

Contribution and Active Role of Non-Permanent Teachers in Achieving National Education Objectives

Ngabiyanto^{1(*)}, Bambang Ismanto²

¹ Secretary of Lembaga Pengembangan Pendidikan dan Profesi (LP3), Universitas Negeri Semarang, Indonesia

² Lecturer at Teaching and Education Faculty, Universitas Kristen Satya Wacana Indonesia

Abstract. Non-permanent teachers or GTT are non-government employee who are hired by school principal under working contract. The number of them is gradually increased due to large number of retired teachers and the moratorium policy of government employee recruitment. The role and contribution of non-permanent teachers are shown by their abilities and competencies in teaching content standards, run the standard education process and excel in national competitions. The t-test result of UKG or Teacher Competency Testing results between permanent and non-permanent teachers in Semarang City shows no significant difference. It means both teachers have similar pedagogical and professional competency. Moreover, the non-permanent teachers have filled in the gap of the absence of permanent teachers in some areas. This allows the possibility of having balanced ratio of teachers and students in schools. On the contrary, the existence of non-permanent teachers is a complicated problem in employment system in Indonesia. The trend shows that the job as a non-permanent teacher is now a milestone towards the status of government's permanent teacher. Therefore, large number of non-permanent teachers and their demand to be recruited as government's permanent employee have pushed the government to create a policy to fix the problem.

Keywords: Contributions and Roles; Non-Permanent Teachers; National Education Objectives

1. Introduction

Social status and prosperity are still the problems of Non-Permanent Teachers in Indonesia. If the phenomenon is observed and analyzed, number of questions of problems which need to be studied deeper will be seen. Among the questions are 'is it true that non-permanent teachers are teaching in schools with such a noble intentions as a volunteer?', 'Is it true that non-permanent teachers have an intention of to serve just like Mother Teresa?', 'Why is the number of non-permanent teachers are fantastically increased?', 'What is the root of problem dealing with these non-permanent teachers that makes them strongly demand to become civil servants; and even holding a social and political movement by rebelling and threatening the government?', 'Is it true that government omissions have occurred so that the issue of non-permanent teachers does not end?', 'What are the government's efforts to deal with this (non-permanent teachers) problem?'

Based on these questions, it illustrates that the proverbs saying that a teacher is an unsung hero may be invalid. It is not because teachers do not want to struggle, but they have an economic need which becomes a pressure point in the job. Moreover, the existence of non-permanent teachers whose salary are below civil servants (PNS) teachers must have the desire to be appointed as the civil servants, too. The impact of an unclear status and income which is insufficient makes the non-permanent teachers to take action; one of which is by making demands for their 'fate' (economic) improvement.

The non-permanent teacher's problems are indeed problematic. But, they must have had a reason why they must change their fate and fight for their 'justice'. There are several possible reasons. These reasons might have the teacher's initial intention to change. It needs to be noted that the non-permanent teachers present with the initial intention of devoting themselves in school, serving the country with a better education, serving students who lack of teachers due to the civil servant moratorium policy during the absence of teachers caused by retirement.

Possible problem is, first, the non-permanent teachers face a serious problem related to welfare and prosperity. The non-permanent teachers who devote themselves to school receive an inadequate amount of salary so that their welfare is not guaranteed. With quite low income, non-permanent teachers must survive to support their living needs by teaching in other schools, giving private tutor after school, and even becoming a motorcycle-taxi driver, street food seller, book seller, cellphone's credit re-seller, etc.

Secondly, the non-permanent teachers feel insecurity. They feel uncomfot and worry because of uncertain status which allow them to be fired at any time. Their employment status is not guaranteed while their income is not enough to meet the personal needs especially when they have a family. This becomes a strong trigger which makes the non-permanent teachers have the desire to be appointed as ASN or PNS, the Indonesia's Civil Servants.

2. Roles and Contributions

Non-permanent teachers actually have the same core role as PNS teachers. Non-permanent teachers also act as learning agents, as stated in Law Number 14 year 2005 about Teachers and Lecturers. In the reality, the non-permanent teachers have been succesfully filled the vacant roles left by retired ASN teachers. An old Indonesian proverb says "where there is no rattan, the roots are made", which means there is always an alternative to every problem. Here, the existence of non-permanent teachers in the world of Indonesian education is to fill the absence of ASN teachers in many areas in Indonesia. The non-permanent teachers are an alternative solution in meeting the needs of educators.

However, the non-permanent teachers in practice have a double burden. On the one hand, the non-permanent teachers have basic duties and functions as learning agents, but, on the other hand, non-permanent teachers are also delegated by other duties by their senior teachers/ PNS to deal with some administrative procedures. This double burden occurs because of the tradition of "plekotho" culture. Plekotho is a local term that shows a patron-client pattern, a pattern showing an unbalanced interaction between senior teachers/ civil servants (as patrons) and non-permanent teachers (as clients). In this pattern of relations there is no balanced exchange mechanism, so, the tendency is that the non-permanent teachers (as clients) becomes the losers. Mahmud and Suntana (2012, p.188) explain that the principle of seniority based on age gap is a symptom of social stratification which is generally found in almost every society, including in various modern organizations. The practice of plekotho is due to the fragile social status of non-permanent teachers. Their existance is closely dependent with the 'like and dislike' from the user. In this case is from the senior teacher/ civil servant and/ or the principal. Thus, this double burden makes the role of non-permanent teachers becomes relatively more complex.

The problem in the practice of plekotho is that the task done by the non-permanent teachers is not in line with the rights they receive. This is an irony. Where the initial purpose of the non-permanent teachers is to help or assist the PNS/ ASN teachers in certain schools, but their duty is basically to cover the duties had by the more senior teacher which has been paid well by the government. Therefore, in general, non-permanent teachers have an important role for schools. These roles include: (1) Increasing public trust in educational institutions/ schools. The existence of non-permanent teachers make the availability of teachers in a school fulfilled. This factor has at least made the community to trust and choose a particular school compared to other schools. (2) Helping with the administrative jobs. Non-permanent teachers are the front guard in terms of completing administrative works. For example, if a school will hold an accreditation, then there will be a lot of administrative work that must be completed. This is the work of non-permanent teachers because usually the management staff cannot complete the documents themselves without the role of the teachers. There must be a synergy between teachers and the management staff to complete the accreditation files. (3) Improving learning innovation. The status of non-permanent teachers is usually carried by new graduates (fresh graduates) who are categorized as young in terms of age. These young non-permanent teachers still have a high idealism to develop and innovate the learning process that may trigger students' intention to be more active and learn better. This learning model development and innovation makes students happy to take part in learning. Moreover, psychologically, these non-permanent teachers are at their time when individuals want to show maximum performance to be considered by policy makers. The ultimate goal of course is the improvement of their staffing/ employment status. (4) Increasing the achievement of Minimum Completion Criteria (KKM). Idealism and Creativity of non-permanent teachers are ideal to develop students' KKM. (5) Increasing the Achievement of National Exam Results. Non-permanent teachers also have a significant role in improving the achievement of the National Examination (UN) results. Non-permanent teachers play an important role in giving additional lesson or study time organized by the school. This additional study guidance (additional lesson) is usually done 3 months before the National Examination is held. (6) Having a clear achievement daily/ certain moment during competitions. Another interesting side in this chapter is that it relates to achievement obtained by non-permanent teachers. These non-permanent teacher's achievements are sometimes not inferior to the achievement scores obtained by ASN teachers.

Besides the role non-permanent teachers written previously, there are also some of contributions the non-permanent teachers made in education which include, (1) Increasing the ratio between Teachers and Students. The existence of non-permanent teachers has a very significant contribution. Considering that the country does not yet have the ability to fully appoint teachers to be civil servants because of budget issues, the non-permanent teachers are the solution to meet the achievement of the ideal number of ratios between teachers and students in each education unit (2) Agents of the Content Standards and Process Standards achievements. The non-permanent teachers are one of the pillars of success in implementing the Content Standards and Process Standards from the very basic level. Pedagogically, the non-permanent teachers' professional competencies are not inferior when compared to PNS teachers. One indicator is the result of the Teacher Competency Test (UKG). Based on the analysis of the results of UKG of kindergarten, elementary and junior high school teachers in Semarang City in 2015 using independent t-test statistics, it can be seen that both the level of teaching in kindergarten, elementary school and junior high school are good. The UKG results prove empirically that the pedagogic values between non-permanent teachers and PNS teachers does not have a significant difference. It also implies that the non-permanent teachers can master pedagogics or professionals which is equivalent to PNS teachers.

3. Short Term Solution

Since 2003, Indonesia has experienced a shortage of teachers as evidenced by reports and requests from the Regional Government to the Minister of National Education asking teachers to be placed in

their regions. The government responded by recruiting non-permanent teachers as a solution. The solution was made because the state budget is not sufficient to hold a test for CPNS/ PNS teachers and recruit them. Based on the Decree of the Minister of National Education No. 034 / U / 2003, an official group of non-permanent teachers is established, with a total of 261,000 teachers spread across 33 provinces, 428 Regencies/ Cities.

Based on these facts, the non-permanent teachers are a solution to the lack of teachers. The short term solution was temporarily hired non permanent teachers to fill in the gap of numbers of permanent teachers. The lack of permanent teachers teaching in an institution or school is due to the retirement and moratorium policy which cause an unbalanced ration between permanent and non-permanent teachers. However, government policies regarding the zero growth of permanent teachers are not implemented consistently.

The short term solution, however, does not completely resolve the problem. The existence of non-permanent teachers in schools raises new problems regarding to insufficient salaries and unclear employment status. Non-permanent teachers generally receive improper salaries. The source of income for non-permanent teachers also varies, among all are from the APBN (the country/state's budget), APBD (the region's budget), BOS Funds (grant), and funding from the School Committee. The amount of salaries also varies and are not standard. Some were paid IDR300,000, IDR460,000 and IDR710,000. Some even get a salary below that number.

In fact, differences of funding sources also create a problem dealing with the non permanent teachers' employment status. For example, the variation of status of a non-permanent teacher in Semarang City can be divided into 3 categories, namely (1) K1, is a group of non-permanent teachers who are appointed by the Ministerial Decree and are paid from state budget funding sources; (2) K2, is a group of non-permanent teachers appointed by Decree of the Governor/ Regent/ Mayor and paid from APBD funding sources; (3) K3, is a group of non-permanent teachers who work under a working contract from the Principal/ Foundation and are paid from BOS or School Committee funding sources.

4. Steps Taken by Non-Permanent Teachers

Although obtaining an inadequate salaries and unclear status, non-permanent teachers continue to serve according to the rules. There are number of teachers behind this. (1) the search for status as a teacher and avoid the title of an unemployed scholars, (2) forms of service to education, (3) sufficient part-time job while continuing to study at the master level, (4) a stepping stone into a civil servant teacher status. The last reason is what then becomes the strongest motivation of non-permanent teachers to continue carrying out their duties even though they are in the middle of a huge dilemma.

Not long after the appointment of the non-permanent teacher, sporadic action grew in Indonesia, accomodating the non-permanent teachers in Indonesia. They ofeten hold some scientific activities (seminars) and moral movements to improve human resources and the welfare of his life. Thus, starting in 2003, a number of Indonesian permanent teacher associations were born, including (1) PGBI (Indonesian Non-Permanent Teacher Association in Central Java, East Java, and D.I Yogyakarta); (2) FKGBS (Non-Permanent Teacher Communication Forum) in Sumatra, Sulawesi, Kalimantan and NTB; and (3) FKGBI (Indonesian Non-Permanent Teacher Communication Forum) in West Java, DKI Jakarta, and Banten.

The birth of these associations sporadically and spontaneously arose from the sharing of personals who care and have a commitment to improve the clarity of the status of the non-permanent teachers to become civil servants. At that time, in the commemoration of National Education Day in 2005, initiates and leaders of the Non-Permanent Teacher Organizations gathered from various regions in the Indonesian Parliament Building to convey the aspirations of Indonesian Non-Permanent Teachers.

Aspiration was received by Commission X and Deputy Chairperson of the Republic of Indonesia Parliament. At that time, a high awareness of solidarity emerged and awareness began to unite the Vision and Mission of the non-permanent teacher's and they became to struggle in an organized manner in the forum of FKGBI.

After the desire to form a forum took place, on May 9, 2005 a meeting was held in Jakarta between activists from FKGBI from various regions. The representatives came from East Java, Central Java, West Java, DKI Jakarta, North Sumatra, Lampung, South Sumatra, South Sulawesi, Southeast Sulawesi, and West Nusa Tenggara.

Following up the formation of FKGBI, the Indonesian Permanent Teachers' National Assembly was held in Surakarta on July 9-10, 2005. The activity was attended by approximately 5,000 Indonesian non-permanent teachers and was attended by 71 delegates from 17 provinces. In the national meeting, there were several recommendations for FKGBI. First, urging the Government to appoint all non-permanent teachers to be civil servants to be completed in the formation of 2005-2007 in CPNS national recruitment. Second, assigning seven members of non-permanent teacher association to the National Presidium Council of FKGBI. Third, assigning the Presidential Board together with the Chairperson of the Seminar and National Gathering Committee of FKGBI to fight for and submit recommendations to Executive institutions (President and Minister and related institutions) and the Legislative Institution (DPR, DPD RI) in Jakarta, until it is finally successful. Fourth, holding the First Congress of FKGBI in October 2005 in Jakarta. However, the activity was delayed and only realized on July 5-7, 2006, in Medan, North Sumatra.

After the activity, the National Presidium Board of non-permanent teacher association became the motor on the movement of the struggle of non-permanent teachers to achieve and receive CPNS status (the civil servants). From a variety of struggle activities, various important documents were born which became important monuments in the steps of the struggle for Indonesian permanent teachers towards the changing status from non-permanent to permanent. Among the important documents in the struggle of the Teacher, first, the Indonesian House of Representatives leadership letter dated May 16, 2005 No: KD.02 / 2848 /DPR RI/ 2005 about requests to the government to appoint non-permanent teachers to become civil servants without testing. This was a follow-up to the Indonesian House of Representatives' RAPIM on 10 May 2005, discussing the reports of the commissions in the house of representatives.

Second, the Minister of National Education's letter dated June 15, 2005 No: 134/ MEN/ KP/ 2005 suggested the President of the Republic of Indonesia to take three (3) alternative solutions for non-permanent teachers. Third, the Working Meeting with Commission X on June 28, 2005 and the Minister of National Education proposed that 100,000 non-permanent teachers be appointed as CPNS. Fourth, on July 4, 2005, in the X Commission meeting with Minister of Education, Minister of Religion, Ministry of Government Employee, Minister of Home Affairs, Coordinating Minister for People's Welfare, Minister of Development Planning/ Kep. Bapenas, Minister of Finance, set that the test of CPNS 2005 will open a quota of 300,000 new government employee. On the other hand, 70% of non-permanent teachers were appointed as CPNS, without going through tests.

On August 24, 2005, during a Consultation Meeting of the Indonesian House of Representatives Commission X with Menpan and Minister of Education, the results prioritized the non-permanent teachers to be appointed in CPNS test, and issued PPs on non-permanent staff. Further, December 9, 2005, the Meeting was chaired by the Vice President with Minister of Education, Menpan, Kep. BKN and echelon 1 officials from three related agencies. The results will help teachers to become CPNS in 3 stages during 2005-2007. Then, on December 27-28, 2005, the results of the Coordination Meeting on Non-permanent Teachers in Jakarta (grand Cempaka), by the Minister of Education were attended

by the Head of Education Office in Indonesia and related institutions, agreed to appoint assisting teachers to become CPNS in three stages.

On January 9, 2006, a letter from the Minister of National Education to the Governors and Regents of Indonesia, regarding the appointment of non-permanent teachers to become CPNS in three stages, starting in 2005-2007 is published. Ninth, February 7, 2006, results in DPR RI Commission X Working Meeting with MENPAN, Minister of National Education, and Minister of Religion, re-affirming the government's commitment to complete the non-permanent teachers to be accepted in CPNS during 2005 - 2007. These results are final and complete. Tenth, April 3, 2006 results of FKGBI's hearing with Menpan were represented by Deputy III HR Development Mr. Ridwan Kamarsah, Menpan reaffirmed the warm commitment of all non-permanent teachers under the age of 46 years, to be appointed as CPNS during 2006-2007.

Important documents that are also evidence of non-permanent teacher's struggle are the results of the Indonesian House of Representatives Commission X Meeting with Menpan, Minister of National Education, Minister of Home Affairs, on 26 June 2006, including stipulating that the appointment of assistants to CPNS / PNS be completed in 2007, and will be handled directly by Menpan through the District / City Regional Government of BKD. In addition, there are also recommendations on the Results of the First FKGBI Congress on July 5-7, 2006 in Medan, North Sumatra. Then, PP 48 of 2005, to accommodate non-permanent teachers to be appointed as CPNS, at the latest in February 2007. Other documents were the results of the working meeting on February 5, 2007 between Commission X of the Republic of Indonesia Parliament with Menpan. Finally, both The Minister of National Education and the Minister of Religion, decided that non-permanent teachers of the Ministry of National Education and Ministry of Religion's non-permanent teachers were appointed to complete CPNS (the civil servants) formation in 2007.

The long struggle of non-permanent teachers who are political, social and economical above has resulted in 28,862 non permanent teachers to gradually appointed as civil servants from 2003 to 2010. The rest, 57 non-permanent teachers cannot be appointed as civil servants because of educational qualifications, illness, physical disability, and age factors.

5. Conclusions

The conclusions from the description above can be presented as follows (1) The role and contribution of non-permanent teachers is shown by their competence as teachers in implementing standard content and standards for the education process. Non-permanent teachers have filled the teacher's void so that the proportion of teachers and students becomes rational; non-permanent teachers also excel in various achievements at the national level (2) Strategic teacher strategies in struggling for status and prosperity are carried out through political lobbying which includes: (a) formation of FKGBI; (b) submission of recommendations to executive institutions (presidents, ministers, and related institutions) and legislative institutions (DPR and DPD); (c) demonstrations at National Education Day celebrations; and (d) lobbying to process changes to regulations that allows the appointment of non-permanent teachers to become CPNS (government employee). Suggestions that can be submitted include (1) Revoking Article 6 of Government PP No. 56 of 2012 to open opportunities for non-permanent workers appointed after 2005 to become ASN (government employee), Non-ASN Employees or Government Employees with Agreements (PPPK). (2) The Provincial/ District/ City Government is given the authority to appoint non-permanent teachers to become Non-ASN employees as practiced by the Semarang City Government. (3) The government needs to prohibit principals from continuously hiring non-permanent staff without an analysis of the needs and approval of official services of local education.

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