

2005 Studi Pengangkatan dan Penempatan Guru di Kabupaten Pacitan, Jatim
(Sub-penelitian berjudul “Teacher Employment and Deployment in Indonesia:
Opportunities for Equity, Efficiency and Quality Improvement”
Kerjasama Ditjen PMPTK, World Bank, dan AusAid)

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Untuk membantu kabupaten / kota terpilih dalam melakukan tugasnya mengumpulkan data, menganalisis dan menyusun rekomendasi kebijakan dari hasil studi dimaksud, dan sebagai tindak lanjut dari pertemuan kita di Hotel Hilton, Surabaya, 19 Juli 2005, mohon Saudara menugaskan seorang ahli yang relevan dengan topik studi dari Universitas yang Saudara pimpin untuk menghadiri workshop dan menjadi konsultan untuk studi ini dan yang akan diadakan pada :

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Demikianlah surat ini disampaikan. Atas kerjasama dan dukungannya sebelumnya diucapkan terima kasih.



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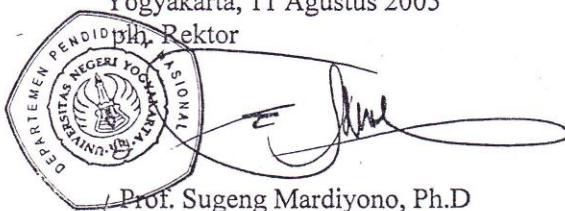
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Dengan hormat, kami berterima kasih atas kerjasama saudara dalam pengumpulan dan pengiriman data sampel sekolah pada tim studi. Sesuai dengan jadwal, kegiatan selanjutnya adalah kunjungan ke daerah untuk melakukan analisa atas hasil data sampel sekolah dengan kebijakan yang ada di daerah, yang akan dihadiri oleh Sekertaris Daerah, BKD, Kepala Dinas, Konsultan Universitas, Tim Pusat Studi dan instansi daerah terkait bila diperlukan.

Sekedar mengingatkan kembali, untuk melakukan analisa diperlukan kelengkapan data sebagai berikut :

- Hasil proses data sampel sekolah dari tim studi pengangkatan dan penempatan guru.
- Data kebijakan daerah sesuai Format isian ANNEX C untuk SD, SMP dan SMU.

Agar pelaksanaan dapat berjalan dengan baik, dimohon menghubungi tim pusat yang akan mendampingi ke daerah untuk menyesuaikan jadwal. Demikian, atas kerjasama dan dukungannya diucapkan terimakasih.



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The World BankINTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT
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Telephone: (62-21) 52993000 • Facsimile: (62-21) 52993111**AGREEMENT NO. 7654070**

THIS AGREEMENT ("Agreement") is entered into this September 6, 2005 by and between International Bank for Reconstruction and Development/The World Bank ("Bank") through its resident mission located in Jakarta, Indonesia and Mr. Sugirin ("Contractor"), located at Jalan Ismoyo 25, Wirobrajan, Yogyakarta 55252.

WHEREAS, the Bank wishes to have Contractor, to conduct the data collection of a World Bank's study on teacher employment and deployment at Kabupaten Pacitan, Jawa Timur.

WHEREAS, Contractor wishes to provide such services;

NOW THEREFORE THE PARTIES HERETO in consideration of the mutual covenants contained herein and other good and valuable consideration, the sufficiency and receipt of which are hereby severally acknowledged, hereby agree as follows:

1. Work: Contractor shall perform the services as specified in the Terms of Reference, attached hereto and made integral part of this Agreement. Contractor shall perform these services as an independent contractor under the general guidance of the Bank and neither he nor any of his associates providing assistance to him under this Agreement (Associates) shall act as agents or employees of the Bank. The Bank will expeditiously provide all relevant information to allow Contractor to complete the services specified.

2. Term: Contractor shall perform the services specified above during the period commencing September 1, 2005 and continuing through December 5, 2005. Either party may terminate this Agreement at any time on ten (10) days written notice to the other. In the event of such termination, the Bank shall pay Contractor for services rendered to the date of termination, and Contractor shall provide the Bank with any reports or parts thereof, or any other information and documentation gathered under this Agreement prior to the date of termination.

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- | | |
|---------------|--|
| IDR 2,000,000 | upon completion of the training for data collector at district level; |
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Invoices for payment(s) shall be submitted in duplicate to Mr. Bakti Sudaryono of the Jakarta Resident Mission. It is understood that the above amount includes all of Contractor's overhead. Overhead expenses to be covered include communication services, secretarial and administrative services (word processing), in-city transport, and office space. The Bank's policy in establishing the amounts paid is based on the understanding that any tax obligation that maybe imposed will be assumed by the Contractor.

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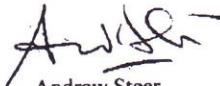
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12. Amendment: This Agreement may not be modified except by prior written consent of both parties.
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14. Dispute Resolution: Any dispute arising out of the Agreement, which cannot be amicably settled between the parties, shall be referred to adjudication/arbitration in accordance with the laws of Indonesia.

IN WITNESS WHEREOF the parties have caused this Agreement to be executed

INTERNATIONAL BANK FOR RECONSTRUCTION
AND DEVELOPMENT/THE WORLD BANK



Andrew Steer
Country Director, Indonesia

Date: _____

CONTRACTOR



Sugirin
Date: 09/20/2005

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45622

Opportunities for Equity, Efficiency and Quality Improvement | i

TEACHER EMPLOYMENT AND DEPLOYMENT IN INDONESIA

OPPORTUNITIES FOR EQUITY, EFFICIENCY AND QUALITY IMPROVEMENT

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1. EXECUTIVE SUMMARY

The effective management of Indonesia's teaching force is of crucial importance to the development of the country's educational system.

The morale and commitment of teachers depends to a large extent on the ways in which their recruitment, initial training, posting, in-service training, transfer, promotion, appraisal, and professional and administrative supervision are managed. Effective teacher management can lead to a competent, motivated, high quality teaching service.

Effective teacher management is also critical from a financial perspective. In the context of budgetary constraints, it is not realistic for Indonesia to aim at further expansion and a more equitable provision of education services irrespective of cost. Making sure that the teaching staff available are allocated and used in the most efficient way and that additional staff requirements are met in a cost-effective manner has become a high priority. At the same time, equitable staff allocation across all schools is essential.

With more than 2.6 million teachers in Indonesia¹, the task of teacher management involves significant challenges. As part of the process of decentralization and the devolution of the national government's areas of authority and responsibility in 2001, the responsibility for most matters related to the employment and deployment of teachers was transferred from the national to the district level. As a result of this devolution, a number of issues need to be addressed. In 2005, the Directorate General for Quality Improvement of Teacher and Education Personnel, with support from the World Bank, the Government of the Netherlands and AusAID, initiated a study on teacher management, the focus of which was on teacher employment and deployment in primary and junior secondary schools.

The study aimed to investigate the policies and practices governing teacher employment and deployment in such schools. The major issues investigated included the distribution of teachers, the staffing of remote schools, teachers' workloads, the overall supply of teachers, teacher remuneration and teacher quality. A highly participatory case-study approach was used and included a field survey of 385 schools (276 primary, 70 junior secondary and 39 senior secondary) in 12 sampled districts/municipalities. In addition, a two-day workshop, involving representatives from all participating districts, was held to analyze the survey results and to determine policy implications.

Major Findings

The evidence provided by the data from the districts, together with the inputs and discussion at a follow-up workshop to discuss findings of the survey, identifies six major issues relating to teacher employment and deployment:

¹ MoNE data from Balitbang, 2004

1. Uneven distribution of teachers: The district data show that there are marked inequities in the deployment of teachers both across schools and districts. Some 68% of urban and 52% of rural primary schools have an excess of teachers, while 66% of remote schools have a deficit. The imbalance between urban and remote areas is not as marked in junior secondary schools. Overall, some 81% of junior secondary schools have an excess, while 13% have a deficit.² There are also reported mismatches in regard to subject needs in schools compared with teacher expertise, particularly in English, sport and religion. Notwithstanding the question of excess and deficit of teachers in schools (point 4 below), it is clear that there is an uneven distribution of teachers across both schools and districts.

2. Inequities for remote schools: The district data indicate that there are acute shortages of staff in the majority of remote schools, with 93% claiming that they had a deficit.³ Although there is a requirement for teachers, as civil servants, to serve where they are posted, the policy is clearly not being consistently implemented. As a result of the deficits in the remote areas, some teachers have excessive workloads. These factors ultimately have an adverse impact the students. The deficit of teachers in remote areas has been explained in terms of resistance to postings in such areas due to lack of adequate housing; poor transport; domestic responsibilities; concerns about the isolation from family and friends; and the generally poor services and facilities in remote areas.

3. Teachers' Low Workloads: There is great variation in the actual workloads of teachers. The district data show that almost half the primary teachers were reported to have a workload of less than the minimum of 18 hours per week. Amongst junior secondary teachers, some 44% work less than 18 hours.⁴ A major factor contributing to workload inequities is that specialist teachers, particularly those teaching sport and religious studies in smaller primary schools, may not have enough classes for a full teaching load. Similarly, most junior secondary teachers teach only one subject, which restricts flexibility in staff allocation and increases staffing requirements.

4. Excessive Staffing Levels: National educational policy stipulates that, after a school is given its minimum teacher entitlement, a student-teacher ratio (STR) in primary schools of 40:1 and in junior secondary schools of 28:1 is to be applied. These ratios are unrealistically high and are well in excess of comparable international STRs. In fact, the actual ratios found in Indonesian schools indicate that the policy is not being applied. The survey sample data show that the actual STR is 19.0 for primary schools and 15.6 for junior secondary schools.⁵ Available national data show ratios of 21:1 for primary schools and 14:1 for junior secondary schools.⁶ By comparison, the average STR amongst Asia/Pacific countries is approximately 31:1 for primary schools and 25:1 for junior secondary schools.⁷ Given the relatively low STRs and the relatively low workload noted above, it is reasonable to conclude that actual staffing levels in Indonesian primary and junior secondary schools are excessive.

² Teacher Employment and Deployment survey, 2005

³ Ibid

⁴ Ibid

⁵ Ibid

⁶ MoNE data from Balitbang, 2004

⁷ Edstats online query database; note that the results for Indonesia in the Edstats database are in fact similar to the national data from Balitbang, so comparison of Indonesia data to international data appears valid.

5. Low Remuneration: It is generally acknowledged that teacher salaries are low compared with other civil servants with similar qualifications. Allowances paid to teachers vary greatly, depending on local circumstances. The field data show that only 36% of primary teachers and 52% of junior secondary teachers receive district allowances. Only 14% of primary teachers and 45% of junior secondary teachers receive a school level incentive. Unsurprisingly, inequities are most apparent in districts and/or school communities that do not have sufficient financial resources to pay allowances, rather than in better off district and/or communities. Anecdotal evidence suggests that the generally low level of remuneration affects teacher motivation, attendance, and performance, and that it is not uncommon for teachers to take a second job to make ends meet. The new Teacher Law is designed to address issues of remuneration, but in the context of quality where teachers are also expected to improve their skills and qualifications and meet minimum working hours in order to receive the remuneration. As increases in allowances will have significant nation-wide budgetary implications, the importance of efficiencies in teacher management have become even more critical.

6. The Quality of Teachers: Although the sample field study did not focus on the collection of specific data on the quality of teaching and learning nor on teacher competencies, these issues were raised extensively at the workshop to discuss the survey results. Apart from the generally low level of quality inputs (e.g. textbooks and teaching/learning materials), the factors above probably result in sub-optimal performance on the part of both teachers and students. The Teacher Law is partly intended to address issues related to teacher qualifications and certification, linking these to remuneration.

Policy Recommendations

Based on the findings of the Study, a total of 42 policies have been formulated. To address the six major issues summarized above. The reform of systems of teacher employment and deployment should be based on the following two broad policy thrusts:

- Introducing system-wide equity in resource allocation by moving to a students – per - teacher school staffing entitlement and in so doing improving efficiency; and
- Implementing policies that deploy teachers according to school needs, to improve equity, access and quality of education.

For ease of reference and follow-up, the recommendations have been grouped to align with likely administrative responsibilities:

- Teacher recruitment, appointment, salaries and allowances;
- Classification of schools;
- Teacher posting, transfer and attendance;
- Teacher progression and promotion;
- Staffing of schools;
- Class size, including multigrade classes;
- Teaching workload;
- Teaching subjects;
- Student-staff ratios;
- Teacher housing in remote areas; and
- School mergers.

It is envisaged that through implementation of the recommended policies, Indonesia's education system will achieve a more equitable and efficient distribution, which will improve both access and

quality while also achieving significant financial savings. This study estimates that current teaching levels are 21% above optimal levels and that improved efficiencies could result in savings in salary costs in the vicinity of 5.8 trillion Rupiah per annum.⁸

In order for policies to be implemented effectively, all interested parties must be aware of and take into account the context and realities of the situation. Feasibility issues and activities relating to implementing the recommended policies from a government perspective include:

- Status of current policies;
- Governance provisions;
- Organization and management structures;
- Capacity and systems;
- Service in remote schools;
- Teacher demand and supply;
- Potential for corruption; and
- Required resources.

In recognition of the magnitude of the challenges involved in reforming systems of teacher employment and deployment nation-wide, the report has identifies a suite [25] of the recommended polices for trial in a number of selected districts.

Conclusion

The importance of addressing the issues related to the employment and deployment of teachers cannot be overstated. The proposed initiatives have significant implications for improving equity and efficiency and are vital for achieving improved access to and an improved quality of Indonesia's school system.

⁸ Study team estimates. See Section 0 for calculations

Laporan

**STUDI TENTANG
PENGANGKATAN DAN PENEMPATAN
GURU**

**KABUPATEN PACITAN
PROVINSI JAWA TIMUR**

**SUGIRIN
UNIVERSITAS NEGERI YOGYAKARTA**

TAHUN 2005

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I. TUJUAN PENELITIAN

Tujuan penelitian ini secara umum adalah untuk meningkatkan kapasitas Pemerintah Daerah dalam mengembangkan analisis ketersediaan dan kebutuhan guru. Tujuan khusus adalah:

1. Meningkatkan kemampuan pemerintah dalam pengembangan data dasar tentang tenaga pendidik.
2. Mengembangkan kebijakan pemerintah tentang pengangkatan dan penempatan guru.

II. METODE PENELITIAN

1. Sasaran Penelitian

Sasaran penelitian ini adalah sekolah-sekolah (SD s.d. SMA) di wilayah Kabupaten Pacitan, Jawa Timur, yang meliputi daerah perkotaan, pedesaan dan terisolir.

2. Penarikan Sampel

Pada awal penelitian, di Kabupaten Pacitan terdapat 425 sekolah. Karena proses "regrouping" sekarang tinggal ada 419. Berdasarkan Pedoman Pengambilan Sampel, hanya ada 3 kecamatan yang digunakan sebagai sampel, yaitu kecamatan yang paling banyak desa perkotaannya, kecamatan yang paling banyak desa pedesaannya, dan kecamatan yang paling banyak desa terisolirnya. Dengan memperhatikan usulan dan saran pihak Dinas Pendidikan Kabupaten Pacitan, maka ditetapkan 31 sekolah (22 SDN, 5 SMPN, 3 SMAN dan 1 SMP swasta) dari 5 kecamatan sebagai sampel dalam penelitian ini. Daftar nama sekolah, alamat sekolah, dan jumlah murid dapat dilihat pada Tabel 1.

Nama Sekolah, Lokasi dan Jumlah Murid

No	Nama Sekolah	Alamat Sekolah	Jumlah Murid
KEC. PACITAN			
1	SDN Baleharjo II	Jl. A. Yani, Pacitan	557
2	SDN Sirnobojo II	Desa Sirnobojo	140
3	SMPN 1 Pacitan	Jl. A. Yani No. 41, Pacitan	1.276
4	SMP PGRI Pacitan	Desa Sambong	51
5	SMAN 1 Pacitan	Jl. Letjen Suprapto 49 Pct.	919
KEC. KEBONAGUNG			
6	SDN Purwoasri II	Desa Purwoasri	130
7	SDN Sidomulyo I	Desa Sidomulyo	104
8	SDN Banjarjo	Desa Banjarjo	145
9	SDN Kebonagung	Desa Kebonagung	59
10	SDN Karanganyar	Desa Karanganyar	57
11	SDN Klesem II	Desa Klesem	227
12	SMPN 1 Kebonagung	Desa Purwoasri	703
KEC. TULAKAN			
13	SDN Kluwih I	Desa Kluwih	122
14	SDN Bubakan I	Desa Bubakan	264
15	SDN Tulakan I	Desa Tulakan	179

16	SDN Jatigunung I	Desa Jatigunung	145
17	SDN Padi I	Desa Pati	90
18	SDN Tulakan III	Desa Bungur	95
19	SDN Kalikuning III	Desa Kalikuning	229
20	SMPN 1 Tulakan	Jl. Dewi Sartika 9 Tulakan	586
21	SMAN 1 Tulakan	Desa Bungur	343
KEC. PUNUNG			
22	SDN Wareng	Desa Wareng	120
23	SDN Punung I	Desa Punung	157
24	SDN Mantren I	Desa Mantren	110
25	SDN Piton II	Desa Piton	93
26	SDN Kendal	Desa Kendal	81
27	SDN Bomo III	Desa Bomo	65
28	SDN Tinatar II	Desa Tinatar	111
29	SMPN 1 Punung	Jl.Ry Kebonagung DsSoko	831
30	SMAN 1 Punung	Jl.Ry Kebonagung DsSoko	597
KEC. PRINGKUKU			
31	SMPN 2 Pringkuku	Desa Glinggangan	160

3. Pengumpulan Data

Pengumpulan data dilakukan oleh 7 Pengawas Sekolah di lingkungan Dinas Pendidikan Kab. Pacitan setelah memperoleh pelatihan dalam pengumpulan data maupun pengisian format. Pelatihan dilakukan pada kunjungan pertama konsultan ke Dinas Pendidikan Kabupaten Pacitan (12-13 September 2005). Untuk memastikan diikutinya prosedur dan kelengkapan data yang terkumpul, konsultan melakukan pemantauan pada kunjungan kedua (27-28 September 2005). Terhadap data yang telah terkumpul dilakukan verifikasi dalam Workshop ke-2 (dengan petugas pengumpul data) di Kantor Dinas Pendidikan Kabupaten Pacitan (12-13 Oktober 2005). Permasalahan yang muncul didiskusikan bersama konsultan dan Tim Peneliti untuk memperoleh alternatif pemecahan.

4. Analisis Data

Data yang telah terkumpul dianalisis secara statistik untuk melihat kecenderungan kondisi variable yang ada. Kecenderungan-kecenderungan ini kemudian digunakan sebagai bahan diskusi untuk melihat kebijakan-kebijakan pemerintah (Pemda/Pusat) sehingga dapat ditarik kesimpulan untuk merumuskan kebijakan daerah atau usulan kebijakan daerah sebagai alternatif kebijakan sebagai salah satu hasil penelitian ini.

III. HASIL PENELITIAN

Penelitian ini menghasilkan data kuantitatif yang besar jumlahnya. Untuk mempermudah interpretasi, disajikan tabel-tabel hasil analisis data yang terkumpul sebagai berikut:

1. Rasio siswa-guru, siswa-rombongan belajar (rombel), siswa-kelas, dan siswa-sekolah.

1.1 Menurut jenis sekolah

Sekolah	Statistik	Rasio siswa-guru	Rasio siswa-rombel	Rasio siswa-kelas	Rasio siswa-sekolah
SD	Mean	14,5	22,0	25,2	151,1
SMP	Mean	15,0	37,2	243,1	729,2
SMA	Mean	14,2	38,8	206,7	620,0
Total	Mean	14,6	26,2	79,7	294,4

1.2 Menurut kategori daerah

Sekolah	Statistik	Rasio siswa-guru	Rasio siswa-rombel	Rasio siswa-kelas	Rasio siswa-sekolah
Urban	Mean	16,4	22,0	25,2	151,1
Rural	Mean	14,1	37,2	243,1	729,2
Total	Mean	14,6	38,8	206,7	620,0

2. Jam mengajar per minggu

2.1 Menurut jenis sekolah

Sekolah	Mean	Maksimum	Minimum
SD	23,8	40	0
SMP	16,88	27	0
SMA	14,79	30	0
Total	18,67	40	0

2.2 Menurut kategori daerah

Kategori	Mean	Maksimum	Minimum
Urban	18,71	40	0
Rural	18,65	39	0
Total	18,67	40	0

3. Kebutuhan guru untuk sekolah

3.1 Kekurangan guru

3.1.1 Menurut jenis sekolah

Sekolah	Mean	Maksimum	Minimum
SD	1,86	9	0
SMP	6,83	14	0
SMA	6,83	14	0
Total	2,62	14	0

3.1.2 Menurut kategori daerah

Kategori	Mean	Maksimum	Minimum
Urban	1,57	11	0
Rural	3,00	14	0
Terisolir	4,68	14	0
Total	2,82	14	0

4. Tugas Bukan Mengajar

Jumlah tenaga selain guru (tugas bukan mengajar)

4.1 Menurut jenis sekolah

Sekolah		Adm	Benda-hara	Instal-asi	Laboran	Pustaka	Bengkel	Ketik	Penjaga sekolah
SD	Sum	20	0	0	0	183	0	0	1,76
	Mean	.10	,00	,00	,00	,94	,00	,00	,90
SMP	Sum	6	19	2	5	22	0	50	29
	Mean	.26	,83	,09	,22	,96	,00	2,17	1,26
SMA	Sum	4	9	1	2	10	1	30	18
	Mean	.33	,75	,08	,17	,83	,08	2,50	1,50
Total	Sum	30	28	3	7	215	1	80	223
	Mean	.13	,12	,01	,03	,93	,00	,35	,97

4.1 Menurut kategori daerah

Sekolah		Adm	Bendhr	Instalasi	Laboran	Pustaka	Bengkel	Ketik	Penjaga sekolah
Urban	Sum	17	9	1	2	112	0	28	105
	Mean	,19	,10	,01	,02	1,23	,00	,31	1,15
Rural	Sum	12	15	2	5	92	1	49	104
	Mean	,11	,13	,02	,04	,81	,01	,43	,91
Ter-isolir	Sum	1	4	0	0	11	0	3	14
	Mean	,04	,16	,00	,00	,44	,00	,12	,58
Total	Sum	30	28	3	7	215	1	80	223
	Mean	.13	,12	,01	,03	,93	,00	,35	,97

8. Kemajuan Siswa

8.1 Persentase angka DO, DO dibagi jumlah siswa per kelas

8.1.1 Menurut jenis sekolah

Sekolah	Statistik	Kelas						Jumlah
		1	2	3	4	5	6	
SD	Mean	0,0	0,0	0,0	0,0	0,0	0,0	0,0
SMP	Mean	0,9	0,4	0,0	0,0	0,0	0,0	0,4
SMA	Mean	0,5	0,3	0,0	0,0	0,0	0,0	0,3
Total	Mean	0,2	0,1	0,00	0,0	0,0	0,0	0,1

8.1.2 Menurut kategori daerah

Sekolah	Statistik	Kelas						Jumlah
		1	2	3	4	5	6	
Urban	Mean	0,0	0,1	0,0	0,0	0,0	0,0	0,0
Rural	Mean	0,2	0,1	0,0	0,0	0,0	0,0	0,1
Total	Mean	0,2	0,1	0,0	0,0	0,0	0,0	0,1

8.2 Persentase mengulang, mengulang dibagi jumlah siswa per kelas

8.2.1 Menurut jenis sekolah

Sekolah	Statistik	Kelas						Jumlah
		1	2	3	4	5	6	
SD	Mean	11,6	5,4	3,6	2,4	1,8	0,0	4,2
SMP	Mean	0,0	0,1	0,0	0,0	0,0	0,0	0,0
SMA	Mean	0,0	0,0	0,0	0,0	0,0	0,0	0,0
Total	Mean	8,5	3,9	2,7	1,7	1,3	0,0	3,1

8.2.2 Menurut kategori daerah

Sekolah	Statistik	Kelas						Jumlah
		1	2	3	4	5	6	
Urban	Mean	4,7	4,7	2,8	0,0	0,0	0,0	2,2
Rural	Mean	9,4	3,8	2,6	2,2	1,6	0,0	3,3
Total	Mean	8,5	3,9	2,7	1,7	1,3	0,0	3,1

9. Kelas Rangkap

Kelas rangkap yang dilaporkan di sini adalah kelas rangkap untuk tingkat SD.

Kelas Rangkap	Frequensi	Percent	Valid Percent	Cumulative Percent
Ya	9	4,6	4,6	4,8
Tidak	186	95,4	95,4	100,0
Total	195	100,0	100,0	

10. Keterangan umum tentang siswa

Jumlah Siswa menurut kelas dan gender

10.1 Menurut jenis sekolah

Sekolah	Kelas 1		Kelas 2		Kelas 3		Kelas 4		Kelas 5		Kelas 6		Jumlah		
	L	P	L	P	L	P	L	P	L	P	L	P	L	P	L+P
SD	281	262	272	284	320	271	294	245	284	255	276	271	1737	1588	3325
SMP	564	590	602	638	638	814	0	0	0	0	0	0	1804	1842	3646
SMA	263	342	285	342	251	377	0	0	0	0	0	0	799	1061	1860
Total	1118	1194	1159	1264	1209	1282	294	245	284	255	276	271	4340	4491	8831

10.2 Menurut kategori daerah

Ktgr	Kelas 1		Kelas 2		Kelas 3		Kelas 4		Kelas 5		Kelas 6		Jumlah		
	L	P	L	P	L	P	L	P	L	P	L	P	L	P	L+P
Urbn	387	396	380	461	471	450	87	70	82	67	73	83	1480	1527	3007
Rurl	731	798	779	803	736	812	207	175	202	188	203	188	2860	2964	5824
Total	1118	1194	1159	1264	1209	1262	294	245	284	255	276	271	4340	4491	8831

11. Keterangan umum tentang guru

11.1 Jumlah guru menurut gender

11.1.1 Menurut jenis sekolah

Sekolah	Guru Tetap (GT)			Guru Tidak Tetap (GTT)			GT+GTT
	L	P	L+P	L	P	L+P	
SD	101	88	189	21	14	35	224
SMP	104	84	188	24	36	60	248
SMA	58	36	94	17	22	39	133
Total	263	206	471	62	72	134	805

11.1.2 Menurut kategori daerah

Kategori	Guru Tetap (GT)			Guru Tidak Tetap (GTT)			GT+GTT
	L	P	L+P	L	P	L+P	
Urban	69	80	149	13	26	39	188
Rural	194	128	322	49	46	95	417
Total	263	208	471	62	72	134	605

11.2 Menurut kelompok umur

11.2.1 Menurut jenis sekolah

Sekolah	< 20	20-29	30-39	40-49	50-59	> 60	Jumlah
SD	2	14	31	173	0	0	220
SMP	0	24	88	83	17	15	227
SMA	3	11	48	55	14	0	131
Total	5	49	167	311	31	15	578

11.2.2 Menurut kategori daerah

Sekolah	< 20	20-29	30-39	40-49	50-59	> 60	Jumlah
Urban	0	8	44	90	4	15	161
Rural	5	41	123	221	27	0	417
Total	5	49	167	311	31	15	578

11.3 Menurut Golongan/Pangkat

11.3.1 Menurut jenis sekolah

Sekolah	Gol I	Gol II	Gol III	Gol IV	Jumlah
SD	0	6	73	109	188
SMP	0	1	134	53	188
SMA	0	0	40	54	94
Total	0	7	247	216	470

11.3.2 Menurut kategori daerah

Kategori	Gol I	Gol II	Gol III	Gol IV	Jumlah
Urban	0	2	78	88	148
Rural	0	5	169	148	322
Total	0	7	247	216	470

IV. PERMASALAHAN DAN SOLUSINYA

Dari data kuantitatif yang ditampilkan di atas tercermin beberapa permasalahan yang perlu diperhatikan dalam perencanaan pengangkatan dan penempatan guru di Kabupaten Pacitan, Jawa Timur. Permasalahan tersebut terutama terkait dengan distribusi guru dan guru tidak tetap (GTT) yang masih cukup tinggi persentasenya.

Area kebijakan, permasalahan dan solusi alternatifnya

No	Area Kebijakan	Masalah/Issue	Solusi Alternatif
1	Penempatan guru	<ul style="list-style-type: none"> a. Rasio guru siswa di daerah perkotaan lebih besar dari daerah pedesaan, dan daerah terisolir lebih kecil dari kebijakan nasional. b. Rerata rom.bel. di daerah perkotaan lebih besar dari daerah pedesaan dan daerah terisolir. c. Rasio siswa-kelas di daerah perkotaan lebih besar dari pedesaan dan daerah terisolir. 	<ul style="list-style-type: none"> 1. Pemberian insentif terhadap guru di daerah terisolir. 2. Prioritas penempatan guru baru di daerah terisolir.

2	Beban mengajar guru	<ul style="list-style-type: none"> a. Rerata jam mengajar guru hampir sama antara guru di daerah perkotaan dan di pedesaan dan daerah terisolir b. Rerata jam mengajar 18,7 jam, hanya sedikit di atas standar nasional 	<ul style="list-style-type: none"> 1. Meningkatkan standar jam mengajar menjadi 24 jam/ minggu.
3	Kebutuhan guru	<ul style="list-style-type: none"> a. Jumlah kekurangan guru di daerah pedesaan dan terisolir lebih besar dari daerah perkotaan. b. Sekolah di daerah terisolir umumnya kekurangan guru. c. Kekurangan guru lebih kecil di tingkat SD. 	<ul style="list-style-type: none"> 1. Mutasi guru dari perkotaan ke pedesaan dan daerah terisolir. 2. Menaikkan standar jam mengajar guru.
4	Tenaga Kependidikan bukan guru	<ul style="list-style-type: none"> a. Rata-rata sekolah kekurangan tenaga instalasi, laboran, bengkel. b. Kekurangan lebih besar di daerah terisolir. 	<ul style="list-style-type: none"> 1. Pengangkatan tenaga kependidikan bukan guru.
5	Gaji dan insentif	<ul style="list-style-type: none"> a. Guru tidak tetap lebih banyak di daerah terisolir dan pedesaan. b. Gaji dan insentif guru daerah perkotaan lebih besar dari pedesaan dan daerah terisolir. 	<ul style="list-style-type: none"> 1. Penataan/rasionalisasi pendapatan guru. 2. Pemberian insentif kepada guru di daerah terisolir.
6	Besar kelas	<ul style="list-style-type: none"> a. Rata-rata kelas di perkotaan lebih besar dari pedesaan dan daerah terisolir. b. Kelas parallel hanya terdapat di perkotaan dan pedesaan. c. Ada kelas rangkap di daerah terisolir karena kekurangan guru. 	<ul style="list-style-type: none"> 1. Penambahan jumlah kelas. 2. Peningkatan jam belajar. 3. Kelas parallel di perkotaan dan pedesaan. 4. Dikeluarkan SK Bupati tentang kelas rangkap.
7	Kemajuan siswa	Angka DO antara siswa sekolah perkotaan lebih kecil dari pedesaan serta daerah terisolir. Angka terbesar terjadi pada kelas 1 dan 2 SD.	<ul style="list-style-type: none"> 1. Pemantapan implementasi program wajar 9 tahun. 2. Pemberian bantuan pembinaan untuk siswa pedesaan, terutama yang orang tuanya menjadi TKI.

8	Keterangan umum tentang siswa	<p>a. Rerata jumlah siswa laki-laki dan perempuan baik di perkotaan, pedesaan maupun daerah terisolir cukup berimbang.</p> <p>b. Pada jenis sekolah, pada tingkat SMA, jumlah siswa perempuan lebih besar dari siswa laki-laki.</p>	--
9	Keterangan umum tentang guru	<p>a. Jumlah guru laki-laki dan perempuan hampir imbang.</p> <p>b. Proporsi jumlah guru perempuan di perkotaan dan pedesaan lebih besar dari daerah terisolir.</p> <p>c. Guru berusia di atas 50 th ada 8%.</p> <p>d. Guru tidak tetap di pedesaan dan daerah terpencil banyak yang usianya sudah di atas 46 th.</p> <p>e. Guru Penjas, Bahasa Inggris dan Keterampilan/Kerajian masih kurang.</p>	<p>1. Persiapan pengangkatan guru dengan memperhatikan guru tidak tetap dengan usia di atas 40 th.</p> <p>2. Pengangkatan guru untuk bidang studi tertentu.</p>

V. KOMENTAR DAN SARAN

Komentar

Secara kuantitas, Kabupaten Pacitan tidak kekurangan guru. Namun penyebaran guru yang ada kurang merata untuk daerah terisolir. Ketidakmerataan juga terjadi pada bidang-bidang studi tertentu. Akhirnya di daerah terisolir terdapat kelas rangkap (multi-grade class). Selain itu guru di daerah terisolir ada yang harus mengajar mata pelajaran yang bukan menjadi bidang keahliannya.

Terlepas dari permasalahan yang secara nyata dihadapi, Pemerintah Daerah sangat hati-hati dalam mencari pemecahan masalah. Pada umumnya kebijakan yang diambil tidak jauh berbeda dengan kebijakan yang berlaku secara nasional.

Saran

- Kewenangan Pemda c/o Dinas Pendidikan Pemkab dalam menentukan kebijakan dalam menanggapi masalah-masalah riil di lapangan perlu diperluas dan dipertegas.
- Pengangkatan guru baru perlu mengutamakan guru Bantu yang telah lama dimiliki dengan tetap memperhatikan persyaratan-persyaratan utama sebagai tenaga kependidikan.
- Pengangkatan guru baru perlu memperhatikan formasi untuk bidang-bidang yang memang mendesak untuk diisi. Untuk itu koordinasi lintas departemen perlu dimantapkan (Depag dan Depdiknas).
- Peningkatan kompetensi guru perlu diprogramkan oleh Pemda maupun Pemerintah Pusat secara nyata melalui penganggaran (APBN dan APBD).