ANALYSIS OF MINISTRY OF EDUCATION AND CULTURE POLICY CONCERNING THE GRANTING OF POSITION EQUALITY AND DESIGNATION FOR NON-CIVIL SERVANT TEACHERS
(CASE STUDY : HIGH SCHOOL IN THE MEDAN CITY EDUCATION BOARD)

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ABSTRACT

This study aimed to determine the process of implementing policy about the granting of position equality and designation for non-civil servant teachers in the Medan City Education Board. The population of this study was all of the private high school teachers in Medan with total of 196 schools where 10 of the private high school with 150 teachers were selected to be the samples using proportional random sampling. This research was policy research that focused on policy implementation research. Danim (2000: 6) said that policy research is one of the types of descriptive research for compiling the recommendations needed by the policymakers. Furthermore, Arikunto (1993: 309) argued that it provides a limited understanding of descriptive research, namely "descriptive research is not intended to test certain hypotheses, but only describes 'what is' about a variable, symptom and condition".

The results showed that four factors were affecting the implementation of the Ministry of Education and Culture Policy (Permendikbud) No.28/2014. The four factors based on Edwards III Theory were: (1) Communication, (2) Resources, (3) Disposition; and (4) Bureaucratic Structure. These four factors could illustrate the extent of the successful implementation of the Ministry of Education and Culture Policy (Permendikbud) No.28/2014 concerning the granting of position equality and designation for high school non-civil servant teachers.

Based on the results of this study, it could be concluded that: (1) In the socialization of teacher inpassing, it turned out that the teacher was never given, the information only reached to the principal, then the principal gave the information to the teachers, (2) The ability of the teacher to access internet was also an obstacle in finding information, and (3) Regulations that were always changing and inconsistent became obstacles for teachers in following the GBPNS inpassing implementation. There was a perception among teachers who considered that the implementation of inpassing was inconsistent.
Keywords: Private Teachers, Position Equality, Designation for Non-Civil Servant Teachers in Medan City.

Education is one of the social aspects of the national development program that must be considered and become very important because it is related to assets, capital, the potential for national progress and also the agent of change. The teacher is a very important factor in improving the quality of education in each education unit. Teachers are the people who are authorized and

responsible for the education of the students, both individually and classically and both inside or outside school. According to Sagala (2009: 21), teachers are the educators who become figures, role models, and indications for students, and their environment. Therefore, teachers must have certain personal quality standards, which include responsibility, authority, independence, and discipline.

According to Law No. 14/2005 concerning teachers and lecturers, it is stated that teachers and lecturers will get appropriate and adequate income, including basic salary, allowances attached to salaries, professional or special allowances, and other income related to their duties. Those who are appointed by the City or District Government for special regions are also entitled to the official housing. But, the gap between the welfare of private and civil servant teachers is another problem that arises. In the private education environment, welfare issues are still difficult to reach the ideal level.One of the government ways to improve the teachers' quality is in the welfare of teachers, namely by implementing the policy of determining inpassing. Inpassing the Non-Civil Servant Teachers (GBPNS) is the process of adjusting the designation of non-civil servant teacher functional positions and credit scores. The non-civil servant teachers according to Permendikbud No.28/2014 are permanent teachers who are appointed by the government, regional government, education units, or the community, who have received the approval from government or regional government, except permanent teachers who are appointed by the community, and carry out their duties as a teacher for at least 2 (two) years continuously at the same base administrative unit which has a building permit from the government or regional government and carries out the main duties as a teacher.

Inpassing of GBPNS functional positions and their credit score is determined based on two things, namely academic qualifications and years of service which begin to be calculated from the designation or assignment as GBPNS in the education units. The implementation is contained in the Minister of National Education Policy (Permendiknas) No. 47/2005 and was later revised into Permendiknas No.22/2010. In the stipulation of this inpassing, it does not change the status of the teacher to become a candidate of a civil servant (CPNS) or civil servant (PNS) and is not related to the recruitment of a candidate of a civil servant (CPNS) or civil servant (PNS). The benefit of the GBPNS that already has an inpassing decree is that if it has passed the certification, it will get professional allowances the amount of which is following the base salary of the group written on the inpassing decree.

The professionalism of GBPNS must be accompanied by fulfilling the obligations and the needs of teacher rights as civil servant teachers. The professionalism of GBPNS begins with the granting of position equality and designation based on academic qualifications, years of service, and certificates that the educators have. The granting of equality is also the basis for the distribution of various benefits by the Government to GBPNS, as given to civil servant teachers that for realizing professional teachers, it is necessary to foster the teacher directly and ongoing. Development for non-civil servant teachers is carried out by providing equalization of positions and designation, adjusting credit and position levels, and promoting non-civil servant teachers' positions and inpassing based on the provisions of the functional position of the teacher and the credit scores.

Until now, several non-civil servant teachers have received position and inpassing equality based on Ministry of Administrative and Bureaucratic Reform (Kepmenpan) No.84/1993 concerning about teacher's functional position and credit scores as outlined in the Minister of National Education Policy (Permendiknas) No.47/2007 concerning about the determination of inpassing functional positions of non-civil servant teachers and their credit scores. The implementation of functional assignment for non-civil servant teachers is an implementation of Ministry of Education and Culture Policy (Permendikbud) No. 22/2010 concerning about amendments to the Minister of National Education Policy (Permendiknas) No.47/2007 concerning about the determination of inpassing functional positions of non-civil servant teachers and their credit scores as an amendment to Permendiknas No. 47 of 2007 so that the determination of functional positions can be properly discussed. It is necessary to have a shared understanding of various related elements both at the center and in the regions.

LITERATURE REVIEW

a.   Definition of Public Policy

Abidin in Syafaruddin (2008: 75) explained the policy is a government decision that is general and applies to all members of the community. Another definition explained by Gamage and Pang in Tilaar (2012: 134) is that it consists of a statement of goals and one or more broad guidelines for achieving these goals so that they can be achieved together and provide a framework for program implementation. Understanding the public policy as part of a policy system is very important because, from this policy system, the public policy was born. Nugroho (2014: 1-7) stated that public policy as a rule governing shared life that must be obeyed and in effect binding all of its citizens. Each violation will be sanctioned in accordance with the violation committed and the sanction imposed in front of the community by an institution that has the task of imposing sanctions.

According to David Easton in Anggara (2014: 35), public policy as: "*The authoritative allocation of value for the whole society, but it turns out that only government can authoritatively act on the 'whole' society and everything the government choosed do or not to do the results in the allocation of values.*" (public policy in the allocation of values legally to all members of the community, but only the government has power in the name of the society and the government has everything in choosing or not choosing as a result of the allocation of values-score).

b.   Education Policy

Educational policy is a public policy in the education field, as stated by several experts. Marget E. Goertz in Nugroho (2014: 37) argued that education policy regards about the efficiency and effectiveness of the education budget. Further, Frenk (2015: 132) stated that one of the objectives of public policy in education is to ensure education is in the public interest.

Educational policy is a concept that we often hear, say, and do, but we often don't fully understand it. According to Tilaar (2012: 7), education policy is the formulation of various ways to realize national education goals. Education policies are planned to be realized through social

institutions or social organizations in the form of formal, non-formal, and informal educational institutions. Guba, as quoted by Anderson & Tognery in Onisimus (2013: 228), identified eight policy concepts related to policy analysis, ranging from the statement of purpose, guidelines for action, standards of behavior, strategies to solve problems, and the impact of the policymaking system experienced.

The policy instruments stated in Government Regulations (PP) No. 17/2010 clearly defined aspects that are the domain of educational policy and the officials and state administrators are responsible for implementing them. Education policy by itself becomes an instrument that can illustrate the commitment of the state and government in the success of national development goals in the education field. The success of national education will be measured based on the extent to which the education policy formulated and has been implemented in the specified domains. Because of the educational policies which always intersect with the interests of the wider community, starting from setting the agenda of the problem, analyzing, implementing, and monitoring to policy evaluation, the role of the state and the government becomes very dominant and important.

c.   Policy Implementation

One of the stages in the process of making public policy is the implementation stage. As revealed by Lester and Stewart in Solahuddin (2010: 97), implementation is a stage that is carried out after the rule of law is established through a political process. The sentence seems to indicate that the implementation is more meaningful by non-political, namely administrative. James Anderson in Solahuddin (2010: 97) stated that the implementation of policies/programs is part of the administrative process. The administrative process, as termed by Anderson, is used to show the design or implementation of an administrative system that occurs at any time. The administrative process has consequences to the implementation, content, and impact of a policy.

At the level of policy, implementation is the most severe because it often occurs problems that are sometimes not found in the concept but appear in the fields. In addition, at the policy implementation stage, the main threat is the consistency of implementation. In writing this research, the consistency of planning and implementation of educational programs can be related to the suitability of program proposals contained in the Local Government Work Plan (RKPD) with the implementation of educational programs and the activities which is carried out using APBD funds.

Nugroho (2014: 21-523) suggested that there are "three right" that need to be met in terms of the effectiveness of policy implementation, namely: **First right**, whether the policy has been appropriately assessed from the extent to which the policy has loaded things that indeed solve the problem to be overcome. **Second Right** is the right implementation where the actors in implementing policies are not only the government, there are three institutions that can become implementers, namely the government, the private sector, and the community. **Third Right** is right on target, with regard to three things: (1). Are the targets to be intervened as planned and do not overlap with other interventions. (2). Is the target in the condition ready to be intervened or not (the ready here is not only natural readiness, there is a difference but also whether the target conditions

exist in conflict or harmony) (3). Is the target condition in support or refuse condition. For example, whether the form of intervention is in accordance with the priority needs of the people or not.

The process of implementing public policy boils down to the success of public policy. Basically, public policy is said to be successful if the expected goals can be achieved and bring the results as expected. This happens if the program implementation is as planned. However, in every policy process, there will always be the possibility of differences between what is expected by policymakers and what is actually achieved, as the result or performance of policy implementers.

d.   Policy Implementation Models

The policy implementation model is essentially an abstraction of the phenomenon of public policy implementation in the real world. Basically, according to Sabatier (1986: 21-24) in Kodirin (2015: 20), the policy implementation model consists of two main models, namely the top-down and bottom-up models. Although there are other models, namely the elite model, the process model, and the incremental model, these three models are considered as a picture of policy-making based on the top-down model. In connection with this research, the researcher limits the discussion to the approach of implementing the top-down model, based on the reason that the research that the researcher studies about the policy implementation of position equality and designation for non-civil servant teacher is a top-down policy implementation model.

Subarsono (2009: 90-103) suggested several theories from several experts regarding the implementation of policies, namely:

1.   George C. Edwards III Theory

In this study, the researcher will use the policy of George C. Edwards III theory, with the reason that the explanation in the theory about concepts in policy is discussed much deeper and operational. In Tangkilisan (2009: 3), the implementation according to Edwards is defined as a stage in the policy process that is between the stages of policy formulation and the results or consequences caused by that policy (output, outcome). What he meant by implementation activities were planning, funding, organizing, hiring and firing employees, negotiating and others.

2.   Merilee S. Grindle Theory

This theory argued that the success of implementation is influenced by 2 (two) large variables, namely the content of the policy and the context of implementation. The content variables policy includes; (1). The extent to which the interests of the target groups are contained in the contents of the policy; (2). Types of benefits received by target groups; (3). The extent of the desired changes in policy; (4). Is the location of a program correct? (5). Whether a policy has welcomed the implementor in details; and (6). Is a policy program supported by adequate resources or not.

3.   Sebatier and Mazmanian Theory

This theory argued that there are three groups of variables that affect the success of implementation, namely: (1). characteristics of the problem (tractability of the problems); (2).

characteristics of the policy/law (the ability of statute to structure implementation); environment variables (non-statutory variables affecting implementation). These variables can be seen in the picture. The framework theory that they offer also leads to two fundamental issues, namely policy and the policy environment. It's just that the thoughts of Sabatier and Mazmanian seem to assume that implementation will be effective if its implementation complies with existing regulations.

4.   Donald S. Van Meter and Carl Van Horn Theory

The model is introduced by Donald Van Meter and Carl Van Horn. This model states that policy implementation runs linearly from public policy, implementor and public policy performance.

RESEARCH METHOD

This research was policy research focused on policy implementation research. As said by Danim (2000: 6), policy research was one of the types of descriptive research to compile the recommendations needed by policymakers. Furthermore, Arikunto (1993: 309) argued that it provided a limited understanding of descriptive research, namely "descriptive research is not intended to test certain hypotheses, but only describe 'what is' about a variable, symptom and condition".

In terms of the type of research, this research was a descriptive study that aimed to provide a more detailed picture of a symptom or phenomenon. According to Bogdan and Taylor in Wiratna (2014: 19) explained that qualitative research was one of the research procedures that produced descriptive data in the form of speech or writing and behavior of people observed.

A qualitative approach was expected to be able to produce in-depth descriptions of speech, writing, and/or behavior observed from a particular individual, group, community, or organization in a particular context which is reviewed from a full, comprehensive, and holistic perspective. This type of research explained the description of the state of the research object based on the facts that appeared as it is, in this case, it aimed to illustrate and explain how the implementation of inpassing policies in Medan city should be and ideally guided by the Technical Guidance in Granting Designation Equivalence and Credit Scores for Non-Civil Servant Teachers at the same time to find and figure out the obstacles encountered in implementing inpassing for non-civil servant teachers. This research would also explain in detail about the various conditions and situations as well as the phenomenon of social realization in the community about inpassing non-civil servant teachers.

RELEVANT RESEARCH

Another study by Falahi Adrial (2014) examined the implementation of teacher certification policies in Medan city by using communication, resources, disposition and bureaucracy factors to test policy implementation. From the results, the study found the following matters: (1) The implementation of the teacher certification policy in Medan city had not been implemented effectively, this was proven from the fact that there were still teachers who had not been able to

obtain information properly and quickly about the implementation of teacher certification; (2) The ever-changing and inconsistent regulations became obstacles for teachers in following the implementation of teacher certification, (3) Incompatibility of data in Dapodik (Main Educator Data) made the teacher professional allowance was not issued; and (4) Inaccurate data was often a problem in determining participants. The data used was often inaccurate and up-to-date data.

In a previous study by Nurwinda Nugraheni, Ari Subowo, Aufarul Marom (2012) examined the Implementation of the Policy for Determining the Non-Civil Servant Teachers' Functional Position and Credit Scores in Semarang Private Elementary Schools. From the results of the research journal above, it showed that the inpassing process had not run optimally, there are still many non-permanent teachers who did not have an inpassing decree even though the policy had been made from 2007. Likewise, the clear requirements and procedures stated in Permendiknas No. 47/2007 and Permendiknas No. 22/2010. The following were some of the results of the study: (1) Some private schools considered the absence of socialization made by the City Education Board and the discrimination of information from the City Education Board, (2) The inconsistency of the proposed inpassing procedure, teachers could propose directly to Jakarta, (3) There were staff who were not serious in carrying out their duties but were not seen by superiors, (4) There was no database to recap data so that it used manual method by typing one by one, (5) The education board often did not notify the files that were lacking to the person concerned, and (6) Many teachers who did not yet have a teaching decree so to submit the inpassing, the school/foundation made up a decree.

Mukh Khusnaini (2015) on 'The Effect of Teacher Certification and Teacher Work Motivation on Teacher Performance at KKMI at Limpung District Level, Batang Regency in the 2014/2015 Academic Year' study results concluded: (1) There was a significant influence of teacher certification on teacher performance in KKMI Limpung. If you look at the magnitude of the influence exerted, it could be assumed that teachers at KKMI Limpung had been able to improve their performance as a result of the certification they have followed as demands to become professional after being certified, and (2) There is a significant influence between teacher certification towards teacher work motivation including the sufficient category. If teacher certification and work motivation were not carried out optimally, it would have an impact on the lack of sense of responsibility, discipline, and no change in post-certification performances.

FRAMEWORK THEORY

Based on the theory of policy implementation that has been described previously, the researcher used the theory by George C. Edwards III as a reference in researching the implementation of policies on the granting of position equality and designation for non-civil servant teachers in the Medan City Education Board. The reason why the researcher used the theory of George C. Edwards III was because the discussion of the concept of George C. Edwards III policy implementation was much deeper and operational. Besides, according to Anggara (2014: 249),

Edwards' work was the most quoted by writers and observers of implementation in Indonesia compared to other models.

Based on the theory by George C. Edwards III, the policy implementation was influenced by four factors namely; resources, communication, disposition and bureaucratic structure. With these four factors, the researcher would use it as a material or tool to find out how the implementation of the policy on the granting position equality for non-civil servant teachers in Medan based on Permendikbud No.28/2014. The description of the implementation of the policy on the granting position equality for non-civil servant teachers in the Medan City Education Board, namely by describing how the communication process, resource readiness, implementor disposition, and implementing bureaucratic structure in the implementation of the policy on the granting position equality for non-civil servant teachers in the Medan City Education Board. Based on the theories and concepts described above, the researcher designed the research framework theory as followed:

INPUT
- Law No. 20/2003 about National Education System
- Government Regulations (PP) No. 13/2015 about National Education Standard
- Government Regulations (PP) No. 74/2008 about Teacher
- Minister of National Education Policy (Permendiknas) No. 47/2007 about Granting the Inpassing GBPNS and the Credit Score
- Minister of National Education Policy (Permendiknas) No. 22/2010 about amendments to the Minister of National Education Policy (Permendiknas) No.47/2007
- Minister of National Education Policy (Permendiknas) No. 28/2014 about Granting of Position Equality and Designation for GBPNS
- Technical Guidance in 2014 about Granting of Position Equality and Designation for GBPNS
- Theory about Inpassing as a Motivation and Reward

Policy Process

Implementation Permendikbud Policy No. 28/2014

OUTPUT

Granting the position equality and designation for GBPNS

Factors that affects policy implementation
- Communication
- Resources
- Disposition
- Bureaucracy

(George C. Edwards III Theory)

Implication

High School GBPNS

OUTCOME

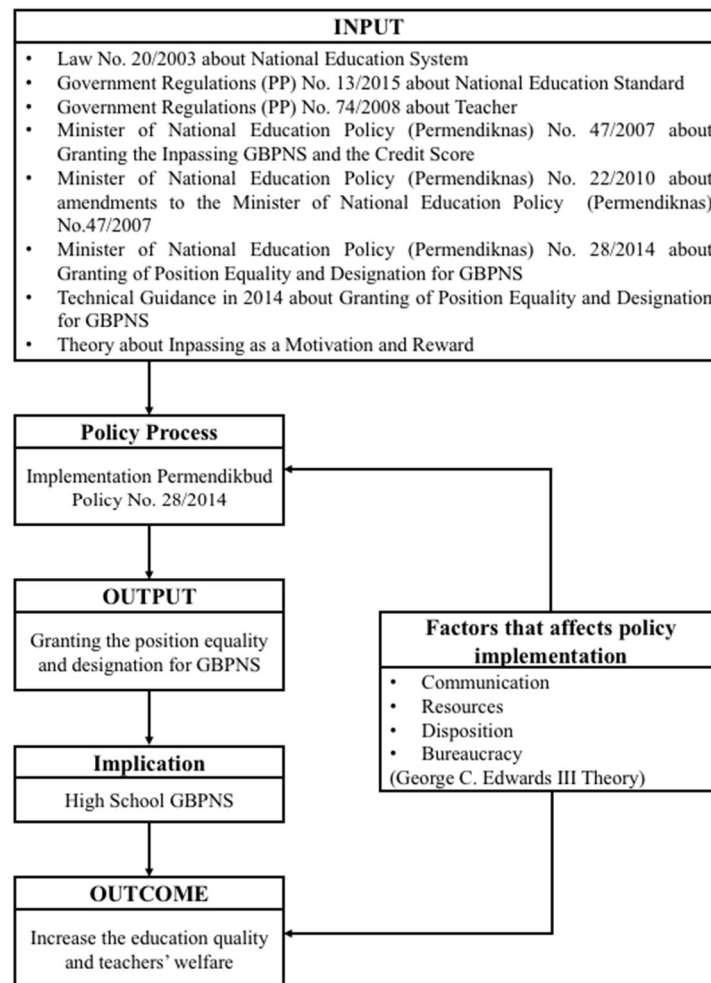Increase the education quality and teachers' welfare

Figure. Framework Theory
Research on the Implementation of Permendikbud Policy No.28/2014 concerning about position equality and designation for non-civil servant teachers in Medan

CONCLUSION

Based on the discussion of the description and research results that have been presented previously, four factors influenced the Implementation of Permendikbud Policy No.28/2014. The four factors based on Edwards III Theory were: (1) Communication, (2) Resources, (3) Disposition; and (4) Bureaucratic Structure. These four factors could illustrate the extent of the successful implementation of Permendikbud Policy No.28/2014 concerning the granting of position equality and designation for non-civil servant teachers in the high school in Medan City. The conclusions could be formulated completely as follows:

a.   Permendikbud Policy Communication Process No.28/2014 concerning the granting of position equality and designation for non-civil servant teachers in Medan City had been socialized but it had not been carried out optimally. The teacher got information when they came and asked the staff in the Medan City Education Board and by looking at the information availability on the website at the Education Board as well as the information in the Padamu Negeri application.

b.   It turned out that in the socialization of teacher inpassing, the teacher was never got the information. The information only reached the principal, then the headmaster submitted the information to the teachers even though the information was very important in the early stages when the teacher started filing the inpassing program that they followed.

c.   The teachers' ability to access the internet was also an obstacle to find information. Now, the internet (through the Ministry of Education and Culture's website) was becoming more dominant in the needs for information delivery and acquisition than the face-to-face socialization.

d.   The ever-changing and inconsistent regulations become obstacles for teachers in following the GBPNS Inpassing implementation. There was a perception among teachers who considered that the implementation of inpassing was inconsistent.

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