

EVALUATION OF THE POLICY IMPLEMENTATION OF THE APPOINTMENT OF HONORARY TEACHERS TO BECOME STATE CIVIL SERVANTS WITH WORK AGREEMENTS IN JEMBER DISTRICT

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ABSTRACT

Government Minister No. 49 of 2018 concerning the Management of Government Employees with Work Agreements (GEWA) explained that government agencies must arrange the needs of the number and type of GEWA positions based on position analysis and workload. problems with the availability of teachers in Jember Regency, especially at SMA/SMK, include a growing number of honorary teachers because many have opened their retirement period, honorary teachers are uneven and there are still non-linear in submitting study offers, supplements, and education. The Jember Regency Government has prepared 26% of the formation for Teachers in the Implementation of Appointment of Civil Servants of GEWA that is adjusted to the employee burden of 30% of the APBD. Data from BKSDM of Jember Regency recorded that the number of honorary teachers for elementary to high school/high school levels in the sub-district was around 2,787 people. and is not comparable to the 26% quota of teacher formations in the education district of Civil Servant PPK Students in Indonesia. Research results show that unsuitable and unfulfilled include effectiveness, efficiency, adequacy and equalization. Meanwhile, the other 2 dimensions including responsiveness and accuracy are appropriate and fulfilled.

KEYWORDS *Appointment of Honorary Teachers, State Civil Servants of Government Employees with Work Agreement (SCS GEWA), Honorary Teachers to State Civil Servants of Government Employees with Work Agreement*



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INTRODUCTION

Education as a conscious and planned effort that aims to realize in order to develop the potential and skills of students. This certainly requires a teacher as a facilitator and even the profession is the main component of the education or learning process itself. The existence of teachers cannot escape from the government policy space. Teachers are an important element in education to organize educational achievements as mandated in the preamble of the 1945 Constitution of the Republic of Indonesia to educate the nation's life.

In terms of employment status, the teaching profession is divided into two levels, including permanent teachers (civil servants and private) and non-permanent teachers (auxiliary or honorary teachers). If a teacher has been appointed as a civil servant (PNS) then everything attached to him or her in relation to his or her profession has become the responsibility and obligation of the state to fulfill it. The current phenomenon is that there is an imbalance between the availability of teachers who have been appointed by the government as permanent teachers or civil servants (PNS) and the need for teachers in schools. This condition forces the education unit through the head of the relevant agency to provide honorary teachers.

Strategic policies from the State Budget (APBN) have national priorities aimed at improving quality and highly competitive human resources, which are carried out, among others, by efforts to improve the quality of adaptive, innovative, skilled and character through equitable distribution of education services and fulfillment of health services. Other efforts include population control, poverty alleviation, strengthening social protection, especially for workers and job seekers, and increasing productivity and competitiveness. In the effort to equitable distribution of education services, the government carries out strategies in the form of strengthening the quality of education through increasing the competence and equitable distribution of the number of teachers.

Government Regulation No. 49/2018 on the Management of Government Employees with Work Agreements (GEWA) stipulates the needs of GEWA including that each government agency is required to prepare the needs for the number and type of GEWA positions based on job analysis and workload analysis, the preparation of the needs for the number of GEWA is carried out for a period of 5 (five) years which are detailed per 1 (one) year based on priority needs. The preparation of GEWA needs is an integral part of the preparation of civil servant needs, the needs for the number and types of GEWA positions are determined by a Ministerial Decree, the national GEWA needs are determined by the Minister every year after showing the opinion of the Minister of Finance and the technical considerations of the Head of BKN.

Sources from the Ministry of Education and Culture (2021) explain that the number of teachers in Indonesia should be 2.2 million and has been filled with details including teachers with Civil Servant (PNS) status of 1.1 million (already taking into account civil servant teachers retiring in 2021 as many as 69 thousand), 742 thousand honorary teachers, CPNS in 2019 and GEWA in 2020 totaling 84 thousand and a total

of 742 thousand gnu honorer in public schools with a proportion of 33% and there is still a difference of 275 thousand (12%).

The recapitulation of the availability of honorary high school/vocational school teachers in Jember Regency based on the East Java Dapodik Cut Off data in 2021 shows that according to the East Java Dapodik in 2021 the availability of honorary teachers or non-permanent teachers in public schools at the high school level is 325 people and SMK is 319 people. Meanwhile, the availability of honorary or non-permanent teachers in public schools with a Governor's Decree at the SMK level is 166 people and SMKN is 221 people. The honorary salary is also still far below the regional minimum wage, which ranges from Rp.500,000 to Rp.750,000. This is also in accordance with the matters listed in Government Regulation Number 49 of 2018 concerning Management of Government Employees with Work Agreements (GEWA) which explains that government agencies are required to compile the needs for the number and type of GEWA positions based on job analysis and workload.

Based on this data, researchers found problems that occur related to the availability of teachers in Jember Regency, especially at the SMA / SMK level, including the following: the number of honorary teachers is increasing because many teachers and education personnel have retired, the distribution of honorary teachers is uneven and some are not linear with the field of study they teach, the welfare of honorary teachers is still below the UMR value, The appointment decree for honorary teachers in public institutions is only from the principal, the formation of SCS teacher appointments proposed by the regions does not match the needs, even though the fulfillment of teachers in public schools is the responsibility of local governments and the availability of SCS teachers in public schools is mostly fulfilled by honorary teachers recruited by schools without a good selection process.

In accordance with the description above and the problems that occur, it is the attention of researchers to conduct deeper research in order to determine the results that are useful for improving and improving the quality of service in a government-owned service unit. So it is also very appropriate to be used as research material in the form of a thesis with the title "Evaluation of the Policy for the Implementation of the Appointment of Honorary Teachers to the State Civil Servants of Government Employees with Work Agreements (SCS GEWA) in Jember Regency".

Problem Formulation

Based on the background description, the problem formulation is "How is the Policy Evaluation on the Dimensions of Effectiveness, Efficiency, Adequacy, Equity, Responsiveness and Accuracy Regarding the Implementation of the Appointment of Honorary Teachers to the State Civil Servants of Government Employees with Work Agreements (SCS GEWA) in Jember Regency?"

RESEARCH METHOD

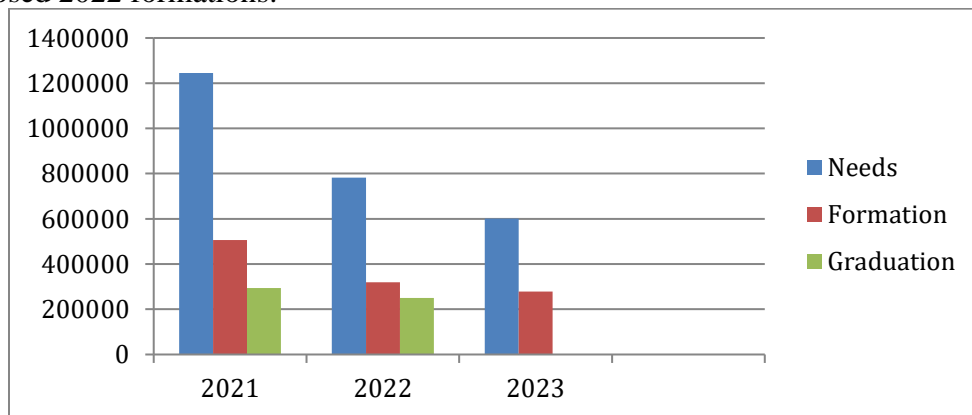
This research is descriptive research with a qualitative approach. Descriptive qualitative research is research that aims to describe and describe events and phenomena that occur in the field regarding the evaluation of the policy implementation of the appointment of honorary teachers to become State Civil Servants Government Employees with Work Agreements (SCS GEWA) in Jember Regency. factually, systematically and accurately about these facts or phenomena.

RESULT AND DISCUSSION

Readiness of the Central Government to Support the Plan to Fill the SCS GEWA Teacher Formation

The government has launched a recruitment plan for 1 million GEWA SCS Teachers at the end of 2020. The government through the Ministry of Education and Culture has conducted socialization in 514 districts/cities throughout Indonesia, but it turns out that the formation proposals from local governments have not met the target of 1 million in accordance with the plan launched since 2020. This turned out to be related to local government concerns regarding the financing of salaries and benefits even though the government had conveyed and assured that the cost of salaries and benefits for GEWA SCS Teachers would be fully covered by the Ministry of Finance through the General Allocation Fund (DAU).

Efforts to fulfill the needs of SCS GEWA Teachers over the past 2 years have not been optimal because the number of teachers who have been appointed and will be appointed is still less than 50%. This is because local governments deliberately do not propose a number of formations with teacher needs. About 303 or 60% of local governments do not have enough formations to accommodate teachers who pass the *passing grade* even though the remaining formations in 2021 have been added to the proposed 2022 formations.

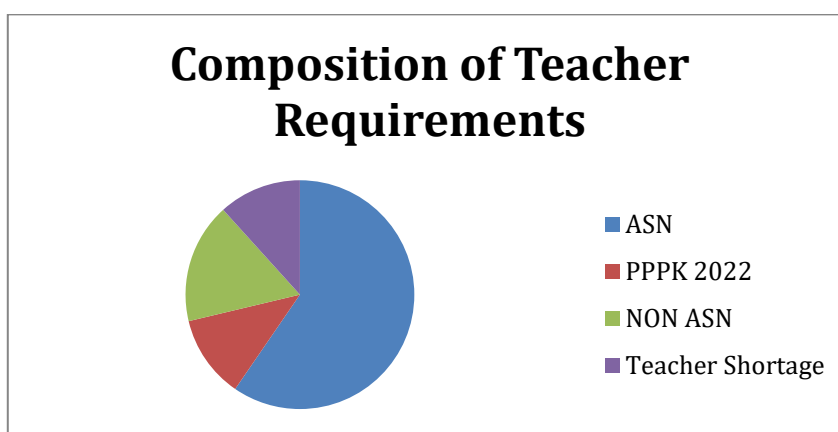


Data source: Ministry of Education, Research and Technology, 2023

Figure 1. Chart of Teacher Formation and Graduation Needs for 2021-2023

Figure 1 shows that the need for GEWA SCS Teachers in 2021 is 1,244,961 people, the formation prepared by the local government is around 506,252 people and the number of graduates reached 293,860 people, in 2022 the need for teachers is 781,844 people, the formation prepared by the local government is around 319,029 people with graduation reaching 250,432 people. Furthermore, in 2023 the expected need plan is 601,174 people and the formation that must be prepared by the local government is around 278,102 people.

The following is a pie chart containing the number of SCS, GEWA, Non SCS and unmet teacher needs:



Source: Ministry of Education, Research and Technology, 2023

Figure 2. Teacher Requirement Composition Pie Chart

Figure 2 shows that in the blue circle cutout for SCS including GEWA in 2021, a total of 1,294,422 people have been filled or around 56%. The total is also added by 41,284 from the excess number of SCS and GEWA, so that the total is 1,335,706 people. The red colored circle is the composition of GEWA who have been accepted and working in 2022 totaling 250,432 people or around 11%. The purple circle is Non SCS of 529,770 people or around 16% with details of Non SCS of 363,760 people and an excess of 166,010 people. The green circle is the portion of the teacher shortage of 253,177 people. This portion can be filled from the number of excess SCS teachers totaling 41,284 people and excess non SCS teachers totaling 166,010 people.

In accordance with table 4.5, table 4.6 and table 4.7 in East Java Province for the 2021 SCS GEWA Teacher needs of 57,659 people and teacher formations of 62,844 people, in 2022 teacher needs of 28,565 people and formations of 44,870 people, in 2023 a total of 25,489 people East Java Province a total of 31,488 people. In 2022, of the 28,565 GEWA SCS Teacher needs with a formation of 44,870 people, only 2,448 people graduated. This means that there is still a very large need for GEWA SCS Teachers of 26,565 people because only 2,448 people are filled. Automatically also from the formations prepared by the East Java Provincial government from 2021 to 2023 there is no significant movement. The number of SCS GEWA formations for

teachers in Jember Regency in 2022 is approximately 793 people and in 2023 around 2,787 people. However, in the table for the details of the GEWA salary fund requirements accumulated combined between teachers, health workers and technical personnel in 2022 and 2023 amounting to IDR 60,988,400,000, - (sixty billion nine hundred eighty-eight million four hundred thousand rupiah).

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Based on the sub-chapter on the readiness of the central government in supporting the plan to fill the formation of SCS GEWA Teachers and meeting the needs of SCS GEWA teachers at the SMU / SMK level in Jember Regency over the past 2 years, the researchers conducted interviews with a number of parties related to the evaluation of the policy on the implementation of the appointment of honorary teachers to SCS GEWA in Jember Regency. The interview material contains 12 questions with a focus on the implementation of the appointment of honorary teachers including formations, needs and graduation in 2021 and 2022. Researchers conducted interviews with key informants from SMAN 1 Jember, SMAN 2 Jember, SMA 3 Jember, SMKN 1 Jember, SMKN 2 Jember and SMKN 4 Jember regarding the evaluation of the policy implementation of the appointment of honorary teachers to SCS GEWA in Jember Regency on the dimensions of effectiveness, efficiency, adequacy, equity, responsiveness and accuracy.

Dimensions of Effectiveness

Based on the results of interviews with the Principals of SMAN 1, SMAN 2, SMAN 3, SMKN 1, SMKN 2 and SMKN 4 Jember regarding the implementation of the appointment of honorary teachers to SCS GEWA in Jember Regency in the effectiveness dimension has not been appropriate and not fulfilled. In this case, the understanding of effectiveness is a measure of the success or failure of achieving organizational goals. There are several points expressed by informants such as the SCS GEWA recruitment selection schedule is not routinely held every year, which results in the number of honorary teachers not decreasing significantly. This also affects regeneration in schools, especially to replace teachers who will retire and hold higher positions. This is in line with the confirmation provided by the Head of the General and Personnel Subdivision and the Head of the Personnel and Human Resources Development Agency, as well as the Acting Head of the Jember District Education Office, who explained about the honorary teachers. Jember District Education Office who explained the condition of honorary teachers who have not been netted as SCS GEWA. The buildup occurs because the number of formations and the teacher workforce is not balanced. This is because each school needs more than one honorary teacher. There are honorary teachers who have worked for years but have not been appointed as SCS or not netted SCS GEWA. In addition, schools also still accept *fresh graduate* honorary teachers. The acceptance of honorary teachers cannot be stopped

because the needs of schools vary, especially if there are fewer SCS teachers in the school. Then if from the Jember Regency Government there is no opening for registration, the implementation of the appointment of teachers from honorary to SCS GEWA in Jember Regency has not been effective. If the central government through Kemenpanrb makes new policies related to teacher welfare in the future, so that honorary teachers who have served for a long time can be prioritized with easier procedures. the implementation of the appointment of honorary teachers to SCS GEWA in Jember Regency from year to year is still not effective. This is still an unsolved problem in each region including Jember Regency. While the facts that occur from the honorary teachers must have prepared all the requirements needed in order to participate in the SCS GEWA recruitment selection. The readiness of honorary teachers is sometimes not in line with the rules made by the local government.

Efficiency Dimension

Based on the results of interviews with the Principals of SMAN 1, SMAN 2, SMAN 3, SMKN 1, SMKN 2 and SMKN 4 Jember, the Head of the General and Personnel Subdivision of the Personnel and Human Resources Agency (BKSDM) of Jember Regency regarding the implementation of the appointment of honorary teachers to SCS GEWA in Jember Regency in the efficiency dimension has not been appropriate and has not been fulfilled. According to the informants, the efficiency in the implementation of the appointment of honorary teachers is related to the provision of large budget funds. The central and regional governments open formations and calculate teacher needs, which also includes providing budget funds allocated in the form of salaries. Meanwhile, in Jember Regency there are still many honorary teachers who have not passed the SCS GEWA recruitment selection, especially for honorary teachers who have served for many years. Then the implementation of the appointment of honorary teachers also takes a long and long time. This can be seen in each stage which takes a very long time, for example the administrative stage and the academic ability test stage. The inefficient implementation of the appointment of honorary teachers into SCS GEWA is also not only due to the limited budget provided by the Regional Government, but also lack of coordination between the Ministry and the National Selection Committee, changing passing grade regulations, less disciplined participants, technical problems and considering the proposals of certain individuals / agencies.

Sufficiency Dimension

Based on the results of interviews with the Principals of SMAN 1, SMAN 2, SMAN 3, SMKN 1, SMKN 2, SMKN 4 Jember, the Head of the General and Personnel Subdivision of the Personnel and Human Resources Agency (BKSDM) of Jember Regency as well as the Head of the Personnel and HR Development Agency and also Plt. The Jember Regency Education Office regarding the implementation of the appointment of honorary teachers to SCS GEWA in Jember Regency in the adequacy dimension is not appropriate and has not been fulfilled. According to the informants,

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the reason there is no adequacy value is that the number of honorary teachers is not balanced with the number of honorary teachers who have passed the SCS GEWA recruitment selection and the existence of honorary teachers cannot fill important positions in schools. The imbalance also occurs because every year the number of honorary teachers increases along with the number of graduates from the faculties of teacher training and education in various universities. There are priority rules that must be obeyed including the formation and number of priority applicants adjusted to the Minister of PAN RB Regulation Number 14 of 2019 that each prospective applicant must have experience or a minimum working period of GEWA applicants of two years and in accordance with the position / field of work being applied for. However, in reality, each school will definitely *accept* honorary teachers who have been more than 2 years. There are still many honorary teachers who have been approaching retirement for decades who have not been appointed. If the need for teachers must be getting more and more following the regeneration in one school. However, the need for teachers is not balanced with the level of welfare they receive. The purpose of the appointment of SCS GEWA is to help improve the economy of honorary teachers. This means that the needs, values and opportunities that are the elements of adequacy are not appropriate and have not been fulfilled.

Dimension of Flattening

Based on the results of interviews with the Principals of SMAN 1, SMAN 2, SMAN 3, SMKN 1, SMKN 2, SMKN 4 Jember, the Head of the General and Personnel Subdivision of the Personnel and Human Resources Agency (BKSDM) of Jember Regency as well as the Head of the Personnel and HR Development Agency and also Pt. The Jember Regency Education Office regarding the implementation of the appointment of honorary teachers to SCS GEWA in Jember Regency in the dimension of equity has not been appropriate and has not been fulfilled. According to the informants, it is explained that equity will be realized if the implementation of the SCS GEWA recruitment selection is carried out simultaneously throughout Indonesia. However, not all regions will participate in carrying out the selection test.

The value of justice has not been fulfilled if the results obtained are not balanced between the number of honorary teachers who passed the selection and those who did not pass. So far, there has been no other solution provided by the government for honorary teachers whose age is close to the maximum limit according to the requirements. This also includes the numbers in the number of formations and teacher needs and the graduation rates also differ. Similarly, the value of justice between the number of honorary teachers and the number of qualified teachers will also not be the same in each region.

The large number of teachers needed is not proportional to the number of honorary teachers who have passed the selection process. In addition, there are also differences in the number of formations and teacher needs that have been prepared by the central government for each region. Not all regions will be able to hold SCS GEWA recruitment selection activities, even though there is already a policy direction from the

central government. Further differences can be seen from the portion of teacher needs from each school even though the type of school is the same, for example, the teacher needs at SMKN 2 Jember will be different from the teacher needs at SMKN 3 Jember. However, the value of justice can be realized by looking at the nominal amount of wages or salaries received by each teacher who has SCS GEWA status. The only difference is the amount of UMR which is not the same in each district. The value of equity and justice will be realized if the central government makes a policy of determining the number of honorary teachers and SCS GEWA needed for each district. For example, in 2022 the government made a policy to determine the number of SCS GEWA teachers by 100 people. Then the value of equity and justice will be realized or fulfilled if the Jember Regency Government is able to carry out the selection of SCS GEWA admissions regularly in accordance with the rules of the central government. Equity in the fulfillment of citizens' rights, especially in terms of improving welfare, is an effort made by the government to realize social justice.

Responsiveness dimension

Based on the results of interviews with the Principals of SMAN 1, SMAN 2, SMAN 3, SMKN 1, SMKN 2, SMKN 4 Jember, the Head of the General and Personnel Subdivision of the Personnel and Human Resources Agency (BKSDM) of Jember Regency as well as the Head of the Personnel and HR Development Agency and also Plt. The Jember Regency Education Office regarding the implementation of the appointment of honorary teachers to SCS GEWA in Jember Regency in the responsiveness dimension is appropriate and has been fulfilled. Related parties such as the National Personnel Agency (BKN) and the Jember Regency Personnel and Human Resources Agency (BKSDM) have been very responsive and responsible for the implementation of the appointment of honorary teachers. The government's responsibility is to make a policy of appointing honorary teachers to become SCS GEWA. The central government has prioritized the interests of honorary teachers by making formations and teacher needs, especially in 2022 and 2023. The announcement of SCS GEWA recruitment selection is always submitted to each education unit. In addition, the registration process is also made easier by the online system through the sscSCS.bkn.go.id website.

Accuracy Dimension

Based on the results of interviews with the Principals of SMAN 1, SMAN 2, SMAN 3, SMKN 1, SMKN 2, SMKN 4 Jember, the Head of the General and Personnel Subdivision of the Personnel and Human Resources Agency (BKSDM) of Jember Regency as well as the Head of the Personnel and HR Development Agency and also Plt. The Jember Regency Education Office regarding the implementation of the appointment of honorary teachers to SCS GEWA in Jember Regency in the dimension of accuracy is appropriate and has been fulfilled. The central government has made maximum efforts to be able to reduce the number of honorary teachers through this SCS GEWA which has been running since 2019, resulting in a positive impact, namely

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the increasing number of honorary teachers who have become SCS GEWA. The negative impacts of this government policy include that there has been no equal distribution of the number of teachers who have passed between regions. The timing of the SCS GEWA acceptance selection between one region and another is also not the same, it seems that it is always backward and the schedule for receiving SK for teachers who have passed cannot be ascertained. In addition, there is a reformulation due to mass failures because most honorary teachers have difficulty working on exam questions when participating in the SCS GEWA admission selection....

Verification of Data on Policy Evaluation Regarding the Implementation of the Appointment of Honorary Teachers to the State Civil Servants of Government Employees with Work Agreements (SCS GEWA) in Jember Regency

In the description of the discussion, the researcher has presented the results of research on the evaluation of the implementation of the policy of appointing honorary teachers to become state civil servants with work agreements (SCS GEWA) in Jember Regency and conducted interviews with the Civil Service Agency of East Java Province, the Civil Service Agency and Human Resources Development of Jember Regency and education units at SMAN 1 to SMAN 3 Jember and SMKN 1 to SMKN 8 Jember.

The implementation of field research includes observation, interviews and documentation and researchers use the *grand theory of* William Dunn which can be used by researchers to analyze and evaluate the policy implementation of appointing honorary teachers to become state civil servants with work agreements (SCS GEWA) in Jember Regency including dimensions of effectiveness, efficiency, adequacy, equity, responsiveness and accuracy.

The researcher has conducted research related to the policy evaluation of the implementation of the appointment of honorary teachers to become state civil servants with work agreements (SCS GEWA) in Jember Regency and conducted interviews with the Regional Personnel Agency of East Java Province, the Personnel and Human Resources Development Agency of Jember Regency and education units at SMAN 1 to SMAN 3 Jember and SMK 1 to SMKN 8 Jember. All dimensions of William Dunn's *grand theory of* policy evaluation, including effectiveness, efficiency and equity, are not appropriate and have not been fulfilled, while the dimensions of responsiveness and accuracy are in accordance with the facts in the field relating to the implementation of the appointment of honorary teachers to state civil servants with work agreements (SCS GEWA). There are three dimensions that are not yet appropriate and have not been fulfilled, such as the SCS GEWA admission selection schedule is not routinely held every year which results in the number of honorary teachers not decreasing significantly, there are still many honorary teachers who have not passed the SCS GEWA admission selection, especially for honorary teachers who have served for many years, the number of honorary teachers is not balanced with the number of honorary teachers who have passed the SCS GEWA admission selection and the existence of honorary teachers cannot fill important positions in schools and mass

reformulation caused by honorary teachers having difficulty answering SCS GEWA admission selection test questions.

The evaluation of the implementation policy of the appointment of honorary teachers to become state civil Servants government employees with work agreements (SCS GEWA) in Jember Regency has a tremendous influence on the welfare of SMA / SMK honorary teachers in Jember Regency. Researchers took sample interviews with several honorary teachers and parents of students who knew about the evaluation of the policy on the appointment of honorary teachers to become state civil servants with work agreements (SCS GEWA) in Jember Regency.

The results of the interview between the researcher and Mrs. A as a high school honorary teacher show that she has been an honorary teacher for approximately 10 years and has taken the GEWA exam twice from 2019 to 2022. However, during the GEWA exam, the informant was declared not to have passed. According to the informant, the waiting schedule for the implementation of the SCS GEWA acceptance selection cannot be determined. The SCS GEWA selection has been carried out online through a predetermined website, making it easier for prospective participants to complete their requirements. The informant also admitted that it was very difficult to answer the exam questions even though he had learned from examples of similar exam questions. This is what made him not pass the selection.

The results of the interview between the researcher and Mr. S as an honorary teacher at a state vocational high school in Jember Regency show that the informant has served as a vocational high school teacher for approximately 5 years and has only once taken the SCS GEWA selection exam. According to the informant, the reason for not passing the selection was due to the difficulty of answering the exam questions and the large number of rivals. While the informant has become a teacher, he only focuses on mastering subject matter specifically for vocational schools. This is not comparable to the ease of completing administrative requirements in the initial selection. Informants really hope that the SCS GEWA recruitment selection schedule can be carried out regularly per year to provide opportunities for honorary teachers to continue to take part in the selection until they pass.

The results of the interview between the researcher and Mrs. K, a GEWA teacher at a public high school in Jember Regency, showed that the informant had passed the selection for SCS GEWA recruitment in 2022. According to the informant, until 2023 he has not received a GEWA appointment letter. The function of the SK is to determine the amount of salary and income and the period of the work contract. The informant really hopes that the relevant parties can immediately submit the GEWA appointment letter so that he can enjoy the GEWA salary properly.

The results of interviews between researchers and Mrs. N as a parent of students who attend one of the public high schools in Jember Regency show that there is no difference between SCS teachers and honorary teachers in delivering subject matter to students. Teachers with any status will have the same competence and ability in teaching and learning activities. According to informants, honorary teachers also have the same portion of teaching work hours as SCS teachers, while the wages or salaries

of honorary teachers are far below the minimum wage. This condition should be a concern for the government to prioritize the fate of honorary teachers as parties who play an important role in educating the lives of the younger generation of the Indonesian nation.

The results of the interview between the researcher and Mrs. X as a parent of a student who attends one of the state vocational schools in Jember Regency show that honorary teachers are teachers who have special abilities and skills to teach in the classroom. All teachers with honorary status have the right to improve the quality and welfare of life. According to the informant, there are still a large number of honorary teachers who have not been appointed as SCS GEWA so that the government is obliged to provide facilities and budget for salary funds so that the lives of these honorary teachers are more secure.

The results of the interview between the researcher and Mr. Sukowinarno, S.Pd., M.Si., as the Head of the Jember District Education Office, showed that based on the results of research on the dimensions of effectiveness, efficiency, adequacy and equity, the discrepancies were caused by problems including the absence of success between the projected teacher needs in Dapodik and the calculation of needs in the Local Government. Then the formations prepared by the Ministry of PANRB cannot be fulfilled optimally by the Local Government and the limited budget allocation for income payments for GEWA Teachers. According to the informant, if it is in accordance with the contents of PP No. 49/2018, there will be an elimination of honorary workers on November 28, 2023 and replaced by GEWA.

The results of the interview between the researcher and Mr. Sukowinarno, SH, S.Pd., M.Si., as the Head of the Personnel and HR Development Agency and also Acting. The results of interviews with Mr. Sukowinarno, SH, S.Pd, M.Si., as Head of the Human Resources Staffing and Development Agency and also Acting Head of the Jember Regency Education Office show that in every problem arising from policy implementation, there will definitely be a solution to overcome it. This is also to answer the efforts that can be made to overcome the negative impacts caused by the implementation of the appointment of honorary teachers. Some of the solutions that can be used to solve these problems include the elimination of honorary teachers in November 2023, the Ministry of Education and Culture plans to coordinate and consolidate with local governments regarding the suitability of teacher needs data. Encouraging local governments to more optimally propose the fulfillment of teachers, especially in Jember Regency. In providing income for GEWA teachers, coordination between the Ministry of Home Affairs, Ministry of Finance and Ministry of Research and Technology is needed.

CONCLUSION

Based on the evaluation of the policy regarding the appointment of honorary teachers to state civil servants with work agreements (SCS GEWA) in Jember Regency, several dimensions were found to be inadequate. The effectiveness dimension was not fulfilled, as the SCS GEWA recruitment selection schedule is irregular, leading to insufficient reduction in the number of honorary teachers and hindering the replacement of retiring teachers. The efficiency dimension was also lacking, as the allocation of government funds for teacher appointments was not optimized, with many long-serving honorary teachers still not passing the selection process despite the provision of budget funds.

Similarly, the adequacy dimension was unmet due to an imbalance between the number of honorary teachers and those who pass the SCS GEWA selection, leaving key positions in schools unfilled. The leveling dimension was not fulfilled either, as there was insufficient equity in the distribution of teaching opportunities, with the increasing number of graduates from teacher training faculties not adequately reflected in the availability of permanent teaching positions. These gaps indicate the need for improvements in policy implementation to address these issues and better meet the needs of schools in Jember Regency.

Based on the description in the conclusion, the researcher can provide suggestions or recommendations, among others, as follows: 1. With the large number of honorary teachers who have not been appointed as SCS GEWA, there should be a fast movement between the Ministry of Education and Culture, other ministries and local governments to develop a plan to resolve the honorary teacher problem; 2. With the large number of GEWA teachers who have not received the appropriate SK, Employee Number and salary, there should be a solution from the central government through the Ministry of Finance and the Ministry of Home Affairs to ensure the budget for GEWA teacher salaries and benefits sourced from the APBN with a clear payment scheme.

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