as follows:

"So, we had taken steps to map the data needs and circumstances around it. It's a mess. The accumulation of teachers everywhere. At the latest in this year, the Development Planning Agency at Sub-National Level have collaborated with the Law Faculty of Pattimura University. This is a step and initiative from the legislature itself and our initial steps start from the elementary school level first. We hope that the problem of teacher accumulation will be addressed immediately and the equity process can run well. one of our concerns and also the obsession of commission B to do equitable distribution, because the development is not just physical or infrastructure development but also human development too, how do you want to be smart if the teacher doesn't exist? When students want to get the material, what if the teacher does not exist "(E.A, February 14)".

The Interview excerpt illustrates a sincere intention to improve equitable distribution of teacher in Southwest Maluku Regency through the Legislative board in particular the commission B of the Southwest Maluku Regency Regional House of Representatives, which has taken the initiative to develop a new policy product for 2017-2021 relating to equitable distribution of teacher and teacher structuring. It is expected that the legal products that have been made previously are used as a reference and evaluation material for the creation of new policy products in 2017. The new policy will not only be in the form of a written document but must be socialized and implemented to all elements related to education so that what is contained in the product the policy can work well, not an useless document that only costs without any follow-up.

The Impact of Equitable distribution of Civil servant teachers in Southwest Maluku Regency

Every program implemented will cause certain impacts. The impact can be divided into two parts, namely the positive and negative impacts.

1. Positive Impact of Equitable Distribution of Teacher

In order to find out positive impacts resulted from the equitable distribution of teachers in Southwest Maluku Regency, a number of interview excerpt will be displayed below. Like the interview excerpt with one of the school principals as follows:

"We share teaching hours, but we give more hours for certificated teacher. The teachers of other subjects help to teach other subjects whether it is relevant or irrelevant to their sciences. Because of the demands of the curriculum, they are forced to teach. For instance, Is English relevant to mathematics? "

Based on interviews, it can be concluded that the positive impact of the implementation of equitable distribution of teacher in Southwest Maluku Regency is a mismatch problem. The mismatch condition that occurs in education units in

Southwest Maluku Regency appears to have data in table 4 of the Teacher's Mismatch condition in the Education Unit in Southwest Maluku Regency as follows.

Table 4.

Mismatch Conditions of Teacher in Education Units in Southwest Maluku Regency

Sub-Districts	High School		Vocational High School	
	Total	Mismatch	Total	Mismatch
The southernmost islands	2	7	1	5
North Kisar	-	-	1	1
Romang Islands	1	2	-	-
Letti	1	2	-	-
Moa	2	5	2	8
Lakor	1	4	-	-
Mdona Hyera	1	2	1	2
Babar Islands	2	3	1	3
Wetang Islands	1	2	-	-
East Babar	2	2	2	8
Marsela	-	-	1	2
Dawelor Dawera	1	1	-	-
Wetar	1	2	-	-
West Wetar	-	-	1	1
East Wetar	1	1	-	-
North Wetar	1	1	-	-
Damer	3	5	-	-
Total	18	39	10	30

Source: Education Department of Southwest Maluku Regency

Table 4 data shows that mismatch is a serious problem in education in Southwest Maluku Regency. Mismatch was found in 20 high schools, namely 39 teachers and 10 vocational schools, namely 30 teachers. This condition has an impact on the quality of learning in particular and the quality of education in general, Southwest Maluku Regency in general. Mismatch conditions in education in Southwest Maluku Regency are mainly due to the general lack of teachers, the system of job analysis and teacher distribution has not been going well so there is an accumulation of certain subject teachers in one school while other schools have lack of teachers. Moreover, teacher recruitment mechanisms have not been goes well. Mismatch conditions have a positive impact because schools that experience a lack of certain subject teachers can be filled with irrelevant subject teachers so that students can be served in the learning process as proverbs, "Falling crumb one must be content with crust" this condition is happening in some schools in West Maluku Regency Power.

As the effort in increasing the quality of education while improving the welfare of teachers, a certification program was developed. Each teacher as a professional teacher must own the teacher's certificate. It is a good commitment from the local government in order to teachers can fulfill 24 hours of teaching and obtain certification allowances so that teaching hours of all teachers can be fulfilled and are not afraid of problems at the certification allowance. In relation to this problem, researchers cite the interview excerpt of one of the principals as follows:

"The positive impact of the teacher's mutation is the fulfillment of the teaching hours so that allowances can be paid, as well as the performance assessment when going up the rank." (S.L., February 26, 2017)

Based on the excerpts, the conclusion is that the policy of Local Government related to equitable distribution of teacher has been implemented. It was done by implementing teacher transfers to schools in several sub-districts that have an excess of teachers so that equitable distribution of teachers can be implemented well and will have an impact on the welfare of teachers. This welfare can be achieved by paying teachers' professional allowances certification due to the fulfillment of the number of teachers' teaching hours and influence the performance appraisal when proposing a promotion.

Based on interview excerpt, it was concluded that the positive impact of the implementation of equitable distribution of teacher in Southwest Maluku Regency was: (1) the existence of Mismatch can help fill in the gaps and lack of teachers so that students can be served well, (2) can minimize jealousy, (3) teachers get the opportunity to get certification.

2. Negative Impact of Teacher Equity

To find out the negative impact of equitable distribution of teachers, some of the following Interview excerpts will be displayed:

"Yes, we use the available teachers. The proverb says "Falling crumb one must be content with crust". There must be the honorarium teacher. Those in ICT are biology teachers because they are more interested in teaching ICT, arts and culture, local arts and citizenship. There are no adequate facilities. Because there is no additional teacher, even if it is not in accordance with the competency but to fulfill those teacher vacancies, that is only we can do?"

Based on the interview excerpt, it was concluded that the ineffectiveness of teacher distribution in some areas caused problems in the national education system. A teacher often teach not in accordance with his educational background (mismatch). For example a chemistry education graduate must concurrently teach physics lessons. A mismatch usually occurs because the teacher is pursuing the minimum hour of face-to-face certification per week. If not addressed, mismatch can lead to misconceptions on the students being taught. Mismatch also has an impact on the low quality of learning which ultimately affects the quality and

quality of education nationally. Therefore, it is not surprising that the quality of education is decreasing due to the unequitable distribution of teachers. The problem of teacher distribution almost occurs throughout Indonesia in general and Southwest Maluku Regency in particular. As a result, teachers must teach several subjects in areas that lack of teachers and must teach more than one class. Conversely, in areas where teachers are overloaded, the application of the number of 24-hour face-to-face teaching hours per week for educated certified teachers cannot be fulfilled. If the policy that has been made by the Regional Government of Southwest Maluku Regency relates to equitable distribution of teacher by carrying out teacher mutations to schools in some sub-districts where there is an excess of teachers is done, equitable distribution of teacher can be implemented well. It will have an impact on the welfare of teachers by paying professional allowances for certification teachers because they can fulfill number of teacher teaching hours and influence performance appraisal when proposing promotions. If the policy of equitable distribution of teacher has been created and well implemented, the teacher is not afraid anymore because the teacher's teaching hours are fulfilled. Likewise, the impact on teachers who have not been certified is like the following interview excerpt s from one of the leaders of the Education Department:

"Someone came complaining about the family that her husband is working in Tiakur so please give her permission to move to Tiakur so that close tos her husband"

Based on the interview excerpt above, the researcher can conclude that the negative impact of the implementation of equitable distribution of civil servant teachers in Southwest Maluku Regency is a humanitarian problem. The teacher can be "separated" from the family because they are transferred to a remote school. Meanwhile, the impact of the unevenly implemented equitable distribution of teacher policy in Southwest Maluku Regency is also as in the interview excerpt of one of the following teachers:

"There is no acceptance of civil servants, certification allowances are always problematic. The problems related to the teaching hours and the teaching and learning process. 2013 curriculum cannot be implemented properly".

Based on the interview excerpt, it was concluded that the absence of the new civil servant candidate acceptance quota could result in the fulfillment of the teacher not being fulfilled so that the problem of teacher lack could not be overcome. On the other hand, if there is an addition to the teacher, it can have a negative impact on the certification allowance, which is problematic regarding the number of linear teaching hours. Besides, it also has an impact on the teaching and learning process especially with the implementation of the 2013 curriculum so it cannot be implemented properly as expected because many teachers also do not

understand the contents of the 2013 curriculum. Negative impacts can also be seen in the following interview excerpt:

"Quality improvement will not work effectively. The implementation of the school cannot run effectively "

Based on the interview excerpt, the impact of the implementation process of the equitable distribution of teacher policy has not been implemented is that the quality improvement cannot run effectively. It automatically affects the implementation of learning in schools. Quality improvement and effective school management must be balanced with the addition of teachers in schools that are still lack of teachers as researchers cite the interview of one of the following principals:

"So I said that to the Education Department if they really said the quality of education in Maluku was low, it was natural even though there were certain schools that were good, but generally low. It is not a matter of distance among the islands, but it was commitment "

Based on the interview excerpt, it was concluded that the Regional Government of Southwest Maluku Regency had to be brave in implementing the policy of equitable distribution of teachers. Therefore, the process of equitable distribution of teacher could run effectively without questioning the control range of the archipelago area, but daring to take commitments in the efforts of equitable distribution of teacher. As quoted from the interview excerpt of one of the following teachers:

"If indeed this problem must be questioned ... The matter of the graduation rate in my school is indeed almost 100% each year. When asked if it is pure, it is really pure. "(GAL, February 20, 2017).

Based on the interview excerpt, it was concluded that the unequitable distribution of teachers affected the quality of education, not only in southwest Maluku but also in Indonesia. Indicators of education quality can be seen from the achievement of students both academic and non-academic. Table 5 will show the achievements of students in the academic field through graduation scores in Southwest Maluku Regency for the last two school years.

Table 5.*Percentage of Students Graduation in Southwest Maluku Regency*

Educational Level	2014	2015
High school	95,67%	100%
Vocational High school	98,56%	100%

Source: Southwest Maluku Regency Education Department

The Interview excerpt with several interviewees, reflecting that 100% graduation is not a pure number, because it is done for the sake of school accreditation, school-selling value for the community, and so forth. It can be said that the unequitable distribution of Civil servant teachers can cause students to obtain uneven material and this will certainly have an impact on the quality of the students themselves. Here is the interview excerpt:

"The subject teacher is not there, every time we propose but does not come. The curriculum regulates the hours but it remains difficult, the Chemistry teacher teaches Mathematics". (NMU, February 18, 2017)

Based on the interview excerpt with informants, it can be said that the uneven distribution of Civil servant teachers can cause students to obtain uneven material as well. This certainly has an impact on the quality of the students themselves. Therefore, the process of equitable distribution must be carried out immediately so that it does not affect the quality of students that can increase the quality of graduates. The excess number of teachers resulted in accumulation which had an impact on: (1) the absence of new civil servant candidate quota from 2015 to present. (2) the number of hours of compulsory teaching of civil servant teachers is not fulfilled, which opens space for data speculation both manually and online such as data on civil servant teachers' basic data and peer jealousy, which makes the teacher less disciplined in carrying out their duties.

Meanwhile, the lack of Civil servant teachers led to this: (1) the excess number of teaching hours, especially for certified teachers. (2) Swelling of the school budget to pay the salaries of honorarium teachers who are appointed based on the decree of the school principal. (3) The undisciplined teachers is caused they feels as a political victims and so on and is not responsible for the task. (4) Inefficient use of civil servant teachers. The strengths and weaknesses in the number of civil servant teachers both disrupt the teaching and learning process so that the curriculum target in the current year is not achieved and the quality of education is low in general.

Discussion.

Local Government Policy Evaluation in Equitable distribution of Teacher in Southwest Maluku Regency.

Education is one of the decentralized sectors. In Law No. 22 of 1999 concerning Regional Autonomy, paragraph 2 of article 11 expressly states that the implementation of education and culture is left to the regional government. Meanwhile, in paragraph 1 of article 8 states that the transfer of authority must be accompanied by the transfer and shift of financing, infrastructure and human resources in accordance with the delegated authority.

Education policy is a public policy. Thus, the policy should be able to accommodate the interests of the policy. For the five ministerial joint decree policy, one of the stakeholders and the main one is the teacher. Government policy to meet the needs of teachers equally is emphasized in Law No. 14 Th. 2005 concerning Teachers and Lecturers (Article 24), which states that the Central, Provincial, Regency / City Governments and education providers are obliged to meet the needs of teachers, both in the number, academic qualifications, and competency equally to ensure the continuity of early childhood education in the formal education pathway and guarantee the sustainability of primary and secondary education. Government policy regarding the teacher's obligation to teach at least 24 hours a week in accordance with what is mandated by Government Regulation Number 74 of 2008 concerning Teachers.

The government immediately tried to find the best solution to solve the problem by establishing a regulation with five Ministers, namely the Minister of National Education, State Minister of Administrative Reform and Bureaucratic Reform, Minister of Home Affairs, Minister of Finance, and Minister of Religion about structuring and equitable distribution of civil servant teachers. This regulation was signed on October 3, 2011 and will be effective on January 2, 2012.

The results of the Indonesia Corruption Watch (ICW) study concluded that the 5 ministerial regulation in 2011 concerning equal distributing and structuring teacher had not yet been effective. One of the main factors causing the failure of this policy is because policy design does not pay close attention to the dynamics of political-economic relations between the central and regional governments. On the one hand, the central government has an interest in the success of equal distributing and structuring teacher because it will suppress the needs of civil servant teachers. If equal distributing and structuring teacher is successful, this will reduce the number of national teachers because teachers are no longer concentrated in certain schools and distribution is equally distributed in all schools. Decreasing the national teacher needs will in turn suppress the state budget allocation to finance teacher in the form of salaries, allowances, and so on.

Stratification of education policies includes education policies at the regional level, namely education policies established by government institutions at the regional level and having regional scope. Because the coverage area is at the regional level, it only applies to the regions that issued the policy. There are two kinds of education policies in the regions, firstly the Regional Regulation (Regional Regulation) on education whose formulation is in the hands of the executive (Regent / Mayor) and legislative (Regional House of Representatives), secondly, the decisions / regulations of regents / mayors on education (Hasbullah, 2015).

In fact there are already policy regulations or written regulations from the Regional Government of Southwest Maluku Regency regarding equitable distribution of teacher. It is in both the Regional Medium Term Development Plan document, the Education department strategic plan and the Regional Civil Service Agency strategic plan but have not been implemented properly. The documents are only to supplement the administration although those had been made through the process, which spends power, time and costs. According to the researcher, to respond the problem of unequitable distribution of teacher and the lack of certain subject teachers in Southwest Maluku Regency, the regulation needs to be socialized and implemented by involving all stockholders. It refers to the Five Ministers Joint Decree on Optimizing the fulfillment of teacher needs. In addition, it refers to the Regulation Minister of National Education Number 7 of 2010 concerning Fulfillment of Needs, Enhancement of Professionalism, and Improvement of Welfare of Teachers, Principals of Schools / Madrasas, and Supervisors in the Outermost Border and Small Islands Areas. It is based on Article 2 paragraph (1) the Government, regional governments and education providers are in accordance its authority is to fulfill the needs of teachers, principals, and supervisors in border areas and outermost small islands. (2) Fulfillment of the teachers' needs and principals as referred to in paragraph (1) is carried out based on the results of the analysis of the needs of teachers and principals / madrasas, both in education units organized by the Government, regional government and the community. (3) Analysis of teacher needs as referred to in paragraph (2) includes variables: a. ratio of teachers and students; b. teacher distribution; and c. projected fulfillment of teacher workloads at least 24 (twenty four) hours of face-to-face in 1 (one) week. Then, in Article 6 (1) Analysis of the needs of teachers, principals, and supervisors as referred to in Article 2 paragraph (2) and Article 5 paragraph (1) in Regency / city is carried out by the education department, Ministry of Religion, and education providers coordinated by the Education Department. (2) Analysis of the teachers needs, principals, and supervisors as referred to in Article 2 paragraph (1) and Article 5 paragraph (1) nationally carried out by the Government, regional government and education providers coordinated by the Minister of National Education.

The Regional Government of Southwest Maluku Regency must find a solution to the equitable distribution process that has not yet been implemented in Southwest Maluku Regency. In an effort to address the problem of teacher equity, the Regional Government has taken a policy step by recruiting civil servant and Non civil servant educators. The teaching staff recruited by the Regional Government are regional contract teachers, provincial contracts and honorarium teachers or committee teacher recruited by the school according to their needs in school to fill teacher lack. Contract teachers are honorarium teachers who are then appointed by the Regional Government of Southwest Maluku Regency to become regional contract teachers who are paid by the Regional Government. The honorarium teachers who are appointed by the school or committee teachers are paid by the school using school committee assistance funds and the appointment decree is made by the school and signed by the school principal.

Impact of Equitable Distribution of Teacher in Southwest Maluku Regency

1. Positive Impact of Equitable Distribution of Teacher in Southwest Maluku Regency

Based on the results of this study, there are several positive impacts of equitable distribution of teacher in Southwest Maluku Regency, as follows.

a. Students can be served well

Effective learning can take place well if it is supported by the availability of adequate infrastructure and teachers as an adequate teaching force. In Southwest Maluku Regency, there are still accumulations of teachers in certain subjects such as Religion subjects in certain schools and vice versa, there are schools that experience a lack of teachers, whereas equitable distribution of teacher is believed to be the solution to overcome this problem. The positive impact of equitable distribution of teacher in Southwest Maluku Regency is a mismatch problem. Important issues related to teachers that affect the quality of learning and the quality of education are mismatch. Mismatch is a condition in which the teacher teaches not in accordance with his area of expertise. At the high school and teacher's level the teacher teaches not in accordance with the field of expertise gained through academic education in higher education, for example bachelor degree of economics study programs teach productive fisheries subjects in vocational schools, graduate of biology programs teach Mathematics and English, bachelor degree of religious programs teach mathematics etc. Mismatch is a serious problem in education in Southwest Maluku Regency. This condition has an impact on the quality of learning in particular and the education quality of Southwest Maluku Regency in general. Mismatch conditions in Southwest Maluku Regency education are mainly due to the general lack of teachers, the system of job analysis and teacher distribution has not been going well so there is a buildup of certain subject teachers in one school while other schools lack of teachers and teacher

recruitment mechanisms that have not been goes well. Mismatch conditions have a positive impact because of the lack of teachers in schools that experience a lack of certain subject teachers can be filled with teachers so that students can be served in the learning process, citing the proverb " Falling crumb one must be content with crust " this condition is happening in some schools in Southwest Maluku Regency.

b. Fulfillment of teachers' teaching hours

Every teacher always wants to fulfill the lesson hours he has received, so that he can fulfill all the requirements. Teacher assignment activities in the framework of learning can be carried out in one school as a base administrative unit and can be cross-school. Either work in one school or more, the teacher is required to carry out learning tasks measured by a particular workload. one of the points is: Fulfillment of workload at least 24 (twenty four) face to face hours and a maximum of 40 (forty) face to face hours in 1 (one) week. The provision is at least 6 (six) hours of face-to-face in 1 (one) week in the education unit where he / she works as a permanent teacher, but there are still teachers who teach less than 24 hours until now. By implementing equitable distribution of teacher, it can help teachers fulfill the number of hours of compulsory teaching in accordance with applicable regulations.

c. Civil servant teachers get the opportunity to get certification benefits.

A teacher is professional if he meets the requirements set out in the 2005 teacher and lecturer law, namely having certain academic qualifications and four competencies, namely pedagogic, personality, social, and professional or academic. Teacher certification is a process for giving educator certificates to them.

The educator certificate referred to is the state's recognition of the degree of teacher professionalism. The government provides professional allowances to teachers. This is in accordance with Law Number 14 of 2005 concerning Teachers and Lecturers which mandates that "The Government provides professional allowances to teachers who already have a certificate of educators appointed by education providers and / or education units organized by the community".

Professional allowance payments are an absolute requirement for teachers to be able to fulfill 24 hours of teaching as a condition of obtaining these benefits. Thus, the rights of teachers can be paid in the right way according to the rules. This means that there is no more speculation data related to the number of teacher teaching hours both manually and online through *Basic Data of Primary and Secondary Education* with the existence of equitable distribution. The government hopes that with the application of teacher data collection and student side this can help the government in the process of placement and equitable distribution of teachers so that the quality of schools can increase.

Regarding the central government's program through *Basic Data of Primary and Secondary Education*, it is expected that there will be no more speculation of data

conducted by schools to secure teachers who lack the number of teaching hours. By the existence of *Basic Data of Primary and Secondary Education* helping the Ministry of Education and the Education Agency in terms of equitable distribution of teachers. In addition, the Education Department can find out schools that lack teachers and the excess number of teachers automatically. However, many teachers were still cheating with school operators to pass the target of teaching hours achievement. Therefore, the expectancy to the presence of this *Basic Data of Primary and Secondary Education* application is automatically considered useless because there is still data speculation. Data from the Southwest Maluku Regency Education Department up to 2017 shows the number of teachers who already have an educator certificate and is entitled to certification benefits totaling 69 people.

2. Negative Impact of Teacher Equity in Southwest Maluku Regency

Based on the results of this study, the negative impact of the implementation of teacher equity in Southwest Maluku Regency is a humanitarian problem, namely that teachers can be separated from their families because they are transferred to schools that are far from their homes and limited access to information and communication.

The distribution of teachers that only according to the desire of the authorities, can cause things like a) Excess number of certain subject teachers in certain schools and b) Lack of the number of certain subject teachers in other schools.

Furthermore, the two things will be explained as follows.

a. Excess number of teachers

In the initial explanation, the accumulation of teachers in schools is caused by the excess number of teachers because of unequitable distribution of teacher. It influences to no acceptance of civil servant candidate in the last three years since the imposition of civil servant moratorium. The addition of teachers through civil servant candidate selection recruitment did not work because Southwest Maluku Regency did not get a ration of formation so that it had an impact on teacher acceptance.

b. Unfulfilled compulsory teaching hours of teachers

Fulfilling the obligation to teach for 24 hours face to face per week is a requirement that must be met by a teacher to obtain teacher allowances. Fulfillment of 24-hour obligations is a solution to the problem of equitable distribution of teacher. This step was also carried out in an effort to prevent the imbalance of teaching hours between civil servant teachers in one school and another. In addition, to anticipate empowerment of teachers that is not optimal, it is necessary to better calculate and map teachers in each regency / city, the unequitable distribution of teachers leads to inefficient use of teachers in several places. Mutation programs for teachers in all schools in one regency / city should be done, because it can be a solution to meet the workload of teachers and the

accumulation of teachers in urban schools and can meet the needs of teachers in remote areas schools that lack of even none of teachers.

The lack of teachers as the result of unequitable distribution of teachers not only resulted in the accumulation of teachers but also resulted in a lack of teachers in certain schools.

The findings in this study indicate that the problem of teacher lacks will have an impact on:

a) The excess of teaching hours

Many schools in Southwest Maluku Regency are currently experiencing lack of teachers which automatically have a direct impact on the increasing number of teaching hours. The impact is that the quality of curriculum demands is not met and quality is decreasing.

b) Swelling the budget for temporary workers

As the impact of the lack of teachers, schools usually tends to seek honorarium teachers from outside, which of course will have an impact on the allocation of additional funds. The budget can be taken from school *operational assistance funds* of government as well as committee funds and other funding sources so that other needs will be ignored and will have an impact on other school operational activities.

c) Inefficient utilization of teachers

Many schools in Southwest Maluku Regency, which lack of teachers usually use available teachers to teach all subjects that are not their competence. Moreover, the appointment of teachers in remote areas without seeing the educational qualifications as needed at school. As the proverb said "Falling crumb one must be content with crust ". This is an embarrassing portrait of education, especially the implementation of education in schools in the Southwest Maluku Regency today.

d) Undisciplined

The teachers who work in remote areas schools are always lazy to carry out their duties because they feel their presence there is a form of punishment even though in reality it is not necessarily the case.

Based on the above explanation, the impact of the accumulation and lack of teachers that occur in the Southwest Maluku Regency schools at this time automatically affects the teaching and learning process, which ultimately affects the achievement of the curriculum and education quality targets namely the results of graduates. Ministry of National Education (Rahabav, 2014: 272) states that some school criteria are said to be effective, including: 1) students' learning hours are generally longer due to curriculum demands and student learning needs; 2) the learning process is more quality and can be accounted for students and guardians of students; and 3) superior schools, beneficial to the environment. The curriculum regulates the number of student hours according to the subjects. Southwest

Maluku Regency applies the 2013 Curriculum to several cluster schools and some schools still use the 2006 curriculum. Unequitable distribution of teacher can cause the number of student hours not in accordance with the curriculum requirements. The lack of teachers cause the lack of material accepted by students so that it affects their quality.

The quality of education can be seen in two ways, namely referring to the educational process and the results of education. A quality education process if all components of education are involved in the education process itself. Factors in the education process are various inputs, such as teaching materials, methodologies, school facilities, administrative support and infrastructure and other resources as well as the creation of a conducive atmosphere. Moreover, the quality of education in the context of educational outcomes refers to the achievements reached by the school at any given time period.

Achievements reached or educational outcomes (student achievement) can be in the form of academic ability tests (General tests, School examination and National Examination). It can also be in other fields such as achievement in a sport, arts or certain additional skills such as computers, various types of techniques, services and so on. School achievement can even be in the form of intangible conditions such as atmosphere, discipline, intimacy, mutual respect, cleanliness, and so on (Suryosubroto, 2004: 210-211).

The level of student graduation in Southwest Maluku Regency in the last three years has always reached 100%. Every year the government strives to ensure that the National Examination is not tainted with fraud. These efforts are carried out through strict guarding of examination transcript by police officers, variations of exam questions. However, the education actors themselves marred these efforts. Many manipulations occur to help all 100% of students graduate. It is not weird when people said that the teacher is taking the exam, not the student. Thus, it can be said that 100% graduation comes from the results of value engineering.

From the entire discussion above, it can be seen that equitable distribution of teacher is a serious problem for the government. The process of equitable distribution of teacher needs to pay attention to affecting factors such the availability of teachers who often experience change along with teachers entering the retirement age, teachers who transfer to outside the region based on personal requests, as well as civil servant teachers who are transferred from functional positions to structural positions. The equitable distribution of teacher is not only counting teacher's needs and moving teachers, but must consider various dynamics that occur so that equitable distribution of teacher can run effectively for the progress achievement of the education quality in Southwest Maluku Regency in particular.

The policy of equitable distribution of teacher in Southwest Maluku Regency has a legal umbrella regulation issued by the Regional Government in the form of the Education Department Strategic Plan related to the distribution of civil servant teachers. The Regional Government of Southwest Maluku Regency has taken several policy steps in order to distribute teachers equally by appointing regional contract workers, compiling documents on mutation proposals of civil servant teachers, returning civil servant teachers with assignment notes to the parent school, or issuing definitive decrees for these civil servant teachers. The impact of equitable distribution of civil servant teachers in Southwest Maluku Regency is divided into 2, namely positive and negative impacts. Positive impacts are as follows: (1) students can be served well; (2) teacher's teaching hours are met; (3) the teacher has the opportunity to get a certification allowance. Negative impact of equitable distribution of teacher: distribution of teachers according to the desires of the authorities which caused the distribution of teachers to be unequal, causing excess and lack of the number of civil servant teachers. The excessive number of civil servant teachers led to an accumulation of teachers, which had an impact on: (1) there was no acceptance of civil servant candidates; (2) unfulfilled compulsory teaching hours of teachers, thus causing: (a) speculation of teacher data; (b) jealousy between teachers which causes the teacher to be undisciplined. Meanwhile, lack of teachers resulted in: (1) excess teaching hours, (2) swelling of school budgets; (3) teacher identification; (4) ineffective use of teachers. The gap in the number of teachers resulted in the teaching and learning process running ineffectively and having an impact on the achievement of the curriculum and education quality targets, (5) the existence of mismatch problems. Teachers who teach mismatches need to be sent to follow a double skill package or transfer functions so that there is no longer a misconception for students in order to improve the quality of education. The existing policy of equitable distribution of teachers should be implemented, as a legal umbrella for equitable distribution of teacher in Southwest Maluku Regency, which has not been maximized by promoting the principle of justice for all Southwest Maluku communities.

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