

# Policy Analysis of the Arrangement and Equity of Public Elementary School Teachers (SD) Binjai

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**Abstract.** This study aims to analyze the structuring and distribution policy of PJOK teachers at public elementary schools in Binjai City. This study used a descriptive qualitative method. The objects in this study consists of 119 public elementary schools in Binjai Municipality. Data collection techniques in this study were carried out by means of observation, interviews and documentation studies. Data analysis uses tabulations and percentages as the basis for data interpretation and descriptions in order to make reports. The results of this study indicate that from the aspect of the adequacy of the findings of the data in the field, it is known that there are 5 sub-districts in Binjai City with a total of 119 public elementary schools. The distribution of PJOK teachers in Binjai Municipality can be said to be unequal, this can be seen from the exposure of research data which shows that there are 97 PJOK teachers with PNS status while PJOK teachers with NonPNS status are 62, of the total teachers needed as many as 159 people. The distribution of teachers in every school in Binjai City has not been evenly distributed, it can be seen from the percentage value of equity from 119 public elementary schools in Binjai City, there are 54% or 64 elementary schools that are not evenly distributed while 55 schools in Binjai Municipality are 46%. It's even. So from the results of this study it was in a policy that the education office of Binjai Municipality In order to make the results of this analysis in making a policy related to the shortage of PJOK teachers and supervision must always be carried out in implementing policies that have been carried out so that they continue to run as they should. And for the school to make reports related to the condition of PJOK teachers every month in determining the needs of PJOK teachers so that the need for PJOK teachers in schools is more evenly distributed.

**Keywords:** Analysis, Policy, Structuring and Equity, PJOK Teachers

## 1 Introduction

Education is an activity carried out by humans to get a result in the form of a more dignified thought. By carrying out a learning process, education can be used as a benchmark for the progress of a country. Education is needed to contribute to competition in an increasingly sophisticated global era. Education can also make human thinking more modern to develop abilities, thoughts, intelligence, patterns of attitude and behavior which are provisions for advancing the civilization of a country. Education for everyone is a priority for the Indonesian people. This is in accordance with the Preamble to the 1945 Constitution of the Republic of

Indonesia which mandates the Government of the Republic of Indonesia to be obliged to educate the nation's life through quality education to fulfill the rights of its citizens. Education is a human effort to humanize humans themselves.

According to the 1945 Constitution, the government is obliged to fulfill the rights of citizens to obtain education to improve the quality of life of the nation. This means that the government must be able to provide education to all Indonesian people, not only certain people who can afford it, while the poor people do not get education. In general, both the shortage and excess of teachers at the Education Unit Level is a problem. This phenomenon is found in both districts/cities, and/or provinces, as well as the transfer of teacher functions. This has created a gap in the distribution of teachers between educational units, between levels, and between types of education, between districts/cities, and between provinces. Therefore, to ensure equal distribution of teachers between educational units, between levels, and between types of education, between districts/cities, and/or between provinces in an effort to realize the improvement and equity of the quality of formal education nationally and the achievement of national education goals, based on this Regulation, Together with 5 Ministers in 2011, namely the Minister of National Education Number: 05/X/PB/2011, State Minister for Empowerment of State Apparatus and Bureaucratic Reform Number: SPB/03/M.PAN-RB/10/2011, Minister of Home Affairs Number: 48 In 2011, the Minister of Finance Number: 158/PMK.01/2011, and the Minister of Religion Number: 11 of 2011 concerning the Arrangement and Equity of Civil Servant Teachers that civil servant teachers can be assigned to education units in regencies/cities, and other provinces. . Employees are one of the main assets of an agency who are planners and active actors of every organizational activity. They have heterogeneous thoughts, feelings, desires, status and educational background, age and gender which are brought into an organization. The quality and quantity of human resources must be in accordance with the needs of the organization to be effective and efficient in supporting the achievement of goals (Hasibuan, 2011:27). The administration of an efficient and effective government is a demand in the era of globalization which is full of competition and limitations in all fields. This fact demands the professionalism of apparatus resources in the implementation of government affairs which is currently happening, the expected professionalism has not been fully realized.

Measures of adequacy and relevance as well as equity are service standards that must always be pursued by local governments in order to improve the quality of education services. It is alleged that so far many teachers are scattered in urban areas or schools, while the outskirts are still experiencing a shortage of teachers. If we look at the student teacher ratio within the district, it can be seen that the student teacher ratio is relatively adequate. To ensure equal distribution of teachers among educational units, between levels, and between types of education, between districts, between cities, and between provinces and in an effort to realize the improvement and equity of the quality of formal education nationally and the achievement of national education goals, a Joint Regulation of the State Minister for the Empowerment of State Apparatus and Bureaucratic Reform has been stipulated. Minister of National Education, Minister of Home Affairs, Minister of Finance, and Minister of Religion Number 05/X/PB/2011, SPB/03/M.PAN-RB/10/2011, 48 of 2011, 158/PMK.01/2011, 11 of 2011 concerning the Arrangement and Equity of Civil Servant Teachers. In the context of implementing the Joint Regulations, it is already contained in the technical instructions governing the arrangement and distribution of PNS teachers in TK/TKLB, SD/SDLB, SMP/SMPLB, SMA/SMALB, and SMK. The scope of the technical guidelines includes planning for teacher needs, optimizing existing teachers, criteria for teachers who can be transferred to other schools, transfer mechanisms, and funding.

In education there are two main subjects that interact with each other. The two subjects are teacher and student. Teachers are the main problem in education. The progress of an education is measured by the quality of the teachers. However, the problem regarding teachers is still an unsolved problem, one of which is the problem that there are still areas that have excess or lack of educators (teachers). Based on Government Regulation Number 19 of 2017 concerning Amendments to Government Regulation Number 74 of 2008 concerning Teachers, it is stated that teachers are professionals who have a strategic role to realize the vision of implementing learning in accordance with the principles of professionalism, and to realize teacher professionalism, it is necessary to improve teacher governance. The teacher is the main factor in determining the effectiveness of the teaching and learning process. Therefore, good planning is needed about the distribution of teachers in every educational institution. More specifically, the number of teacher needs in general as well as for each field of study and each teacher is evenly distributed per region, per school and particular field of study. Because with the number of qualified teachers and followed by equitable distribution, improving the quality of education can be achieved properly. Of course, the task of developing education is not only carried out by the central government, local governments, in this case the district/city governments, are also responsible for the implementation of education development in the regions. In the global competition in the field of education, efforts continue to be made so that students get the quality of learning that is on par with other countries. Indicators of the development of the quality of education must always be observed and considered properly.

Teachers have a strategic role in strengthening national resilience and the integrity of the Unitary State of the Republic of Indonesia. The government is obliged to meet the needs of teachers, both in number, academic qualifications, and in competence equally to ensure the sustainability of primary and secondary education units organized by the government. This obligation is not only carried out by the central government but also by the provincial and district/city governments according to their respective authorities. In addition, the organizers of basic and secondary education units organized by the community are required to meet permanent teachers, both in number, academic qualifications, and competencies to ensure the continuity of education. The important thing that must get serious attention for the Education Office in various regions, is to pay attention to the distribution of schools and efforts to organize the distribution of teaching teachers, to be adjusted to the qualifications of the fields of study taught in each school. The appropriate distribution of teachers in each area can make teaching and learning activities well established. This is important, because in every place of education in schools for Elementary Schools (SD), especially in the Binjai City area, the distribution of teacher needs is not very supportive of the teaching process. The unequal needs of teachers, especially teachers of Physical Education, Sports and Health (PJOK) can interfere and make the delivery of subject matter not optimal for students so that this becomes one of the things that will be the focus of research that will be designed by researchers. Based on Ministerial Instruction No. 2 of 2011 concerning Education Data Management Activities, the official data collection system carried out by the Directorate General of basic education is through the Basic Education Data System (DAPODIK) which is set as the only data source that will be used as the basis for policy making. Based on the considerations above, the data used to analyze the adequacy of teachers at the basic education level in . Binjai Municipality uses DAPODIK

In 2020 the Binjai Municipality area has 154 public and private elementary schools (SD), 119 public elementary schools (SD), and 35 private elementary schools (SD) consisting of 5 sub-districts in Binjai Municipality. Based on data obtained from the Binjai Municipal Education Office. From these data, it can be seen that the number of teachers in each school has an average

of only 1 teacher. The highest number in each school only amounts to no more than 3 people. With this number, the Physical Education, Sports and Health teachers in each school have to teach from grade 1 to grade 3, which if observed is very inefficient for an ideal learning process. Starting from the existing data, many teachers teaching subjects Physical Education, Sports and Health have an educational background that is not relevant to the lessons taught. Many teachers are forced to teach Physical Education, Sports and Health. This is due to the unequal number of Physical Education and Health teachers, especially in schools that do not receive special attention from the government. In today's era there should be no more teachers who teach not in their field of expertise so that the relevance of their knowledge is maintained. With circumstances like this, the process of delivering material will be greatly disrupted due to the lack of mastery of a teacher's expertise in the subjects he teaches. The location of Elementary Schools (SD) in the Binjai Municipality area has not yet been mapped conventionally or digitally and there is no database that presents data or information in each Elementary School (SD). Maps can be used to find out various information contained in the map, for example a teacher distribution map. Maps or *roadmaps* can be used to see how the distribution pattern of Physical Education, Sports and Health teachers in Binjai City is and it can be seen how the pattern of distribution of these teachers is, whether the pattern of distribution of the teachers is uniform (evenly), grouped, and *random* (random). If it is known that the distribution pattern of teachers is not evenly distributed, it is necessary to increase access and equal distribution of affordable secondary education services for all residents carried out by local governments, through formal elementary school education (SD) or other equivalent forms of education.

This is a task for the relevant government in accordance with the National Education System Law no. 20 of 2003, namely: "The national education system must be able to ensure equal distribution of educational opportunities, improve quality as well as the relevance and efficiency of education management to face challenges in accordance with the demands of changes in local, national, and global life so that it is necessary to reform education in a planned, directed and blooming." Therefore, the City Government of Binjai must be able to optimize the application of management functions towards a more professional direction in the field of management and staffing as well as the Empowerment of other State Apparatuses through employee analysis, including teachers, especially teachers of Physical Education, Sports and Health as an effort to increase professionalism in the performance of organizational functions.

Based on observations, observations, initial interviews and dapodik data from the Binjai City Education Office conducted by researchers, it can be seen that the placement of teachers, especially sports teachers, has not been evenly distributed. This of course invites concern from Physical Education and Sports Subjects because there are teachers who are not certified as experts in Physical Education and Sports who teach in these subjects. Based on the facts above, it is hoped that by doing the mapping, it is hoped that it can be known and can examine the distribution pattern of Elementary School (SD) teachers in the Binjai Municipality State Elementary Schools (SD) Kota Madya Binjai in 2021".

## **2 Research Methodology**

The type of research used in this research is descriptive with a qualitative approach. According to Sugiyono (2010:7). Descriptive method is a method of researching the status of a group of people, an object, a set of conditions, a system of thought or a class of present events. According to Sugiono (2009:15) "qualitative research methods are research methods used to examine the

condition of natural objects, (as opposed to experiments) where the researcher is the key instrument, returns with triangulation (combined) qualitative data analysis, and the results. Qualitative research emphasizes meaning rather than generalizations. According to Arikunto (1998:245) is data that is described by words or sentences that are separated according to categories to obtain conclusions. Qualitative is used to get in-depth data, a data that contains data. Has real meaning, definite data which is a visible data value.

In answering the problems that support the hypothesis, various data are needed that are in accordance with the subject matter, for this reason, various techniques are needed for data collection to be more effective and efficient. The techniques used are: (1) Field Observation, (2) Interview, (3) Documentation. The data collection techniques used in this qualitative research were carried out under natural conditions, primary data sources and data collection was mostly on participant *observation, in-depth interviews*, documentation and field notes. In this study, the data collection techniques used were observation, documentation and interviews.

Data analysis in qualitative research is carried out before entering the field, while in the field and after finishing in the field. Data analysis was carried out using the Miles and Huberman version, in Sugiyono (2013: 337) that the activities in qualitative data analysis were carried out interactively and took place continuously until they were completed so that the data was saturated. Activities include data reduction (*data reduction*) presentation of data (*data display*) and conclusion drawing (*verification*)

### 3 Data Description

#### 3.1. Arrangement of PJOK Teachers for Public Elementary Schools in Binjai Municipality

The results of the data findings in the field revealed that there were 5 sub-districts in Binjai Municipality with a total of 119 public elementary schools. Of these schools, there are 956 rombel (study groups) or study classes. Public elementary schools in Binjai City use the 2013 curriculum with a total of 4 lesson hours (jp) with a time of 1 JP 35 minutes, so the total PJOK lesson hours for Binjai Municipal Elementary School are 2,230 hours. There are 97 PJOK teachers with PNS status while PJOK teachers with Non-PNS status are 62, so the ratio between PNS teachers and Non-PNS (Honorer) teachers is around 0.6. The results from the description of the research data can be seen in table 1. Below:

**Table 1. Description of Research Data**

No	Information	Number
1	District	5
2	SD Negeri	119
3	Classroom	956
4	Lesson	2230
5	PJOK Teachers with Civil Servant Status	97
6	PJOK Teachers Non-PNS	62

**Source: Dapodik Kota Madya Binjai**

### 3.2. Equitable

Distribution of PJOK teachers at Madya City Madya Binjai Elementary Schools An analysis of the distribution of PJOK teachers at public elementary schools in Binjai Municipality was carried out at the school and sub-district levels in order to obtain more specific data on needs or equity. Thus, it will be able to produce a more accurate analysis related to government policy making in Binjai Municipality. The results of the analysis at the school and sub-district levels are as follows:

**East Binjai District.** From the results of the analysis and observations conducted by researchers in the eastern Binjai sub-district, Binjai City, North Sumatra province, there are 22 public schools at the elementary school level with the number of study groups (rombel) totaling 186 with PJOK 744 lesson hours and the number of PNS teachers is 21 people. So if it is averaged with the distribution of PJOK teachers in the sub-district of east binjai in accordance with the technical guidelines for the joint 5 ministerial regulations in 2011. Page 17. There is a lack of equal distribution and the need for PJOK teachers is around 10 teachers. The data analysis results per school from 1 east binjai sub-district can be explained as follows: that for the level of public elementary schools, the distribution of teachers is in the equal category with a total of 22 public elementary schools, there are 19 public elementary schools that have an equal level and 3 schools have not been evenly distributed for the needs of teachers, this is because many of these schools involve non-PNS teachers. If it is explained in terms of the needs of Non-PNS teachers, in the Binjai Timur sub-district there is a shortage of around 11 teachers. This is in accordance with the regulations in accordance with the technical guidelines of the joint 5 ministerial regulations in 2011. Page 17.

**North Binjai District.** From the results of the analysis and observations conducted by researchers in the northern Binjai sub-district, Binjai Municipality, North Sumatra province, there are 35 public schools at the elementary school level with the number of study groups (rombel) is 270 with PJOK lesson hours of 1080 lesson hours and the number of PNS teachers is 26 people. So if it is averaged with the distribution of PJOK teachers in the district of East Binjai in accordance with the technical guidelines for the joint 5 ministerial regulations in 2011. Page 17 with a total need of 45 teachers. There is a lack of equity and the need for PJOK teachers is around 19 teachers. It can be concluded that for the level of public elementary schools, the distribution of teachers is in the equal category with a total of 35 public elementary schools, there are 21 public elementary schools that have an equal level and 14 schools have not been evenly distributed for the needs of teachers, this is because many of these schools involve non-formal teachers. civil servant. If it is explained in terms of the needs of Non-PNS teachers, in the northern Binjai sub-district there is a shortage of around 17 teachers. This is in accordance with the regulations in accordance with the technical guidelines of the joint 5 ministerial regulations in 2011. Page 17.

**West Binjai District.** From the results of the analysis and observations conducted by researchers in the west binjai sub-district, Binjai Municipality, North Sumatra province, there are 19 public schools at the elementary school level with the number of study groups (rombel) is 165 with PJOK lesson hours 660 lesson hours and the number of PNS teachers is 15 people. So if it is averaged with the distribution of PJOK teachers in the district of East Binjai in accordance with the technical guidelines for the joint 5 ministerial regulations in 2011. Page 17 with a total need of 28 teachers. There is a lack of equity and the need for PJOK teachers is

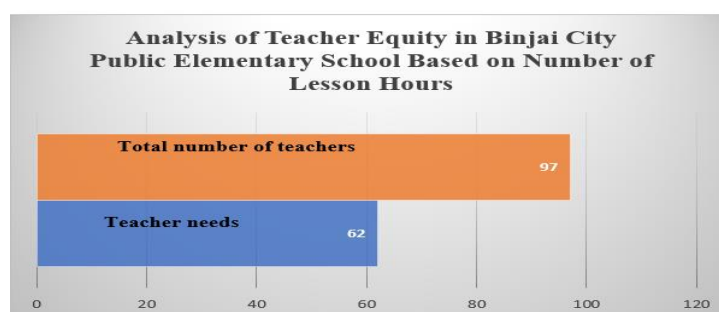
around 13 teachers. The data analysis results per school from 1 sub-district of West Binjai can be explained in table 4.4. as follows:

**District Binjai City.** From the results of the analysis and observations conducted by researchers in the sub-district of Binjai kota, Municipality of Binjai, North Sumatra province, there are 18 public schools at the elementary school level with a total of 140 study groups (rombel) with PJOK lesson hours 560 lesson hours and the number of PNS teachers is 16 people. So if it is averaged by the distribution of PJOK teachers in the district of Binjai Kota in accordance with the technical guidelines of the joint 5 ministerial regulations in 2011. Page 17. There is a lack of equal distribution and the need for PJOK teachers is around 13 teachers. It can be concluded that for the level of public elementary schools, the distribution of teachers is in the equal category with a total of 18 public elementary schools, there are 11 public elementary schools that have an equal level and 7 schools have not been evenly distributed for the needs of teachers, this is because many of these schools involve non-formal teachers. civil servant. If it is explained in terms of the needs of Non-PNS teachers, in the district of Binjai, there is a shortage of around 7 teachers. This is in accordance with the regulations in accordance with the technical guidelines for the joint regulation of 5 ministers in 2011. Page 17 with a total need of 24 teachers. From the results of data exposure that has been presented, it can be analyzed on the distribution of PJOK teachers that, at the school level, the need for PJOK teachers is fairly even, this is because many schools use honorary teachers to cover the needs of PJOK teachers in Binjai Kota sub-district. Meanwhile, at the sub-district level, public elementary schools in the Binjai Kota sub-district have not yet received the maximum equal distribution of PJOK teachers, therefore better equity is needed so that the proportion of teachers according to the needs and obligations of these teachers can be met.

**South Binjai District.** From the results of the analysis and observations conducted by researchers in the city of Binjai sub-district, Binjai Municipality, North Sumatra province, there are 25 public schools at the elementary school level with the number of study groups (rombel) totaling 195 with PJOK lesson hours 780 lesson hours and the number of teachers There are 19 civil servants. So if it is averaged by the distribution of PJOK teachers in the district of Binjai Kota in accordance with the technical guidelines for the joint 5 ministerial regulations in 2011. Page 17 There is a lack of equal distribution and the need for PJOK teachers is around 13 teachers. It can be concluded that for the level of public elementary schools the distribution of teachers is in the unequal category with a total of 25 public elementary schools there are 13 public elementary schools that have an equal level and 12 schools have not been evenly distributed for the needs of teachers this is because many of these schools involve non-formal teachers. -PNS. If it is explained in terms of the needs of Non-PNS teachers, in the Binjai City sub-district there is a shortage of around 17 teachers. This is in accordance with the regulations in accordance with the technical guidelines of the joint 5 ministerial regulations in 2011. From the data that has been collected an analysis of the distribution of PJOK teachers can be carried out that, at the school level, the need for PJOK teachers is relatively even, this is because many schools use honorary teachers to cover the needs of PJOK teachers in the South Binjai sub-district. Meanwhile, at the sub-district level, public elementary schools in the South Binjai sub-district have not yet received the maximum equal distribution of PJOK teachers, therefore better equity is needed so that the proportion of teachers that suit the needs and obligations of these teachers can be met.

## 4 Research Discussion

From the results of the analysis that has been carried out by researchers through interview guidelines compiled by researchers and given to resource persons, it can be explained that the mechanism for implementing the arrangement and distribution of PNS teachers at the state elementary school level, namely the education unit collects data on the shortcomings and strengths of existing teachers. in the education unit, the need for facilities and infrastructure, as well as school management. Schools can't just make reports on teacher needs analysis because the office has a supervisor who is in charge of supervising the school. Supervisors here are usually placed in each sub-district. The calculation of teacher needs here refers to the pattern of calculating teacher needs in the technical guidelines for implementing existing regulations. The school then reports the results of the needs analysis to the Binjai Municipal Education Office. The Binjai Municipal Education Office is in charge of receiving and recapitulating all reports that come from schools, and submitting them to the BKD. BKD then processes and follows up in the form of teacher arrangement. The results of the analysis related to the distribution of PJOK teachers in Binjai Municipality at the public elementary school level, there are 5 sub-districts in Binjai Municipality with a total of 119 public elementary schools. Of these schools, there are 956 rombel (study groups) or study classes. Public elementary schools in Binjai City use the 2013 curriculum with a total of 4 lesson hours (jp) with a time of 1 JP 35 minutes, so the total PJOK lesson hours for Binjai Municipal Elementary School are 2,230 hours. There are 97 PJOK teachers with PNS status while PJOK teachers with Non-PNS status totaling 62 from this data, which can be seen in Figure 1 as follows:

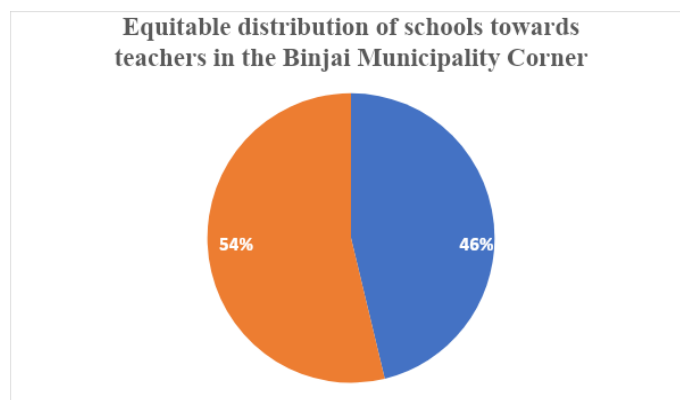


**Figure 1.** Graph of Number of Teachers and Teacher Needs for SD Negeri PJOK Madya City Binjai

The results of the analysis conducted at the school level In the field of government, there are still many schools that do not have PJOK teachers with civil servant status in these schools to cover the shortage, teachers with non-civil servant status (honorary) are placed. Based on the data obtained, there are several schools that have an even adequacy of teachers but not infrequently some schools also lack teachers, especially PJOK teachers so it can be concluded that the need for PJOK teachers in Binjai Municipality is not evenly distributed. The distribution of teachers in every school in Binjai City has not been evenly distributed, it can be seen from the percentage value of equity from 119 public elementary schools in Binjai City, there are 54% or 64 elementary schools that are not evenly distributed, while 55 schools in Binjai Municipality



are 46%. It's even. The graphic image of school equity in Binjai Municipality can be seen in Figure 2. as follows:



**Figure 2.** School Equity towards PJOK Teachers in Binjai Municipality

There is an even distribution of schools towards good PJOK teachers in Binjai City. The analysis was also carried out through the assumption that 1 teacher with civil servant status is at least in each school and each teacher is only allowed to teach a maximum of 24 hours of lessons, which if there are excess hours in a school that is more than 24 hours of lessons, it must be filled by a PJOK teacher with civil servant status. . The results of the analysis show that the need for PJOK teachers to cover the shortage of teachers with civil servant status in Binjai Municipality is 62 people. The current number of teachers with civil servant status is 97 people and 159 teachers are needed.

## 5 Conclusion

After conducting research through qualitative descriptive data analysis, it can be concluded that:

The results of the data findings in the field are known to be 5 sub-districts in Binjai City with a total of 119 public elementary schools. Of these schools, there are 956 rombel (study groups) or study classes. Public elementary schools in Binjai City use the 2013 curriculum with a total of 4 lesson hours (jp) with a time of 1 JP 35 minutes, so the total PJOK lesson hours for Binjai Municipal Elementary School are 2,230 hours. There are 97 PJOK teachers with PNS status while PJOK teachers with Non-PNS status are 62, so the ratio between PNS teachers and Non-PNS (Honorer) teachers is around 0.6.

From the results of the research that has been done, there are no subject teachers who teach sports teachers. The distribution of PJOK teachers in Binjai Municipality can be said to be unequal, this can be seen from the exposure of research data which shows that there are 97 PJOK teachers with PNS status while PJOK teachers with Non-PNS status are 62, of the total teachers needed as many as 159 people. The distribution of teachers in every school in Binjai City has not been evenly distributed, it can be seen from the percentage value of equity from 119 public elementary schools in Binjai City, there are 54% or 64 elementary schools that are not evenly distributed, while 55 schools in Binjai Municipality are 46%. It's even.

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