

**STUDENT - TEACHER RATIO OF
SENIOR SECONDARY SCHOOL
IN SOUTH ACEH DISTRICT**

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**STUDENT - TEACHER RATIO OF
SENIOR SECONDARY SCHOOL
IN SOUTH ACEH DISTRICT**

By

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**A Project Paper Submitted to
Othman Yeop Abdullah Graduate School of Business
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ABSTRACT

This study is based on the regulation of five ministries which aimed to generate an even teacher distribution to all over Indonesia and its implementation at district level. One of education quality indicators, Student Teacher Ratio (STR) is the indicator that examines the real situation of teacher distribution in South Aceh district, especially at Senior Secondary School (SSS) level of education. By using simple statistic, the results show STR among SSS exceeds the STR of national and provincial level. STR disparities exist among SSS and rural versus urban area, while general SSS (GSSS) versus vocational SSS (VSSS) shown no disparity. The interviews with some education stakeholders in South Aceh district was used to identify the factors that contribute to these disparities. The results show that there are seven factors of internal and external environment that could contribute to the STR disparities among SSS in South Aceh district. Thus, the proposed factors are expected to give a significant contribution to a better teacher distribution within the district of South Aceh in the future.

Keywords: Teacher Distribution, STR, SSS, GSSS, VSSS.

ABSTRAK

Kajian ini adalah berdasarkan peraturan lima kementerian yang bertujuan untuk menjana pengagihan setara guru-guru di seluruh Indonesia dan pelaksanaannya di peringkat daerah. Salah satu petunjuk kualiti pendidikan, Nisbah Guru Pelajar (Student Teacher Ratio - STR) adalah penunjuk yang mengkaji keadaan sebenar pengagihan guru di daerah Aceh Selatan, terutamanya di tahap pendidikan sekolah menengah (Senior Secondary School - SSS). Dengan menggunakan statistik mudah, keputusan menunjukkan STR di kalangan SSS melebihi STR di peringkat kebangsaan dan wilayah. Ketidakseimbangan STR wujud di kalangan SSS dan di antara kawasan luar bandar dan bandar, sementara SSS umum (General Senior Secondary School – GSSS) berbanding vokasional SSS (Vocational Senior Secondary School - VSSS) menunjukkan tiada perbezaan. Temuduga dengan beberapa pihak yang berkepentingan dalam pendidikan di daerah Aceh Selatan telah digunakan untuk mengenal pasti faktor-faktor yang menyumbang kepada perbezaan tersebut. Hasil kajian menunjukkan bahawa terdapat tujuh faktor persekitaran dalaman dan luaran yang boleh menyumbang kepada perbezaan antara STR SSS di daerah Aceh Selatan. Oleh itu, faktor-faktor yang dicadangkan dijangka akan dapat memberikan sumbangan yang signifikan kepada pengagihan guru yang lebih baik di daerah Aceh Selatan pada masa hadapan.

Kata kunci: Taburan guru, Student Teacher Ratio (STR), Senior Secondary School (SSS), General Senior Secondary School (GSSS), Vocational Senior Secondary School VSSS.

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TABLE OF CONTENTS

	Page
Certification of Project Paper	i
Permission to Use	ii
Abstrak	iii
Abstract	iv
Acknowledgement	v
Table of Contents	vi
List of Tables	x
List of Figures	xi
CHAPTER I INTRODUCTION	1
1.1. Introduction	1
1.2. Background of Study	1
1.2.1. Education	1
1.2.2. Education in Indonesia	2
1.3. Problem Statement	4
1.4. Research Question	5
1.5. Research Objective	5
1.6. Significance of the Study	6
1.7. Limitation of the Study	6
1.8. Organization of chapter	7

CHAPTER II ORGANIZATION BACKGROUND	8
2.1. Introduction	8
2.2. Function and Position of the Organization	8
2.1.1. Function	8
2.2.2. Position	8
2.3. Vision and Mission	9
2.3. Organization Structure	9
 Chapter III Main Issue and Literature Review	 14
3.1. Introduction	14
3.2. Human Resources Management	14
3.2.1. Definition	14
3.2.2. HRM System and Function	15
3.2.3. Human Resource Planning	15
3.3. Education	16
3.3.1. Definition	16
3.3.2. The significance of Education	18
3.3.3. Education for All	20
3.4. Education in Indonesia	21
3.4.1. Brief Overview of Indonesia	21
3.4.2. Legal Basis of Education in Indonesia	22
3.4.3. Indonesian Education System	24
3.4.4. Indonesian Education Achievement	25
3.4.5. Indonesian Education Challenges	27
3.4.6. Conclusion	30

3.5. Education in Aceh Province	30
3.5.1. Brief Overview of Aceh Province	30
3.5.2. Aceh Province Education Overview	33
3.5.3. Conclusion	33
3.6. Education Quality Indicator	34
CHAPTER IV RESEARCH METHODOLOGY	37
4.1. Introduction	37
4.2. Research Approach	37
4.3. Research Design	38
4.4. Location of Study	39
4.4.1. Brief Overview of South Aceh District	39
4.4.2. South Aceh District Education Overview	41
4.5. Data Collection	41
4.5.1. Secondary Data Collection	41
4.5.2. Primary Data Collection	42
4.6. Data Analysis	43
4.7. Conclusion	44
CHAPTER V RESEARCH FINDING	45
5.1. Introduction	45
5.2. STR for Senior Secondary School in South Aceh	45
5.3. STR Disparities Within The District	48
5.3.1. Senior Secondary School (SSS) STR Disparity Among The Schools	48
5.3.2. General SSS and Vocational SSS STR Disparity	51
5.3.3. Rural and Urban STR Disparity	52

5.4. Teacher Recruitment & Selection and Posting Process	54
5.4.1. Teacher Recruitment & Selection Process	55
5.4.2. Teacher Posting Process	56
5.5. The Factors That May Contribute to STR Disparity	60
 CHAPTER VI CONCLUSION AND RECOMMENDATION	 66
6.1. Introduction	66
6.2. Conclusion	66
6.3. Recommendations	67
 REFERENCE	

LIST OF TABLE

Table 1. Number of school and student in Indonesia.....	27
Table 2. Education quality indicators, objective and formula	35
Table 3. List of informants.....	42
Table 4. List of Public Senior Secondary Schools.....	46

LIST OF FIGURES

Figure 2.4. Education Department of South Aceh District Level Government organization structure	10
Figure 3.2.2. Human resource management system	15
Figure 3.4.1. Republic of Indonesian map	21
Figure 3.4.3. Education level of Republic Indonesia	25
Figure 3.4.5. Student-teacher ratio in every province in Indonesia	29
Figure 3.5.1.a. The map of Aceh Province	31
Figure 3.5.1.b. Aceh Population in age classification	32
Figure 3.5.1.c. Total Aceh citizen at age of attending the school	32
Figure 3.6.a. Educational quality continuum	34
Figure 3.6.b. Framework for understanding education quality	36
Figure 4.4.1. The map of South Aceh District	40
Figure 5.2. STR of SSS among government level	47
Figure 5.3.1.a The total student and teacher of every senior secondary school	49
Figure 5.3.1.b The STR number of every senior secondary school	50
Figure 5.3.2 STR disparity between GSSS and VSSS	51
Figure 5.3.3 STR disparity between Urban and Rural area	53
Figure 5.4.1 The process of recruitment & selection of teacher in South Aceh District	55
Figure 5.4.2.a Posting process after recruitment & selection process	57
Figure 5.4.2.b Posting process when there is an uneven teacher distribution	58
Figure 5.4.2.c Posting process of personal adjustment	50
Figure 6.3 Recommended posting process when there is an uneven teacher distribution	67

CHAPTER I INTRODUCTION

1.1 Introduction

This chapter discusses the background of the study, the research question, the research objective, the significance of the study, limitation of the study and organization of the chapters.

1.2 Background of Study

Most experts are arguing that people must be born in a perfect condition as a human. Every human has remarkable intelligence which is beyond any creature in the world. Subsequently, they need to keep and develop their basic intelligence by having a proper education in order to adapt to the changing nature for surviving. Education, therefore, is the most substantial element of human life nowadays.

1.2.1 Education

Education is a continuous process of transferring knowledge. It could be a direct learning to the natural environment and also the elaboration of knowledge through teaching and learning process in the formal class (Firman & Tola, 2008). Consequently, education used to divide into two major groups: formal and non-formal education. According to Willy Ngaka, George Openjuru, & Robert E. Mazur (2012) formal education refers to the type of education which is structured, in some cases state supported, certified and follows a pre-determined/written curriculum and non-formal education refers to the type of education which takes place outside of the formally organized school.

These days, formal education is mostly interpreted in term of schooling system which is fully structured and implemented all over the world. It consists of some grades – from primary school to higher education - with certain requirement when a student wants to move to the next grade. Curriculum as the content of schooling system will determine how the students gain knowledge in a specific time constraints. The curriculum consists of any document or plan that exists in a school or school system that defines the work of teachers, at least to the extent of identifying the content to be taught children and the possible methods to be used in the process (English, F.W,2000).

According to UNESCO, “education is a fundamental human right and essential for the exercise of all other human rights”. It means that everyone in this world should have an equal opportunity for education, at least a basic education. It is equal in quantity and quality of knowledge, process and facilities. The Indonesian government is in the same perspective on this issue. It is mentioned in its education strategic planning 2010 - 2014, “education is a fundamental right for every Indonesian citizen and therefore, they have a right for a qualified education based on their interest and talent with disregards to their social status, ethnic group, strata social and economy, religion and gender”.

1.2.2 Education in Indonesia

Achieving the extraordinary goal, education for all Indonesian citizens, as government determination to fulfill its citizen right, the government must provide a simple and reachable access to school. In this case, the government has done some remarkable efforts since 1999 with its national program named “a nine year compulsory education” to provide wider access for children aged 7 – 15 in attaining a

basic education which consists of primary school and junior secondary school. Even, the achievement of provincial and district level is various, the program has succeeded in national level with more than 100% of children aged 7-15 attending the schools.

A nine year compulsory education program is focused on gaining rough participation number (APK) all over the country, while the quality of the education still indicates a very low progress as it is not included in the main focus of the government for the last decade. It is shown in one of education quality indicator – student-teacher ratio (STR) – is indicating a respective disparity in the district level, even at the national level exhibits a great number of STR. Hence, the quality of education is resulting in lower level as revealed in Trends in International Mathematics and Science Study (TIMSS) 2007 test where over half of Indonesian students who participated were below the defined basic proficiency (World Bank, 2010).

As a catalyst in education, according to Frick (2012), “humans can learn from experience through trial and error, as well as by accident. But learning can be facilitated if guidance from another person is provided when mental structure are formed during the learning process”. This is the essence of education where government needs to provide enough teacher for every school based on STR. Thus, a learner would experience helpful and directed in the learning process when someone is providing guidance.

These facts lead to some new challenges for the government to decrease the APK disparity among provinces and districts and increasing the quality of education in every district by stressing to STR before improving teacher quality. In additional, misguidance in implementation of the education decentralization system may

contribute to the higher disparity in some provinces and districts. Thus, a study is needed to examine whether the current education system in Indonesia stresses on STR indicator in gaining better education system.

1.3 Problem Statement

As mentioned above, the quality of Indonesian education is in a critical situation where government needs to recover immediately. The current system of Indonesia education organization assigns district level government in a critical role to implement the government policy, manage the resources and deliver education. Nevertheless, district level government is the most important organization in implementing phase.

An excellent formulated strategy in national level may result fail if they are not properly implemented in the lower level. Human resources limitless, powerless, less particular support from district level government and no fully understanding among stakeholders are some factors that may contribute to poor quality of strategy implementation in the basic level (Mungkasa, 2012). Additionally, regional autonomy which not implemented properly may promote the worst situation (Manulang, n.d.).

One of education indicators, Student Teacher Ratio (STR) (MoNE Strategic Planning 2010 - 2014), reflected high disparity in the district level. It means that some districts may experience a low number of STR, while others failed on a high number of STR. Furthermore, it found that some schools in South Aceh district encounter no teacher for particular subjects. In contrast, STR at the provincial level is in the second lowest STR all across Indonesia. Therefore, implementation strategy in basic level of education organization is the key in improving education quality in the

next five years in Indonesia. STR is one of the indicators that Indonesia government need to be focused on and it should be started in district level government.

In response to the issues above, five ministries have agreed to do a teacher redistribution program all over Indonesia as a strategy to reduce the STR disparity which expectedly increases the quality of learning in schools as indicated in The Criticality of Pupil Teacher Ratio by Azim Premji Fondation (2010).

Therefore, this study is significant to determine the achievement of the STR in South Aceh District and the process and practice of distribution of the teacher planning of STR issue 2010-2014. Therefore, South Aceh District Level Government is needed to determine some possible strategies in gaining an outstanding achievement in fulfillment of teacher demand in every school, especially senior secondary school, within its administrative region.

1.4 Research Question

1. What is the number of student-teacher ratio for senior secondary school at current situation (2010-2013)?
2. Is there any student-teacher ratio disparity among senior secondary school?
If yes, how disparities occur and why?

1.5 Research Objective

The aims of this study are:

1. To examine the number of student-teacher ratio for senior secondary school within the district.

2. To determine the difference of student-teacher ratio among senior secondary schools and identify, if there is any, how and why disparities occur.

1.6 Significance of Study

This study could give a significant endeavor in encouraging South Aceh District Level Government to realize the real situation of education quality in terms of STR in its region and take a serious action to support the implementation of teacher redistribution strategy under the direction of five ministries' agreement. This study will also valuable to the Education Department of South Aceh District Level Government in generating a reasonable implementation planning to be proposed to all South Aceh stakeholders. Moreover, this study will provide some recommendations and suggestions to the Education Department of South Aceh District Level Government on how to reduce turbulences in implementing the teacher redistribution.

This study could propose a significant contribution to the knowledge that perhaps could determine the STR as one of the education quality indicators, its disparities, and the factors contribute to the disparities in South Aceh district.

1.7 Limitation of Study

Although this case study has achieved its purposes, there were several avoidable limitations. First, this study has methodological limitations since it only applies in case study method. The descriptive analysis is used in depth understanding about the context is being the focus of the study. Hence, some more case studies on topics given need to be conducted in other districts to generalize the result. Second,

this study is conducted in a shortage period of time. Consequently, the size of the population is ended in a small size, where only senior secondary school being the sample. Therefore, another study on another level of education within the district is compulsory to be conducted in order to have the overall overview to support the suggestions and recommendation of this case study.

1.8 Organization of the Chapter

This thesis consists of six chapters. Chapter one discusses the background of the study, the research question, the research objective, the significance of the study, limitation of the study and organization of the chapters. Chapter two explains the existence of Education Department of South Aceh District Level Government. The function, position, structure, vision and mission of the organization. Chapter three discusses the literature review which focuses on the definition and function of human resource management, the concepts of education, the education of Indonesia, the education of Aceh, the education of South Aceh District and the education quality indicators. Chapter four presents about research methodology of the study. Chapter five demonstrates the findings of the study to answer the research objectives. Finally, Chapter six is the conclusion of the study and potential recommendation for further action that may implemented by the education stakeholders regarding the STR disparities in senior secondary schools within South Aceh district.

CHAPTER II ORGANIZATION BACKGROUND

2.1 Introduction

This chapter provides the information regarding the existence of Education Department of South Aceh District Level Government. The function, position, structure, vision and mission of the organization are also presented and orderly organized in this chapter.

2.2 Function and Position of the Organization

2.2.1 Function

Education Department of South Aceh District Level Government as the regional implementation government is responsible for planning and controlling the governmental education quality within the district in term of teachers and education personnel, education in school and outside of the school, creating and maintaining the relationship between stakeholders and finally, as one of the benchmarks of South Aceh District Level Government.

2.2.2 Position

Education Department of South Aceh District Level Government is the lowest level in the Indonesian Ministry of Education structure which is leaded by a head of department. The head of department is under direct order of the Mayor of South Aceh District Level Government and reporting to the mayor through a regional secretary as the effect of special autonomy implementation in Aceh Province.

2.3 Vision and Mission

The vision of Education Department of South Aceh District Level Government is derived from the Mayors's vision and mission. Therefore, the vision of Education Department of South Aceh District Level Government as revealed in the Education Department of South Aceh District Level Government Strategic Planning 2010 – 2015 which is

“AN ISLAMIC AND QUALITY EDUCATION SERVICES FOR THE CITIZENTS”

In achieving its vision, Education Department of South Aceh District Level Government has developed some mission, as mentioned below:

1. Doing the placement of teachers and education personnel in proportional and professional manner.
2. Improving the education quality in every level of education
3. Improving early childhood education facilities and vocational school
4. Improving the participation of education stakeholders in creating a professional education delivery.

2.4 Organization Structure

Education Department of South Aceh District Level Government is leaded by head of department that helped by a secretary, head of primary education unit, secondary education unit, dayah and non-formal education unit, program unit, technical implementation unit and functional unit in achieving its vision. Figure 1 will give a complete understanding.

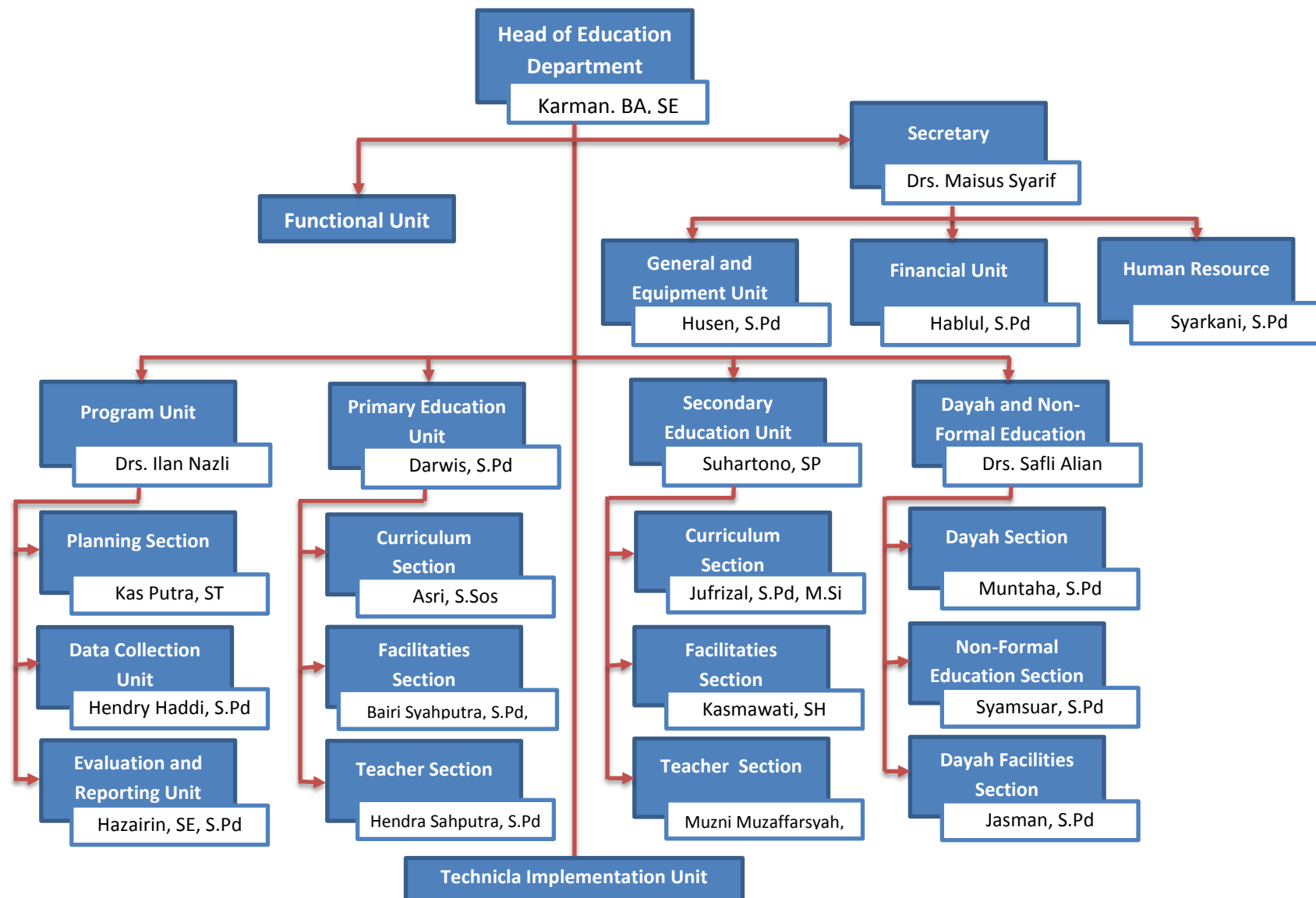


Figure 2.4. Education Department of South Aceh District Level Government organization structure

Every unit in the Education Department of South Aceh District Level Government has its own specific tasks and functions to be performed as a part organizational culture. It is clearly mentioned in its strategic planning 2010-2014.

1. Head of Education Department

The main function of head of Education Department is leading the organization activities in supporting the main task of South Aceh District Level Government. Furthermore, the specific tasks are written below:

- Establishing a regional education work plan
- Task delivery, coordination and evaluation within the organization.
- Supervising the Regional education public policy planning processes
- Establishing technical regional education policy as a reference in implementing Mayor's policies.
- Proposing structural officer promotion to Mayor through a district secretary
- Assigning officers for some vital positions within the organization
- External organization coordination from national level through regional stakeholders.
- Financial proposal coordination and controlling.
- Providing reports regarding the task given to Mayor through district secretary.

2. Secretary

The Education Department Secretary is responsible to provide some assists to Head of Department in managing human resources, governances, finance, general issues and logistics within the organization. There are three units under secretary supervision and have different responsibilities.

- Human resources unit is responsible for human resources management and administration within the organization.
- Finance unit is responsible for finance management and administration within the organization.
- General and logistic unit is responsible for logistics need, lettering, documentation, filing, and public relation.

3. Program Unit

This unit is helping the head of department in term of collecting, systematizing, integrating, compiling general planning and making organization's programs and work activities. Additionally, this unit also has authority in observing and evaluating the decided programs.

4. Primary Education Unit

Primary Education Unit is in charge of improving, supervising, controlling, and evaluating the education policy implementation, education delivery and education quality of pre-childhood education, primary education and junior secondary school.

5. Secondary Education Unit

Secondary Education Unit is responsible for improving, supervising, controlling, and evaluating the education policy implementation, education delivery and education quality of general senior secondary school and vocational senior secondary school.

6. Dayah and Non-Formal Education Unit

Datyah and Non-Formal Education Unit is in charge of improving, supervising, controlling, and evaluating the education policy implementation,

education delivery and education quality in Dayah and Non-Formal Education. Moreover, this unit is authorized in establishing industry relationships.

7. Technical Implementation Unit

The technical implementation unit is responsible for

- Implementing some Education Department tasks on the field.
- Establishing its own organizational structure under the guidance of the Mayor directions.

8. Functional Unit

The position of functional unit is direct under and responsible to the Mayor through the head of education department. Its tasks are

- School's performance monitoring and evaluation.
- School's accreditation organization.
- Routine school supervision.
- Reporting to the Mayor regarding the supervision findings through head of education department.
- In charge of teacher and school principal capacity improvement.

CHAPTER III MAIN ISSUE AND LITERATUR REVIEW

3.1 Introduction

This chapter builds upon the literature review which focuses on the definition and function of human resource management, the concepts of education, the education of Indonesia, the education of Aceh, the education of South Aceh District and the education quality indicators.

3.2 Human Resource Management (HRM)

3.2.1 Definition

Human resource management (HRM) term has numerous definitions and been subjected to considerable debate. According to Mondy & Noe (1996), HRM is the utilization of human resource to achieve organizational objectives and Noe, Hollenbeck, Gerhart & Wright (2010), HRM refers to the policies, practices, and systems that influence employees' behavior, attitudes and performance.

Moreover, Out D.O in Human Resource Management in Education indicated that the definition of human resource management would be incomplete without further explaining what the terms 'human resources' and 'management' are. By including the explanation of these terms, they come up with a new definition of HRM which is the process that deals with utilizing people to perform duties and function in an organization.

3.2.2 HRM System and Function

In developing human resource management quality in an organization, HRM manager should work through a Human Resource Management System (HRMS). HRMS is associated with six functional areas of effective HRM: human resource planning, recruitment and selection; human resource development; compensation and benefits; safety and health; employee and labor relations; and human resource research (Mondy & Noe, 1996). It is presented in the figure below.



Figure 3.2.2. Human resource management system
Source: Human Resource Management by Mondy & Noe (1996)

3.2.3 Human Resource Planning

Both organization profit and non-profit are much depended on its manpower. The organization will accomplish its goals by having qualified individuals for a proper specific job at the specific place, and time. Therefore, a human resource planning will determine in obtaining it.

Human resource planning (HRP) is the process of systematically reviewing human resource requirements to ensure the required numbers of employees, with the required skill, are available when needed (Mondy & Noe, 1996). In addition to that, Raghubar Jha mentioned that it includes what, if any, must be done to ensure personnel supply equals personnel demand at the appropriate point in the future. Therefore human resource planning is an important part of an organization to make sure demand and supply of organization's manpower are equal, meeting the job skill requirements, and assigning at the proper time and place.

3.3 Education

3.3.1 Definition

In etymological perspective as indicated in Educational Thought and Practice by V. R. Taneja (2007), the term "Education" is an English word which is derived from Latin words Educare and Educatum. "Educare" means to bring, lead and draw out, propulsion from hidden to visible. While "Educatum" represents the act of teaching which provide light in guidance. Nevertheless, the term Educare is defined as the development of the latent faculties of the children, which they do not know. Teacher as the educator, who can identify these needs to take appropriate methods to develop those powers afterwards.

In Islam, the term of education is "*Tarbiyah* and *Ta'dib*" (Al-'Attas, 1996). In the classic time, the term education is familiar with the word "*Ta'dib*" and all knowledge produced by the human mind is called "*Adab*". As the development of science specialization, then, its meaning is narrowing to refer to literature and ethics. Consequently, "*ta'dib*" as the concept of Islamic education is less familiar nowadays.

However, “*Tarbiyah*” is well known as the term of education in Islam lately. Rosidin (2011:11) defined that “*Al-tarbiyah*” is the process of development, maintenance, preservation, processing, delivery of science, giving instructions, guidance, improvement, and the feeling of having good pupils’ body, mind, soul, talents, potentials, feelings, continuous, gradual, full of love, caring, tenderness, playful, wise, easy to be accepted, thus it will form the perfection of human nature, pleasure, glory, live independently, to achieve the willing of Allah Almighty.

Therefore, the definition of education is various since different experts have different point of view when defining education. According to T. P. Nunn (1920), education is the complete development of the individuality of the child so that he can make an original contribution to human life according to the best of his capacity; John Dewey, education is not a preparation for life, rather it is the living. Education is the process of living through a continuous reconstruction of experiences. It is the development of all those capacities in the individual which will enable him to control his environment and fulfill his possibilities; O. P. Dhiman (2008), true education is that which draws out and stimulates the spiritual, intellectual and physical faculties of the children; Al-Attas (1980:16), education is recognition and acknowledgement, progressively instilled into man, of the proper places of things in the order of creation, such that it leads to the recognition and acknowledgement of the proper place of God in the order of being and existence; and Jackson, education as the process of imparting and acquiring knowledge, skills and attitude through various forms of teaching and learning with a view to preparing individuals to be responsible citizens.

The Indonesian government, as revealed in Law No. 20 – 2003, defined education as a planned effort to establish a study environment and education process

so that the student may actively develop his/her own potential to gain the religious and spiritual level, consciousness, personality, intelligence, behavior and creativity to him/herself, other citizens and for the nation.

3.3.2 The Significance of Education

Generally, the significance of education is the benefit of having education for human life as an individual and society. It may recognize from its aim. According to O.P. Dhiman in Foundation of Education (2008), there are some different aims of education:

a. The knowledge aim.

It is almost widely accepted as the aim of education since the time of sophists. Knowledge is believed as a powerful agent for intellectual satisfaction for centuries.

b. The vocational aim.

It is more in fulfillment of men's basic needs – food, shelter, and clothing. It means that, education should be able to fulfill these basic human life needs.

c. The moral aim.

Some educationists who belong to idealistic school think that the ultimate aim of education should be a character building or moral development which creates consistency, steadfastness, dependability, and stability of a man.

d. The complete living aim.

According to Herbert Spencer, education should acquaint us with the laws and ways of complete living. Thus, the aim of education should provide varied types of experiences for students so that every aspect of their personality may well develop.

e. The harmonious development aim.

It means that the aim of education should be a harmonious development of mental, physical, aesthetic power within the children which has different capacity when they are born.

f. The leisure aim.

At the modern time, the aim of education should be to teach people a proper utilization of leisure so that they add to the achievement of man in art, architecture, and literature, and thus develop their culture.

In compiling to these education aims, Krishnamurti (2010) in *Education and The Significant of Life*, explained that “education is not merely acquiring knowledge, gathering and correlating facts; it is to see the significance of life as a whole. Education should not encourage the individual to conform to society or to be negatively harmonious with it, but help him to discover the true values which come with unbiased investigation and self-awareness. When there is no self - knowledge, self-expression becomes self-assertion, with all its aggressive and ambitious conflicts. Education should awaken the capacity to be self-aware and not merely indulge in gratifying self-expression”.

The significance of education in human life is expected to provide a better quality of life of both individual and society without ignoring the role of environment. Some significances of education are making better citizen, ensuring a productive future, opening new vistas, spreading awareness, helping in decision making, and bolstering the confidence.

3.3.3 Education for All (EFA)

Education for all is based on the Universal Declaration of Human Right, Article 26, 1948. It is mentioned that “Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory”. It has been reaffirmed in some international human rights instruments, such as the International Covenant on Economic, Social and Cultural Rights (1966), the Conventional on the Elimination of Discrimination Against Women (1979) and the Convention on the Rights of the Child (1989).

The commitment on “meet the basic learning needs of all” is reaffirmed again in the World Conference on Education for All in Jomtien-Thailand on March 1990. The focus is on achieving some goals which are: expansion of early childhood care and developmental activities; universal access to, and completion of, primary/basic education by the year 2000; improvement in learning achievement; reduction of the adult illiteracy rate; expansion of provisions of basic education and training in other essential skills required by youth and adults; increased acquisition by individuals and families of the knowledge, skills and values required for better living. It consequently expands the concept of basic education where all people would have equal opportunity for a fundamental education. Therefore, a universal access to basic education for the diverse learning needs is undeniable.

Although a fundamental framework of education for all has established, committed by at least 155 governments and showed a good progress in its implementation, it does not fully exhibit the achievement of education aims. The principle focus of EFA in primary education has been accessed. This may explain why much of what has been reported as progress are enrollment figures and not what

goes on in school (Banda, 2008). Hence, the student enrollment (learners) and what goes on (process) in school are supporting each other for education aims achievement (outcome) which then determine the quality of education itself.

3.4 Education in Indonesia

3.4.1 Brief Overview of Indonesia

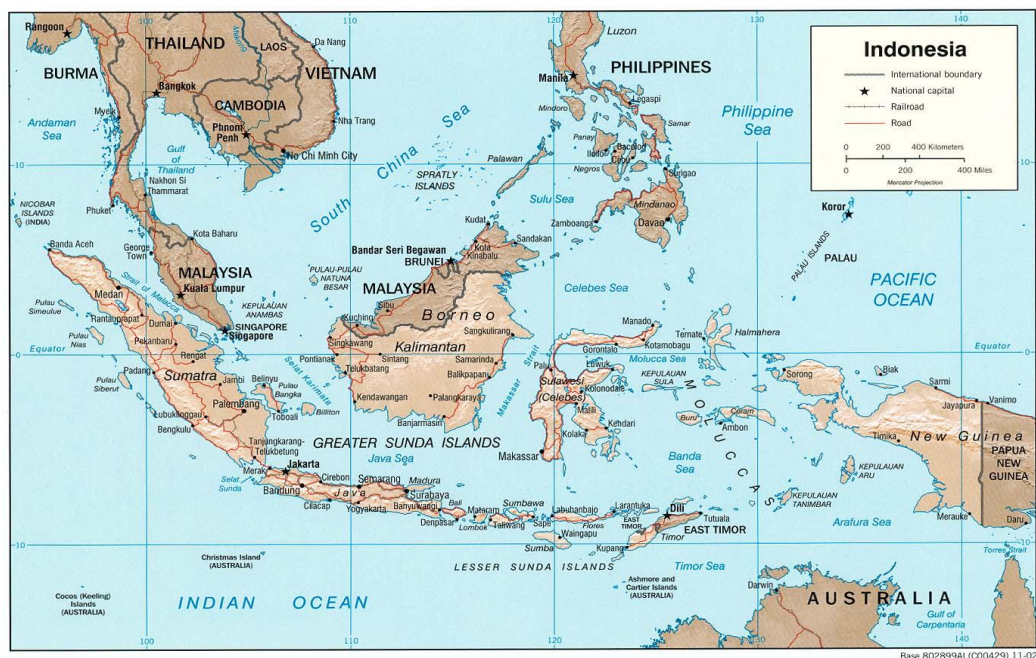


Figure 3.4.1. Republic of Indonesian map

Resources : petacitra.blogspot.com

Indonesia is a republic country. It is located in Southeast Asia and consists of a vastly diverse island archipelago with at least 13,000 islands along the equator between the Indian and Pacific Ocean. In 2010, its population is approximately 240 million and more than 300 ethnics with not less than 700 languages and dialects live in the fourth most populous nations in the world. The average population density is not less than 134 people per kilometer square where Java is the most populous island with approximately 60% of the Indonesian population is living in Java. In additional,

Indonesia is the world largest Muslims population where 13% of world Muslim population live in Indonesia. These facts challenge the Indonesian government in managing its country to provide a better life for its people.

The geographic and demographic conditions have posed to communication and transportation - as the basic pillars in development - problems significantly. Although there are many factors that make Indonesia end up in lower-middle-income country with only USD 1420 of GDP per capita, these problems may become a significant contributor to it. Therefore, some public services such as health service and educational service for citizens who live in remote area cannot be well-provided by the Indonesian government.

3.4.2 Legal Basis of Education in Indonesia

The legal basis of education is a foundation in organizing the process of education in a country. There are three main legal basis of education in Indonesia:

- a. The opening of Indonesia Republic Act (Undang-Undang Dasar - UUD 1945).

In its fourth paragraph mentioned that: "Pursuant to which, in order to form a Government of the State of Indonesia that shall protect the whole people of Indonesia and the entire homeland of Indonesia, and in order to advance general prosperity, to develop the nation's intellectual life, and to contribute to the implementation of a world order based on freedom, lasting peace and social justice, Indonesia's National Independence shall be laid down in a Constitution of the State of Indonesia, which is to be established as the State of the Republic of Indonesia with sovereignty of the people and based on the belief in the One and Only God, on just and civilized humanity, on the unity of Indonesia and on

democratic rule that is guided by the strength of wisdom resulting from deliberation / representation, so as to realize social justice for all the people of Indonesia”. Therefore, it is obviously declared that developing the nation’s intellectual life is a constitution agenda of the country.

b. Act of Republic of Indonesia (UUD 1945) Section 31 on Education

Article 1 mentioned that every citizen has a right to education. Article 2 revealed that it is compulsory for every citizen to have a basic education and government must responsible for the financial. These two articles indicate that the Indonesian Government is compulsory to provide a free basic education for its citizen. The education budget is in a quite significant amount which is 20% of national and regional revenues and expenditure as stated in Article 4; “state budget prioritizes education to at least 20% of budget revenues and expenditures of the state and local government budgets to meet the needs of national education”.

c. Act No. 20 Year 2003 on National Education System.

In implementation of Act of Republic of Indonesia (UUD 1945) Section 31 on Education, Indonesian Government legalizes one act which is Act No. 20 Year 2003 on National Education System. It regulates about national education basis, functions, aims, principles, students, teachers, facilities, curriculum, budgeting, supervision, ect. Therefore, it becomes the foundation of the current Indonesian education system.

3.4.3 Indonesian Education System

The current Indonesia national education system is based on Undang-undang Republik Indonesia No. 20 Tahun 2003. It is mentioned that the level of formal education system consists of early childhood education, basic education, secondary education and tertiary education. Early children education or kindergarten is generally known as Taman Kanak-kanak (TK) or Pendidikan Anak Usia Dini (PAUD). It is attended by children aged 4 – 6. Since the declaration of “ a Nine-year Compulsory Education ” in 1994, basic education is defined as the accumulation of a six years of primary school which is called Sekolah Dasar (SD) and three years of junior secondary school which is called Sekolah Menengah Pertama (SMP) for children aged 7 to 15 where the government is required to fund it. Secondary education is a three years of schooling at General Senior Secondary School which is named Sekolah Menengah Umum (SMU) or Vocational Senior Secondary School which is named Sekolah Menengah Kejuruan (SMK). Tertiary education consists of a form of academy, polytechnic, institute and university. The Ministry of National Education (MoNE) and the Ministry of Religious Affair (MoRA) are responsible for education in Indonesia.

Primary, secondary and tertiary education delivering responsibility in Indonesia is shared across three level governments – national, provincial and district level government – where the district plays a critical role. The national level government, under the direction of the Ministry of National Education (MoNE) is in charge of education policy, standard setting and strategy. Planning and quality assurance are concentrated in the 33 provincial level governments. Managing the resources and education delivery are the responsibility of 491 district level government.

Age		Edu. Level	Academic Education		Professional Education MoRA/MoNE			
			MoRA	MoNE				
25 & Above		Tertiary Education	Islamic Doctorate Program S3	Doctorate Program S3	Second Professional Program SP2			
24			Islamic Master Program S2	Master Program S2	First Professional Program SP1			
23			Islamic Under Graduate Program S1	Under Graduate Program S1	Diploma 4 Program D4			
22								
21								
20								
19								
18		Secondary Education	Islamic SSS - MA	Senior Secondary School (SSS) - SMA	Vocational SSS (VSSS) - SMK		Islamic Vocational SSS (IVSS) - SMK	
17								
16								
15		Basic Education	Islamic JSS - MTs	Junior Secondary School (JSS) – SMP				
14								
13			Islamic Primary School (IPS) - MI	Primary School (PS) – SD				
12								
11								
10								
9								
8								
7		Early Childhood Education	Islamic Kindergarten - TK/PAUD	Kindergarten - TK / PAUD				
6								
5								
4								

Figure 3.4.3. Education level of Republic Indonesia
Source: Hendayana, S., Supriatna, A., & Imansyah, H. (2010)

3.4.4 Indonesian Education Achievement

There are three main priorities that have been determined by the government to develop education in Indonesia: improving equity and access, enhancing quality and relevance, and strengthening management and accountability (Firman & Tola

2008) as indicated in the MoNE's strategic planning. Nevertheless, the first main priorities are being the focus of the government for the first decade of the 21st century if compared to the second and third main priorities. Improving equity and access will support the completion of basic education program (primary schools and junior high schools) in an earlier decade of the century. The efforts that had been done to improve the education in Indonesia have encountered numerous obstacles: limitations in learning facilities; inadequate quantity, quality, and welfare of teachers; and limitation in the budget for education (Firman & Tola, 2008). Consequently, the quality of education in Indonesia has not developed as well as other countries. It is indicated in the result of some international competitions. The 8 grade Indonesian student achievement is far below its neighboring countries.

Beside of its regretful experience, Indonesia government, Ministry of National Education (MoNE) in particular, has achieved some significant targets in improving equity and access. Ministry of National Education (MoNE) reported in 2006 that the increasing of the number of schools which is 4.2 times in the last 35 years has brought a significant impact to the net enrollment ratio (NER). It achieved 94.30 % for primary schools, 62.06 % for junior secondary schools and 42.64 % for both general and vocational senior secondary schools.

According to Pusat Statistik Pendidikan Kementrian Pendidikan Nasional Republik Indonesia (PSP Kemdiknas) 2010, Indonesia has approximately 194,356 formal schools in total. It comprises of 143,311 primary schools, 29,866 junior secondary schools, 11,036 general secondary schools, 8,399 vocational senior secondary schools, and 1,803 schools for disabled citizens. All of these schools are serving not less than 43,919,744 students. Primary schools provide education for most of the students which takes 27,328,601 students or about 62,33 % of total

students . Junior secondary schools provide some services for 21 % of the total students or approximately 9,255,006 students. 9% of the total students are served by general senior secondary schools which has total in amount 3,942,776 students. Vocational senior secondary schools are serving 3,319,068 students or 7.5% of total students, and 74,293 students or 0.16 % is disabled students which go to the special school.

Table 1. Number of school and student in Indonesia

Education Level	School		Total	Students		Total
	Public	Private		Public School	Private School	
SD	130,563	12,689	143,252	24,863,936	2,464,665	27,328,601
SMP	17,714	12,152	29,866	6,905,458	2,349,548	9,255,006
SMA	5,034	6,002	11,036	2,594,977	1,347,799	3,942,776
SMK	2,218	6,181	8,399	1,189,631	2,129,437	3,319,068
SLB	437	1,366	1,803	23,489	50,804	74,293

Source: Pusat Statistik Pendidikan Departemen Pendidikan Nasional Republik Indonesia (PSP Kemdiknas) 2010

3.4.5 Indonesian Education Challenges

Even student enrollment is showing very good progress, there are still about 12 % of children aged 13 – 15 are not going to school yet and 30 % of junior secondary school students do not precede to senior secondary school. Furthermore, the increasing student enrollment in national level is not followed by all provinces. Student enrollment is varied for every province. It is shown in rough participation number (APK) that released by PSP Kemdiknas in 2010. There is only 33.3 % of the province which achieved $\leq 100\%$ APK and 51.5 % of the province has APK under national APK of junior secondary school. It is becoming worst for senior secondary

education level, there only 12% of the province which can attain 90 % APK. Thus, another great effort is needed to accomplish education for all programs.

Once children in schools, the quality of education varies across the country. The increasing of student enrollment affected to the fulfillment of classroom, facility and teacher supply. At the national level, the ratio of classroom-student, teacher-student and facilities is in respectable number if compared to ASEAN ratio. For instance, ASEAN's teacher-student ratio is 20.6 for primary school and 16.9 for secondary school in 2008 ("Statistical yearbook for Asia and the Pacific", 2011). While, PSP Kemdiknas revealed in 2008 that the teacher - student ratio is 17 for primary school, 12 for junior secondary school and 11 for senior secondary school in. The ratio of classroom-student is 27 for primary school and 36 for junior secondary school and senior secondary school. School facilities (i.e. library, laboratory, workshop, computer room, and ect.) are in an acceptable number to support the learning process. Therefore, the significant achievement in increasing student enrollment has led to new challenges.

Good ratio of student-teacher and student-classroom does not indicate the real condition in provincial level and district level government. Some provinces and districts in particular are suffering from having not enough teacher and classroom. For example, Yogyakarta's student-teacher ratio is 9, while Banten, Jawa Barat and Jawa Tengah 14. Similar thing happened to a student-classroom ratio. Despite the fact that Jawa Timur's students must share a classroom for 40 students, Yogyakarta's students experienced much more space in a classroom with only 31 students. However, it is believed that the distinction may higher and varies at district level.

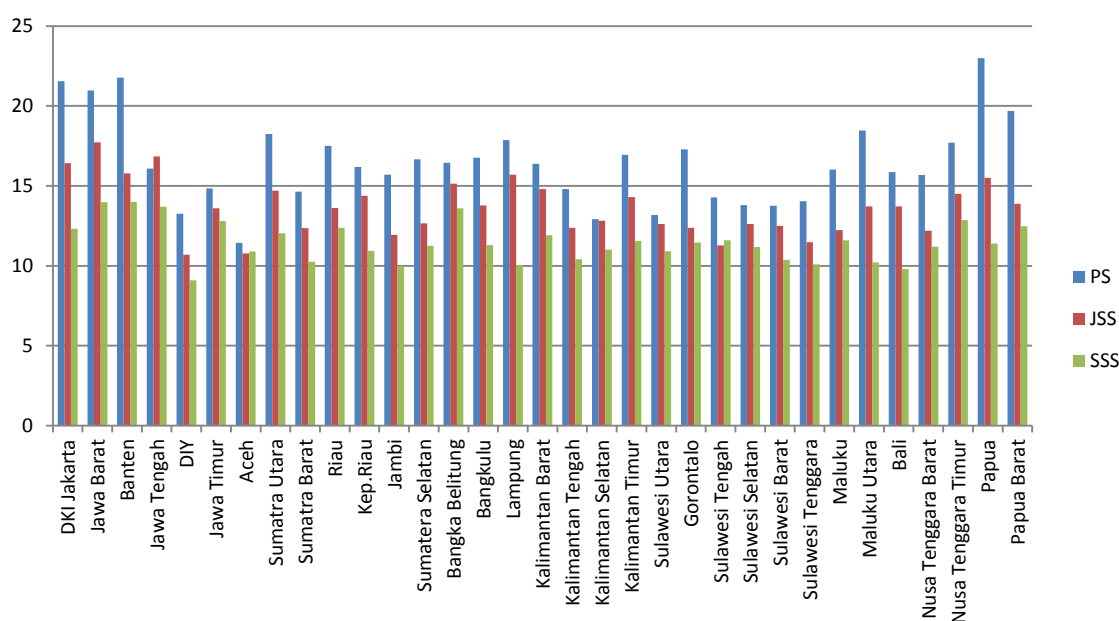


Figure 3.4.5. Student-teacher ratio in every province in Indonesia
Source: *Pusat Statistik Pendidikan Departemen Pendidikan Nasional Republik Indonesia (PSP Kemdiknas) 2010*

The above explanation means that government should concern in reducing disparities in access ratio and making a same ratio for every education indicator, especially student-teacher ratio, of every school to increase the learning quality. Bain and Achilles report that, in Project Prime Time, (1) students in smaller classes scored higher on standardized tests than did those in larger classes, (2) the smaller classes had fewer behavioral problems, and (3) teachers of smaller classes reported themselves as more productive and efficient than they were when they taught larger classes.

These phenomena may make government moving a bit forward to identify its next direction for a better education. In MoNE's strategic planning 2010 – 2014, its missions have included the both issues that discussed above: reducing disparities and improving quality of teaching and learning. Reducing disparities will not be the main focus target to be achieved in this period. It is indicated from the MoU of 5 ministries (Ministry of Empowerment Apparatus, National Education, Home Affairs, Finance,

and Religious Affairs) No. 05/X/PB/2011, No. SPB/03/M.PAN-RB/10/2011, No. 48 Tahun 2011, No. 158/PMK.01/2011, and No. 11 Tahun 2011 which focus on teacher redistribution in order to make an equal student-teacher ratio for every school in every province and district. Hence, by having this MoU, the government expects the quality of teaching and learning will improve significantly.

3.4.6 Conclusion

Even though STR at national level is showing a good number compared with its neighboring countries, Indonesian students' performance in international level is far behind the expectation. In contrast, experts believed that lower STR will consequently make education quality higher. Hence, the phenomenon needs to be studied to provide an explanation to understand the phenomenon.

3.5 Education in Aceh Province

3.5.1 Brief Overview of Aceh Province

Aceh is one of province among 33 provinces of Indonesia. It is located in the westernmost of the country: precisely, between 95° - 98° east longitude and 2° - 6° north latitude with average altitude, approximately, 125 meters above sea level. Its area is 5.677.081 ha that consists of 2.291.080 ha of forest, 800.401 ha plantation area, 3.928 ha of industrial area and 119 islands. It is bordered by the Indian Ocean on the north, the Malacca Strait on the east, North Sumatra Province on the south, and the Indian Ocean on the west.

Furthermore, Aceh province has 3 level governments to be managed under its supervision. According to Regional Planning and Development Board (BAPPEDA) of Aceh in 2010, It comprises of 23 districts, 280 sub-district, and 6,423 villages. As the implementation of special autonomy in Aceh, the government of Aceh has established a Mukim law and approved by legislators. Qanun Provinsi Nanggroe Aceh Darussalam Nomor 4 Tahun 2003 said that Mukim is a unit of a government which supervises some villages and being supervised by a sub-district level government. Its function is more in assuring the local rules and norms are being implemented respectively. The Aceh government expects the Mukim will simplify the implementation of Syariah Islam as a part of the special autonomy product in a daily life of the Acehnesse.



Figure 3.5.1.a. The map of Aceh Province
 Source: Government of Aceh

According to Badan Pusat Statistik Provinsi Aceh (BPS Aceh) 2010, Aceh's population is not less than 4,494.000 citizens. 40% of the population consist of children aged under 15, 4% is senior citizen aged above 65 and the rest is in productive age. Moreover, 36.5% of the total population is in age of attending the school or in a range of 7 – 24 years old. 7 – 12 years old which is in primary school is 35%, 13 – 5 years old which is in junior secondary school is 17%, 16 – 18 years old which is in senior secondary school is 16%, and 19 -24 years old which is in the undergraduate program is 32%. Subsequently, the composition of Aceh's population is relatively in young structure.

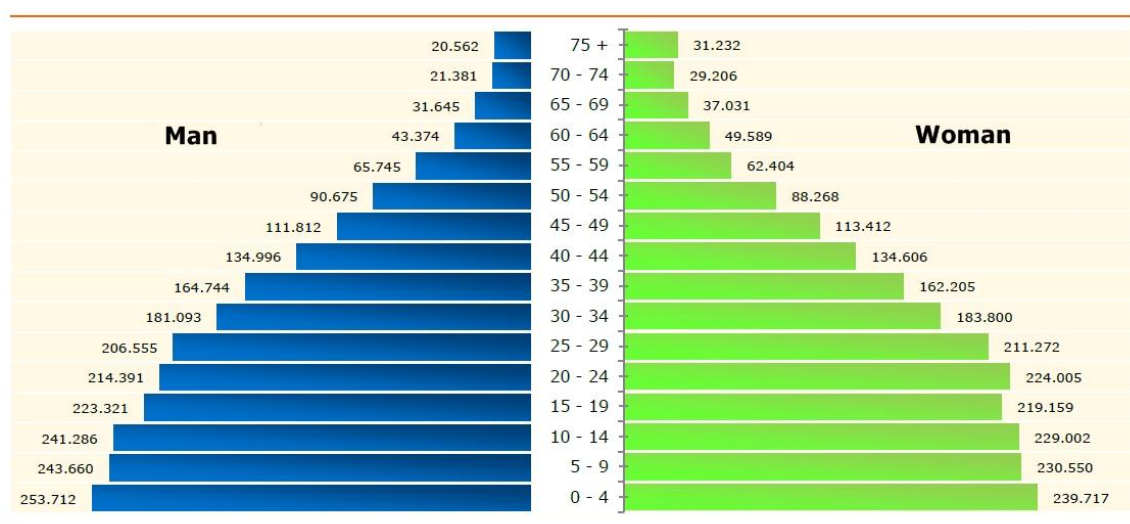


Figure 3.5.1.b. Aceh Population in age classification
Source: Aceh Dalam Angka 2010

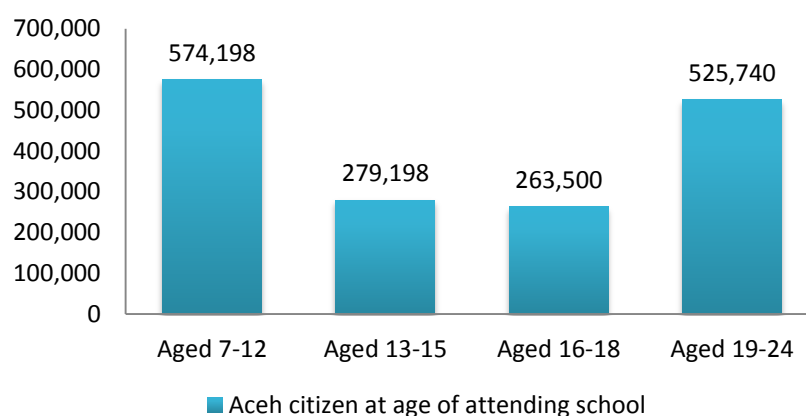


Figure 3.5.1.c. Total Aceh citizen at age of attending the school
Source: Badan Pusat Statistik Aceh 2010

3.5.2 Aceh Province Education Overview

Total school in Aceh is 4,658 schools all across the province. Primary school is in number of 3,288 schools with 545,904 students, junior secondary school is 858 schools with 214,213 students, general senior secondary school is 393 schools with 143,828 students, and vocational school is 119 schools with 43,316 students (PSP Kemdiknas, 2010). These numbers exhibit a respectable achievement in student enrollment. Primary school has 109.59% APK, junior secondary school has 104.55% and senior secondary school has 75.04% APK (PSP Kemdiknas, 2010).

As indicated in figure 3.2.5, Aceh has a good number in STR if compared to other provinces. On average, Aceh is in a second lowest province in term of a STR which is 11.03 under Yogyakarta in 11.01. Although the number of STR may vary – 7 to 12.6 – in district level, it is still better compared to the national number of STR. Again, similar thing happened as in national level. Lower STR does not follow by the high quality of education in Aceh. It is revealed in National College Admission Test (SMPTN) in 2012. Natural science subject test ranked Aceh's student 33rd out of 33 provinces and 25th out of 33 provinces for social science subject test. Therefore, a study on STR on district level or even further may give the explanation about the contradiction phenomenon.

3.5.3 Conclusion

Aceh province is encountering a similar problem with national level government where the STR is lower, but it does not reveal a high education quality. General STR that being considerably by national and provincial level government is probably not showing the real number of STR in a school within the district. Thus, examining the number of STR in every school is necessary for further explanation.

3.6 Education Quality Indicator

As defined in the dictionary, quality is the “degree or standard of excellence”, where people may judge from the “conformance of requirement” (Crosby, 1980) or “fitness for use” (Juran, 1992). Education as a tool to draw out and stimulates the spiritual, intellectual and physical faculties of the children is undoubtedly required such quality to generate a better life.

In general, educational quality depends on cognitive development and education’s role in encouraging learners (EFA Global Monitoring Report, 2005). According to UNICEF in its paper Defining Quality in Education, there are five dimensions of educational quality: learners, environment, content, process, and outcome. Furthermore, Ankomah (2005) revealed a continuum of three processes necessary for identifying educational quality indicators as shown in following exhibit.

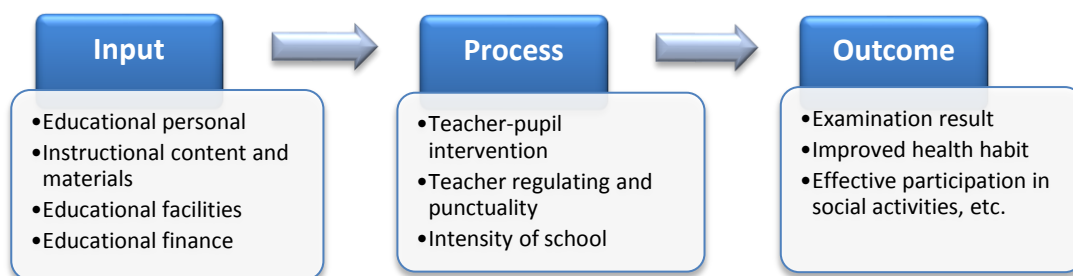


Figure 3.6.a. Educational quality continuum

Source: *Implementing quality education in low income countries*, Ankomah (2005)

Van den Berghe (1997) defines quality indicators of education as performance indicators that refer to a quality characteristic or objective, thus alluding to the broad context of performance evaluation in which the learners operate. In its practice, some literatures suggest that education quality indicators should be a combination of both qualitative and quantitative issues. Such as, Dare (2005), education quality indicators should therefore convey notions of quantity and quality. Furthermore, Dare proposed the formula to determine critical education quality indicators as follow:

Table 2. Education quality indicators, objective and formula

No	Education Quality Indicators	Objective	Formula
1	Student-teacher ratio	To measure the quality of education	Number of student / Number of teachers.
2	Class size	To measure quality of education	Number of student / Number of classes
3	Percentage of qualified teachers	To measure the quality of education	Number of qualified teachers / Total number of teachers
4	Survival rate	To evaluate educational efficiency	Number of a cohort of students that achieve Grade 12 / Number of some cohort of students enrolled in Grade 1
5	Repetition rate	To measure the efficiency of the educational system	Number of failed students / Total number of students
6	Percentage of educational expenditure in relation to GNP	To measure the efficiency of the management system	Educational expenditure / GNP
7	Proportion of “Specialized education” teachers in the teaching staff	To evaluate the weight of “specialist” Teachers in the teaching staff	Number of specialist teacher / Number of total teaching staff
8	Proportion of expenditure on “specialized” education in the total expenditure	To measure the support of education policy on “specialized education”	Expenditure on specialized education / Total expenditure on education
9	Expenditure on education	To measure the importance of policy	Education expenditure / Total expenditure
10	Per capita cost	To measure the cost of education	Total expenditure / Number of Students

Source: Dare, A. (2005). *Indicators of Quality*

The ultimate purpose of education quality indicators is providing a basis for monitoring the quality of education (Scheerens & Hendriks, n.d.) as shown in figure 3.1.4.b. Sometime the result may end up with a confusing. For instance, although Indonesia has a good STR at national level which is 12 for secondary school compared to Korea which only 18, Indonesian student achievement was under Korea. It is revealed on the 2007 Trends in International Mathematics and Science Study

(TIMSS) test, where more than half of Indonesian students who participated were below the defined basic proficiency, while Korean students in the other way around. Hence, this phenomenon on STR will study further in the next chapter as the focus of this study.

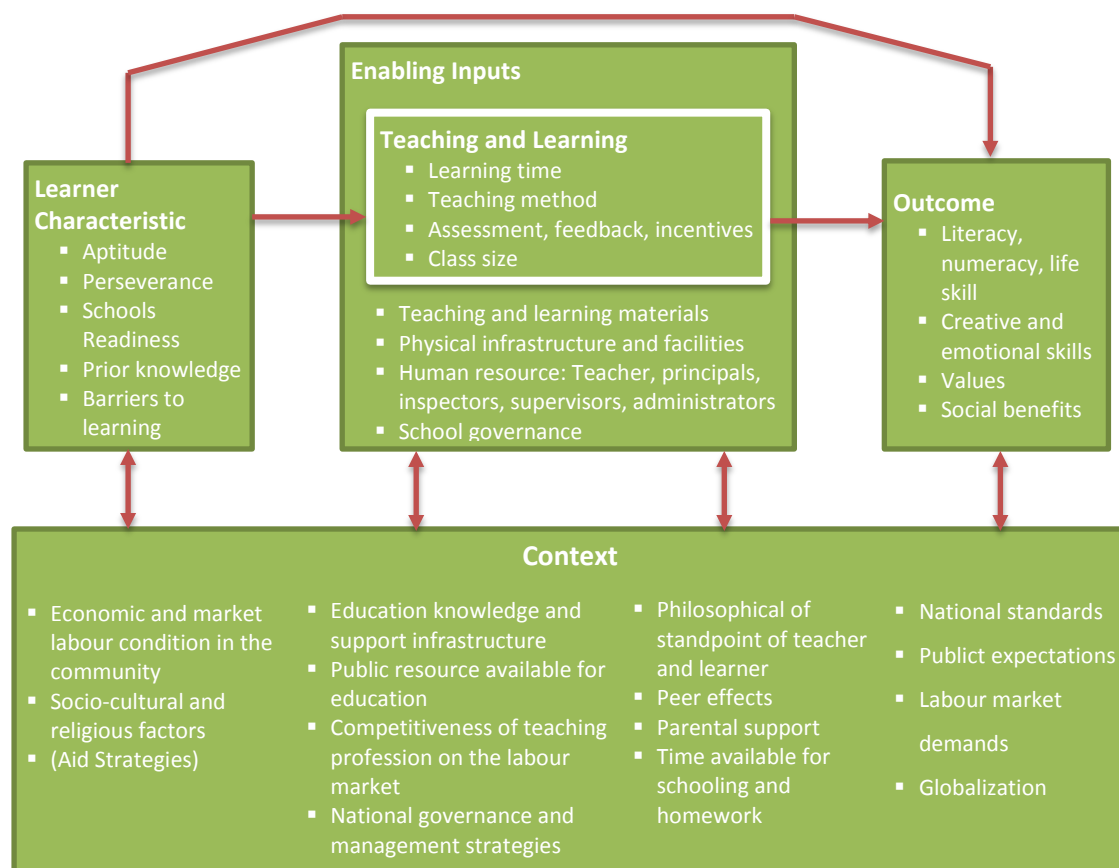


Figure 3.6.b. Framework for understanding education quality
Source: EFA Global Monitoring Report 2005

In conclusion, both organization profit and non-profit are much depended on its manpower. Good planning and implementation of management system, especially in education, positively lead to a better education quality at every level of government administrative area. Thus, in this study, STR as one of education quality indicators is studied to determine the even teacher distribution in South Aceh district using research methodology which described in the next chapter.

CHAPTER IV RESEARCH METHODOLOGY

4.1 Introduction

This chapter presents the detail about research methodology of the study. In this chapter sequentially will exhibit research approach, research design, location of study, data and data resources, data collection, data analysis and conclusion.

4.2 Research Approach

In supporting South Aceh Education Department's planning to make an even teacher distribution within its administrative region, this study is aimed to examine the STR and its disparity of senior secondary school in South Aceh district and, if there is a disparity, identify how and why this disparity may appear. A qualitative study approach is needed to perform the research where the characteristic are: (1) conducted in naturalistic settings, (2) researcher as the primary data collection instrument, (3) focus on description and understanding of participants' point of view or meanings, (4) inductive data analysis, (5) concern with the process than the result (Bogdan & Biklen, 1982 and Babchuk & Badiee, 2010).

First, natural setting, it means that data collection is done in a naturalistic way: data is allowed to disclose naturally rather than collected according to specific framework which prescribed by researcher and directly on the field where the case is occurring. *Second*, researcher as the primary data collection instrument, it means that the researcher should be able to understand, analyze, and conclude all collected data from unexpected environment and afterwards, generate a decision. *Third*, focus on description and understanding of participants' point of view or meanings. It means

that the researcher should provide a descriptive explanation regarding the study after understanding the point of view and meaning of its participants. *Fourth*, inductive data analysis, it means that “immersion in the details and specifics of the data to discover important patterns, themes, and interrelationships; begins by exploring, then confirming, guided by analytical principles” (Johnson & Christensen, 2004). *Fifth*, concern with the process than the result, it means that result is not being the interest of the research as long as the process is done correctly.

Based on the explanation above, this study is included in qualitative methodology. Qualitative methodology refers in the broadest sense to research that produces descriptive data-people’s own written or spoken words and observable behavior (Bogdan & Taylor, 1998). Thus, if there is any uneven teacher distribution in South Aceh’s senior secondary school, it may provide an explanation of how and why the uneven teacher distribution may occur.

4.3 Research Design

According to Burn & Grove (2003), “research design is a blueprint for conducting a study with maximum control over factors that may interfere with the validity of the findings”. Parahoo (1997) defines a research design as “a plan that describe how, when and where data are to be collected and analyzed”. Moreover, Polit et al (2001) describes research design as “the researcher’s overall for answering the research question or testing the research hypothesis”.

South Aceh Education Department as a setting of the study where the researcher is attached for 14 weeks in industrial attachment is experiencing an uneven teacher distribution that affected education quality in its region. This phenomenon

needs to be explained by performing a case study, because, according to Yin (2004), case study is the preferred strategy when “how” or “why” are being posed, when the investigator has little control over events, and when the focus is on a contemporary phenomenon within some real-life context.

4.4 Location of Study

The study is performed where the researcher is attached for industrial attachment. The location is in the education department of South Aceh district in Aceh province, Indonesia.

4.4.1 Brief Overview of South Aceh District

South Aceh is a district in Aceh Province, Indonesia. The South Aceh district is established on November 4th, 1956 based on Emergency Law No. 7 year 1956. It is located precisely 2° 23′ - 3° 36′ North Latitude and 96° 54′ - 97° 51′ East Longitude and bordered by Southeast Aceh on the north, Southwest Aceh on the west, India Ocean on the south and Subulusalam and Aceh Singkil on the east. The south Aceh district has 18 Sub-districts, 43 Mukims and 248 villages which spreading on its total area 4,005.10 square kilometers. It consists of approximately 63.45% of steeply area and 34.66% flat area. Therefore, South Aceh is a topographical challenging area.

According to Census 2010, Badan Pusat Statistik Aceh Selatan revealed that the total population of South Aceh district is 202,003 citizens which comprise of 99,616 men and 102,387 women. Most of the population is concentrated on two sub-districts which are Tapaktuan and Kluet Utara. Tapaktuan as its capital city has approximately 11.12% and Kluet Utara has 10.94% of the population. In additional, its average population density is about 50 people per square kilometer.

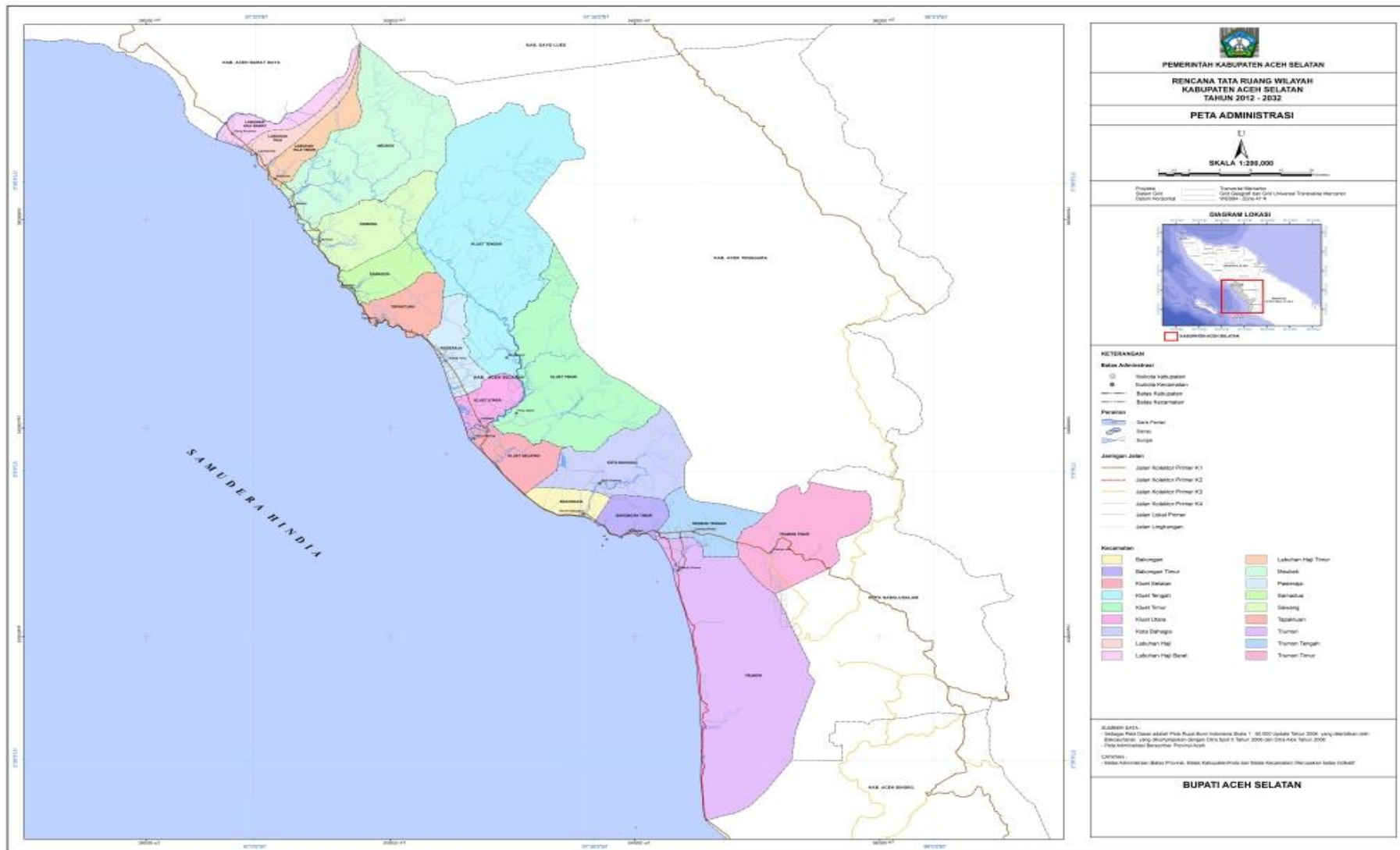


Figure 4.4.1. The map of South Aceh District
 Sources: Aceh Selatan Dalam Angka 2012

4.4.2 South Aceh District Education Overview

In 2011, according to BPS of South Aceh in Aceh Selatan Dalam Angka 2012, there is 39 % of the population at the aged of 5 - 24 where they need to go to school starting from kindergarten to university. Consequently, South Aceh District Level Government has provided 88 kindergartens with 4,363 students, 198 elementary schools with 24,298 students, 46 junior secondary schools with 10,265 students, and 33 senior secondary schools with 13,924 students. At tertiary level of education, there are 1 polytechnic with 338 students, 1 nurse academy with 395 students, 2 midwives academies with 237 students and 1 Open University with 1,288 students.

These schools are under supervision of Education Department of South Aceh district. As the regional implementation government, planning and controlling the governmental education quality – inside and outside the school - within the district in term of teachers and education personnel, facilities and education supports are the function of Education Department of South Aceh district.

4.5 Data Collection

4.5.1 Secondary Data Collection

Secondary data means data that already available i.e., they refer to the data which have already been collected and analyzed by someone else (Kothari, 2004). This study was using document review technique in obtaining secondary data such as book, journal article, government documents, laws, regulation, and statistical data from South Aceh District Education Department are reviewed and used in this case study.

According to Bowen (2009), document analysis is a systematic procedure for reviewing or evaluating documents--both printed and electronic (computer-based and Internet-transmitted) material. Document analysis requires that data be examined and interpreted in order to elicit meaning, gain understanding, and develop empirical knowledge (Corbin & Strauss, 2008; Rapley, 2007).

4.5.2 Primary Data Collection

Primary data collection is original data that have been collected especially for the purpose in mind from the original source first hand. The researcher obtained the data from informants who understand and directly involved in the processes of teacher distribution. The table below reveals the complete list of informants.

Table 3. List of informants

No.	Informants	Quantity
1	Head of middle level education office	1
2	Technical personnel of middle level education office	2
3	Technical personnel of employee affair of education office	1
4	Head of the employee affairs office of South Aceh district government	1
5	Secretary of the employee affairs office of South Aceh district government	1
6	Trainer in South Aceh training center	1
7	School principal	5
8	School administrator	1
Total		13

Interview technique was used to obtain the primary data. According to Kvale (1996) interview is aimed to obtain the real life picture and meaning of the phenomena. Interview with the informants was done in Bahasa Indonesia, Bahasa Aceh and Bahasa Aneuk Jamee – depend on what language is informants feel comfortable - and taking place in informants' office. They were asked about thematic questions in regard to the teacher distribution in South Aceh. This is complied with Yin (1981) who stated that case study evidence can be obtained from qualitative side or quantitative side and the use of combination among fieldwork, archival records, verbal reports and observations.

4.6 Data Analysis

Data analysis is defined as “working with data, organize it, breaking it into manageable units, synthesizing it, searching or pattern, discovering what is important and what is to be learned, and deciding what you will tell others” (Bogdan & Biklen, 1982). In this study, statistical secondary data that obtained from South Aceh District Education Department were analyzed using a simple calculation given by Dare, A. (2005) in identifying the STR, and difference between extreme method to determine the STR disparities among SSS, GSSS versus VSSS, and urban versus rural within South Aceh district..

Qualitative analysis requires some creativity, for the challenge is to place raw data into logical, meaningful categories; to examine them in a holistic fashion; and to find a way to communicate this interpretation to others (Simon, 2011). Thus, the analyst is playing very important role in this phase.

4.7 Conclusion

The study applied the case study research design and data was obtained from informants who understand and directly involved in the processes of teacher distribution. Some activities have to be done according to the research design including: data collection, identifying key informants, interview, and document review and analysis. Case study analysis enables researchers to analyze the data immediately during the interview. In the end, compiling and presenting the data as a finding of the study is a crucial thing for the researcher.

CHAPTER V RESEARCH FINDING

5.1 Introduction

This chapter demonstrates the findings of the study to answer the research objectives. These findings present in sub-chapters are STR for senior secondary school, STR disparities, teacher recruitment & selection and posting process, and the factor (s) that contribute to the disparity.

5.2 STR for Senior Secondary School in South Aceh District

The finding of the first research objective is obtained by using necessary statistic data from Education Department of South Aceh District. A comparison is made to national and provincial STR achievement to determine whether the education department of South Aceh district has provided a good number of teachers for the student for a better education quality.

According to the latest data collected by Education Department of South Aceh District at the end of 2012, there are twenty seven public senior secondary schools and eight private senior secondary schools. Public senior secondary school consists of twenty general senior secondary schools and seven vocational senior secondary schools. Private school, where the education department is only doing monitoring activities of national education system implementation, consists of five general senior secondary schools and three vocational senior secondary schools. However, this study is taking public senior secondary school and permanent teacher as the object of the research.

The schools are spreading all across the district where the urban and rural region are exist. Based on the spatial plan 2012 of South Aceh District, some sub-districts are categorized as Pusat Kegiatan Lokal (PKL) and Pusat Kegiatan Lokal Promosi (PKLp). PKL and PKLp are the region and potential region that utilize for central industries and government and private central services in district scale. Thus, the sub-districts that include in PKL which is Tapaktuan and PKLp which are Labuhan Haji, Kluet Utara and Bakongan are categorized as an urban area within South Aceh district and the rest is the rural area.

Table 4. List of Public Senior Secondary Schools

No	School	Sub-district	Area
1	SMAN 1 Labuhan Haji Barat	Labuhan Haji Barat	Rural
2	SMAN 1 Labuhan Haji	Labuhan Haji	Urban
3	SMAN 1 Labuhan Haji Timur	Labuhan Haji Timur	Rural
4	SMAN 1 Meukek	Meukek	Rural
5	SMAN 1 Sawang	Sawang	Rural
6	SMAN 1 Samadua	Samadua	Rural
7	SMAN 1 Tapaktuan	Tapaktuan	Urban
8	SMAN 2 Tapaktuan	Tapaktuan	Urban
9	SMAN Unggul Tapaktuan	Tapaktuan	Urban
10	SMAN 1 Pasie Raja	Pasie Raja	Rural
11	SMAN 1 Kluet Utara	Kluet Utara	Urban
12	SMAN 2 Kluet Utara	Kluet Utara	Rural
13	SMAN 3 Kluet Utara	Kluet Utara	Rural
14	SMAN 1 Kluet Timur	Kluet Timur	Rural
15	SMAN 1 Kluet Selatan	Kluet Selatan	Rural
16	SMAN 1 Kluet Tengah	Kluet Tengah	Rural
17	SMAN 1 Bakongan	Bakongan	Urban
18	SMAN 1 Bakongan Timur	Bakongan Timur	Rural
19	SMAN 1 Trumon	Tumon	Rural
20	SMAN 1 Trumon Timur	Trumon Timur	Rural

No	School	Sub-district	Area
21	SMKN 1 Labuhan Haji	Labuhan Haji	Urban
22	SMKN 1 Meukek	Meukek	Rural
23	SMKN 1 Sawang	Sawang	Rural
24	SMKN 1 Samadua	Samadua	Rural
25	SMKN 1 Tapaktuan	Tapaktuan	Urban
26	SMKN 1 Pasie Raja	Pasie Raja	Rural
27	SMKN 1 Kluet Selatan	Kluet Selatan	Rural

Those schools have three grades and comprise of 8,554 students and 562 teachers. A formula given by Dare, A (2005) determined the number of STR of senior secondary school as revealed below,

$$STR = \frac{\text{Number of Students}}{\text{Number of Teachers}}$$

$$STR = \frac{8,554}{562} = 15.22$$

Thus the STR number of senior secondary schools within South Aceh district is 15.22. It exceeds national and provincial achievement of senior secondary school STR in 2011 which is 11. Thus, another work will have to be done by the Education Department of South Aceh district for a better STR in the future.

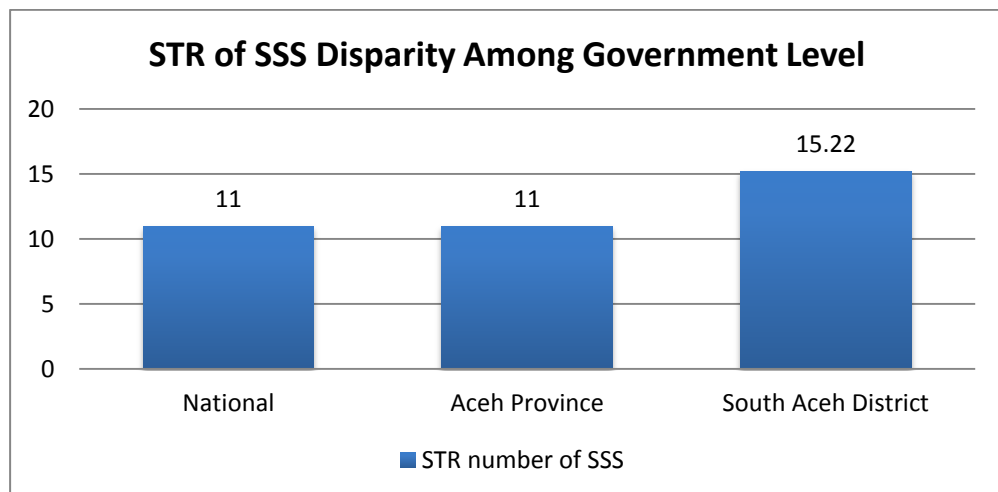


Figure 5.2. STR of SSS among government level
Source: South Aceh Education Department 2012

5.3 STR Disparities Within The District

In answering the second research objective this sub-chapter examines whether STR disparities exist (1) among the schools, (2) GSSS versus VSSS, and (3) urban versus rural area within South Aceh district. Some considerations are taking place in defining these categories which explain in the following discussion.

5.3.1 Senior Secondary School (SSS) STR Disparity Among The Schools

Since the SSS are spreading all across the district and located in almost every sub-district, with only two sub-districts have no SSS, it is very important to examine the STR number for every school to acknowledge whether the teacher distribution has fulfill the schools demand. Hence, STR disparity is expected to be exist, since the amount of student and teacher have a different number for every school.

Every school has a different number of student and teacher. SMAN 1 Tapaktuan, SMAN 1 Meukek, and SMAN 1 Labuhan Haji are the most three high numbers of students which are 666, 661, and 655 students. SMAN 1 Kluet Selatan and SMAN 1 Kluet Utara acquire 505 and 500 students. While SMAN 3 Kluet Utara and SMKN 1 Meukek are being the lowest student number within the district, which is only 70 students.

In terms of teacher, the quantity of teacher also varies. The schools with a large number of teachers are SMAN 1 Meukek and SMAN 1 Tapaktuan, with 36 teachers. While some schools are experiencing the other way around, SMAN 1 Bakongan Timur, SMKN 1 Meukek, and SMKN 1 Sawang are having not more than 10 teachers in their school. The worst situation is going to SMKN 1 Sawang, where

its total teacher is only 2. The figure below will give a detail amount of teacher and student in every school.

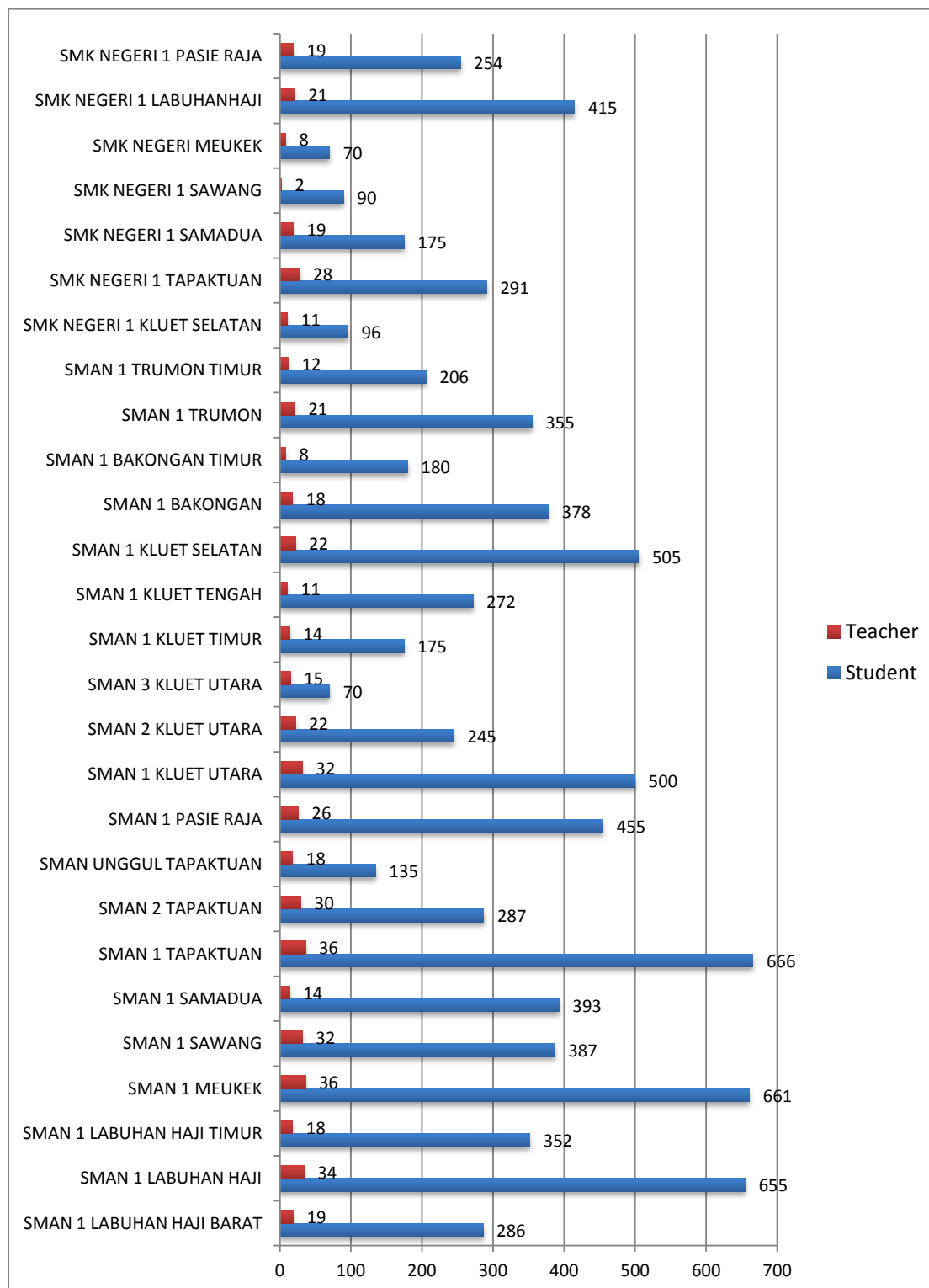


Figure 5.3.1.a The total student and teacher of every senior secondary school
Source: South Aceh Education Department 2012

Figure 5.3.1 shows how varies the students and teacher quantity in every school. It has consequently produced a numerous number of STR. The following figure will reveal the STR disparities among the schools.

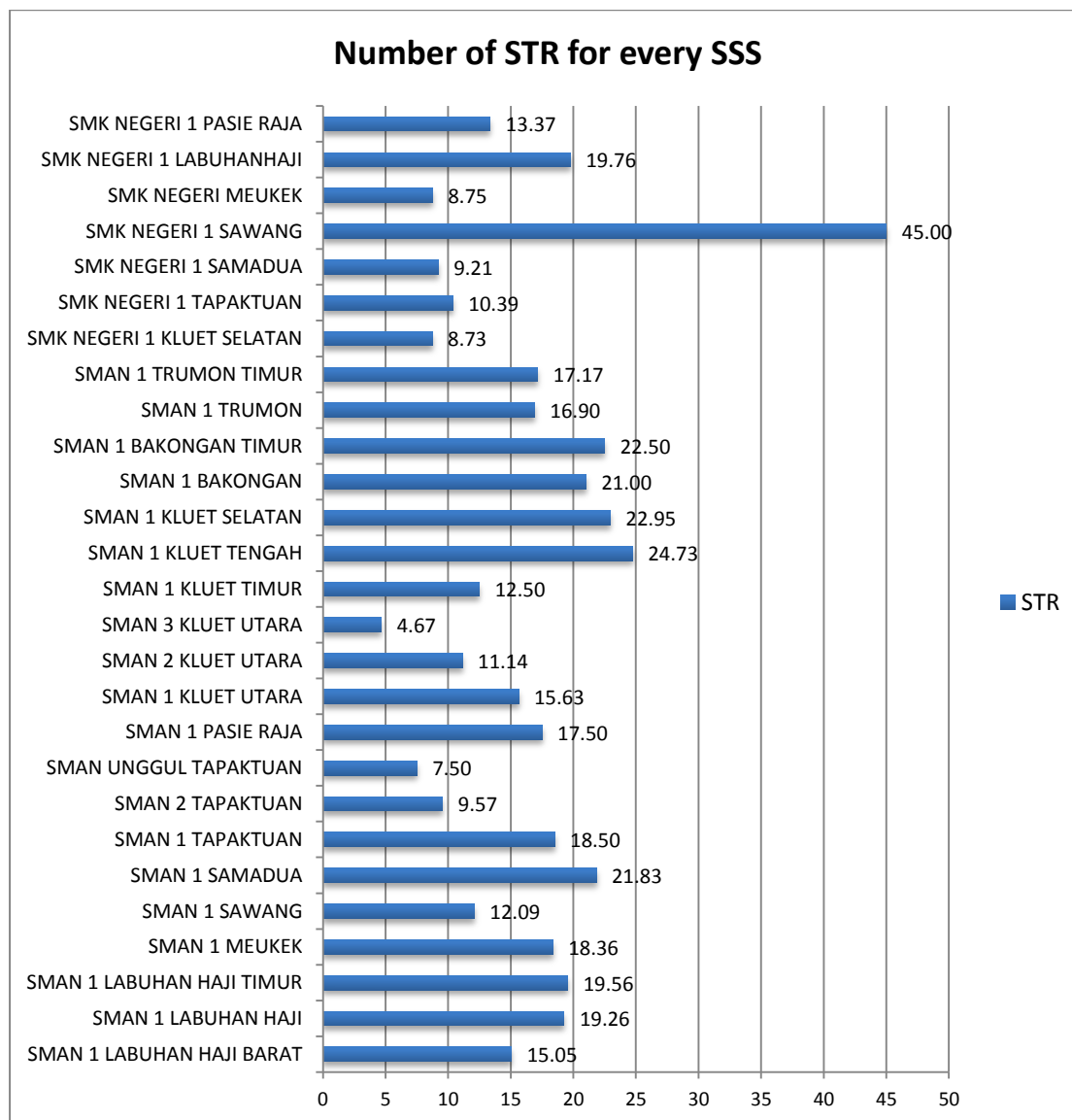


Figure 5.3.1.b The STR number of every senior secondary school
Source: South Aceh Education Department 2012

It is clear that STR disparities exist among the school and even extreme for some schools. SMAN 3 Kluet Utara is having great number of STR, with only 4 students for a teacher. While, SMKN 1 Sawang suffering with 45 students for every teacher.

5.3.2 General SSS and Vocational SSS STR Disparity

In South Aceh District, a senior secondary school level that control and supervise by education department is divided into two categories which are General Senior Secondary School (GSSS) and Vocational Senior Secondary School (VSSS). There are twenty GSSS and seven VSSS. It is interesting to identify the disparity between them since the teacher for VSSS is required a specific skill, especially for productive subjects. Moreover, most of VSSS are new schools and only two of them have enough experience in organizing vocational school. The following charts will present the disparity between them.

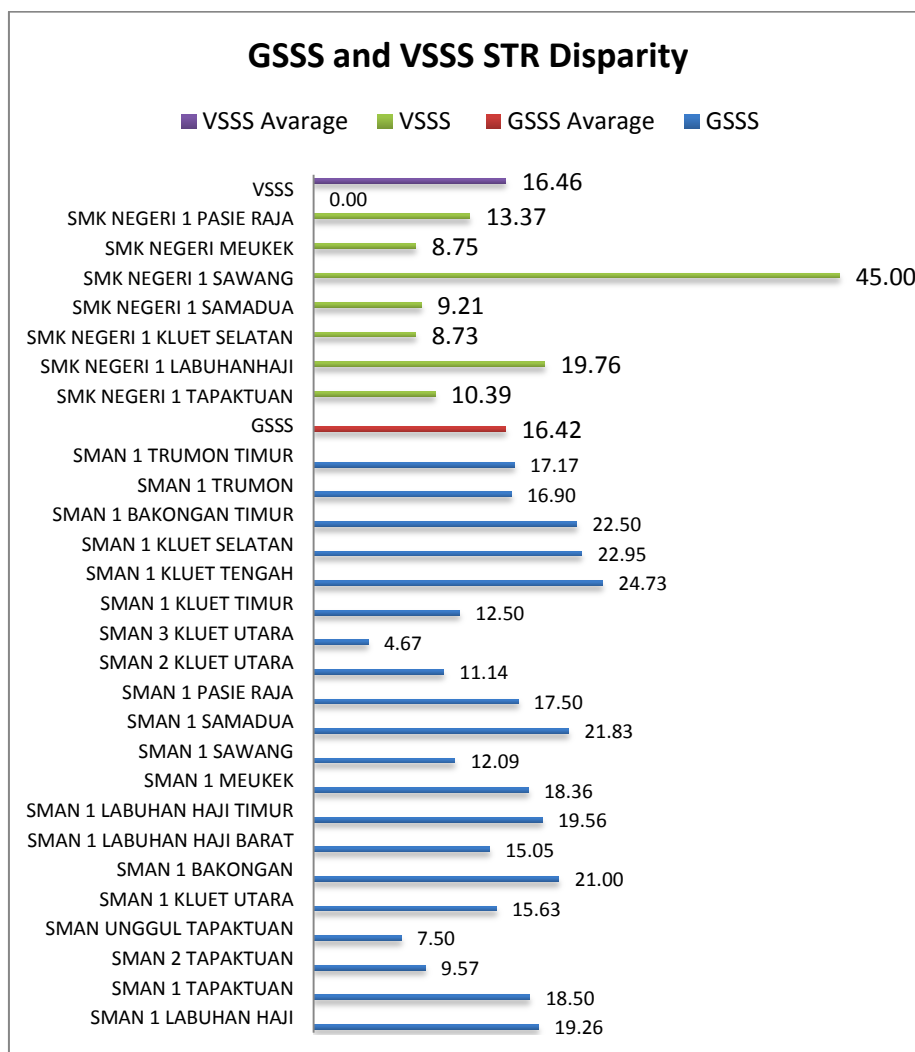


Figure 5.3.2 STR disparity between GSSS and VSSS
 Source: South Aceh Education Department 2012

The figure above exhibits the STR number of GSSS and VSSS. GSS and VSSS are experiencing a same number of STR even there is a slight difference with 0.04. The specific skilled teacher for productive subjects in VSSS may not an obstacle to balance the amount of students that enroll every year. The new school with new management and limited facilities for the most VSSS may not give a significant influence in attracting student to enroll. Thus, in general, GSSS and VSSS has same rate in student and teacher growth.

5.3.3 Rural and Urban STR Disparity

Table 4 revealed location of schools in urban and rural area of South Aceh district. SMAN 1 Labuhan Haji, SMAN 1 Tapaktuan, SMAN 2 Tapaktuan, SMAN Unggul Tapaktuan, SMAN 1 Kluet Utara, SMAN 1 Bakongan, SMKN 1 Labuhan Haji, and SMKN 1 Tapaktuan are the schools which are located in urban areas. The rest of the schools are located in the rural area of South Aceh district.

The different economic opportunities, communication and transportation services, and government and private services in urban and rural area may become an interesting topic to be studied in term of STR whether STR disparity occurs between them which exhibited in the figure 5.3.3.

Figure 5.3.3 shows a slight disparity between urban and rural area within South Aceh district. Probably, it may a result of a good access to the school where in general, urban and rural area in South Aceh district has no huge difference in term of transportation accesses to the location where the SSS are placed. Another reason that may contribute to this phenomenon is most of SSS are located in or near the capital city of the sub-district.

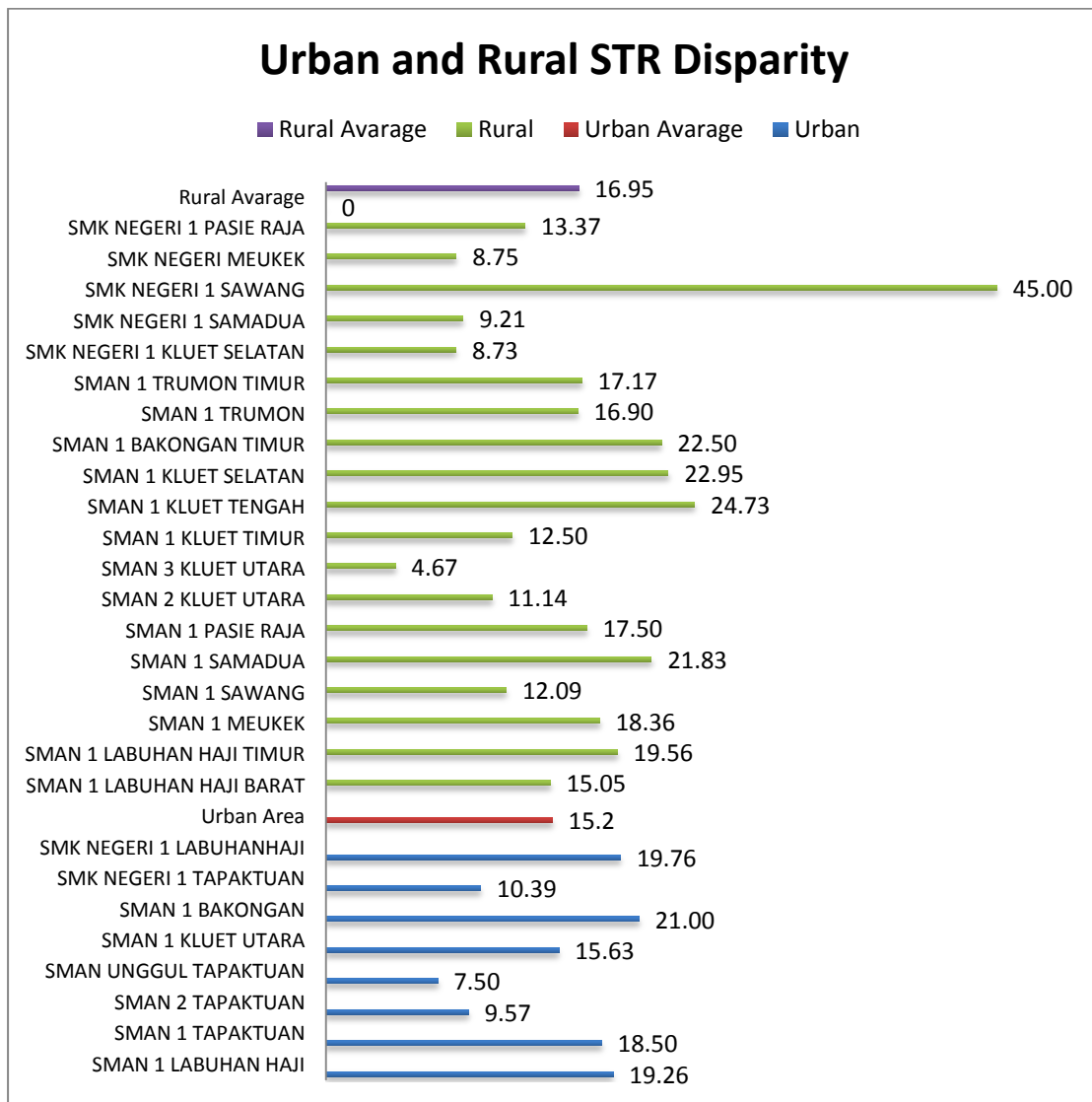


Figure 5.3.3 STR disparity between Urban and Rural area
Source: South Aceh Education Department 2012

From the findings of STR disparities among the SSS, GSS versus VSSS and urban versus rural area within South Aceh district, it could be concluded that the STR number in SSS exhibited an obvious disparity among them and even some of them show an extreme amount of disparity. From the view of school category which are GSSS and VSSS show no STR disparity between them. Furthermore, urban and rural area is experiencing a small number of disparities. Thus, these disparities indicate that the teacher distribution within South Aceh district need to be reorganized to have an

even teacher distribution to fulfill an Indonesian citizen's right – especially South Aceh district citizen - for a quality education as it is mandated in UUD 1945 and Act of Republic of Indonesia (UUD 1945) Article 31 on Education.

Before defining what factor(s) that may contribute to this disparity, it is interesting to identify how teacher recruitment and posting process is done by the district to understand the planning process of teacher supply.

5.4 Teacher Recruitment & Selection and Posting Process

Based on the interview and data obtained from South Aceh District Education Department and Employee Affair Office, it indicates that recruitment & selection and posting process are essential to be studied regarding what factors that contribute to STR disparities. As stated in www.thetingleyadvantage.com, a process is a set of defined tasks needed to complete a given business activity, including who is responsible for completing each step, when and how they do so. Thus a process is a significant part in achieving the organization's goal, including an even teacher distribution as one of the goals of South Aceh Education Department for the period of 2010-2015.

The process of teacher recruitment & selection and posting is a process that may shape the teacher distribution. Law number 9 year 2003 and Decision of Head of National Employee Affair No. 13 year 2003 are the guideline for the appointment, posting, and dismissal of a civil servant. Recruitment & selection process will provide some amount of teacher based on the district need of teachers. Afterwards, posting process is taking place to distribute the available teachers based on school demand. Detail process of teacher recruitment & selection and posting discusses in the following explanation.

5.4.1 Teacher Recruitment & Selection Process

The process of teacher recruitment & selection in South Aceh district is starting from the teacher recruitment proposal that prepared by Education Department based on its database, District Employee Affair Office evaluates the proposal, getting the approval of Assistant III of the Mayor, District Secretary and Mayor and afterward send it to National Employee Affair Department for the approval. The National Employee Affair Department determines how many teachers will be allowed for the new recruitment. Hence, the recruitment & selection is made based on the approved proposal.

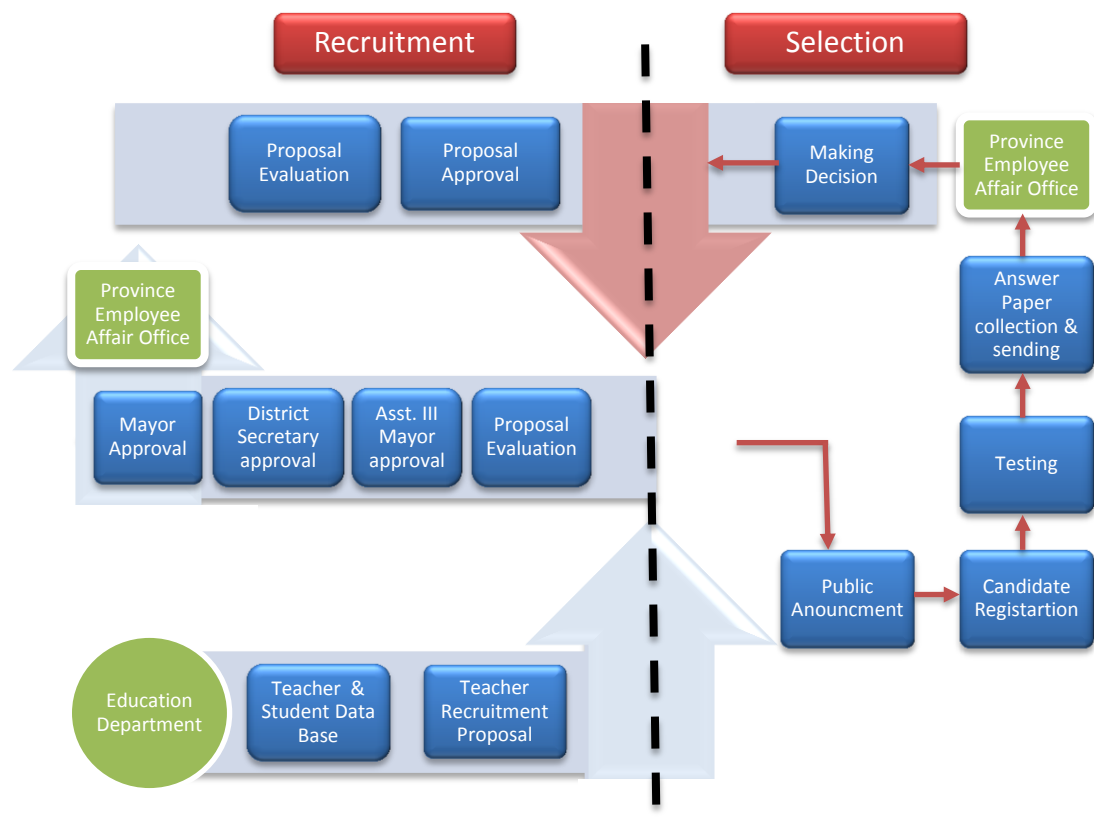


Figure 5.4.1 The process of recruitment & selection of teacher in South Aceh District
Source: District Employee Affair Office

Announcement of teacher recruitment made based on the approved proposal to public. The selection process is the following step after candidate registration. After

doing some tests, District Employee Affair collects and send the answer paper to Province Employee Affair Office and afterward send it to National Employee Affair Office in Jakarta. At the end of the process, the National Employee Affair Office decides and announces the selected candidate for public.

Figure 5.4.1. is showing how many stakeholders are involved and levels of bureaucracy have to be passed for a recruitment of new teachers. Every level of processes may have a bias or improper activity in making task done. Any bias activities in a process may result a failure of goal achievement. Therefore, a short bureaucracy may eliminate or reduce the bias or improper activities in a process of recruitment and selection.

5.4.2 Teacher Posting Process

After recruitment & selection is done, posting process is the next process to fulfill the need for teacher in schools. Teacher posting process is a process of assigning a teacher or a group of teacher to a particular post and location based on their competency and school demand. The posting process is usually happening in South Aceh district when there is recruitment, an uneven teacher distribution, and personal adjustment.

Education Department and Employee Affair Office are the responsible organization in this process. District Education Department provides a technical data regarding the need of teachers, while District Employee Affair Office adjusts with any employee affair laws and regulations before getting the approval of Asst. III of the Mayor, District Secretary and the Mayor. Thus, a respectable collaboration between

these organizations is required to provide a good posting planning as a part of the posting process.

Posting Process after a recruitment & selection

This posting process is a fairly easy process where posting planning has to follow the recruitment & selection process planning. After having the list of selected teachers from National Employee Affair Office, District Employee Affair Office announces it to public. The new selected teachers are assigned by District Employee Affair Office based on recruitment & selection process planning. A posting planning is ready to submit to the District Education Department. Afterwards, the District Education Department implements the planning by giving a letter of assignment to every new selected teacher. The diagram below illustrates the posting process.

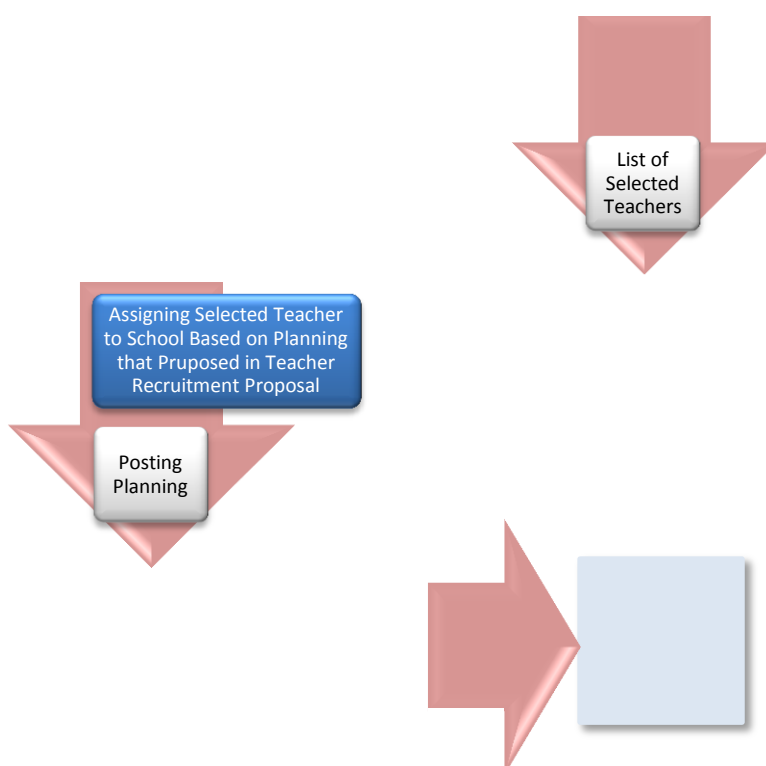


Figure 5.4.2.a Posting process after recruitment & selection process
Source: *Source: District Employee Affair Office*

and the Mayor. Finally, the approved re-posting planning submits back to District Employee Affair Office and District Education Department for implementation.

Posting Process for personal adjustment

It is a normal phenomenon that a teacher proposes for a transfer to another school within a district, inter-district or even inter-province because of a personal adjustment. Most of the adjustment is going for mate duty adjustment and it is an acceptable reason for transferring based on the culture of Indonesian, where a wife have to company her husband who is in duty for the Indonesian government. Another adjustment is for geographical reason, particularly the distance from house to school. Some teachers have to go more than 50 kilometers to arrive at school. Hence, any posting for personal adjustment have to follow the process and meet the requirements.

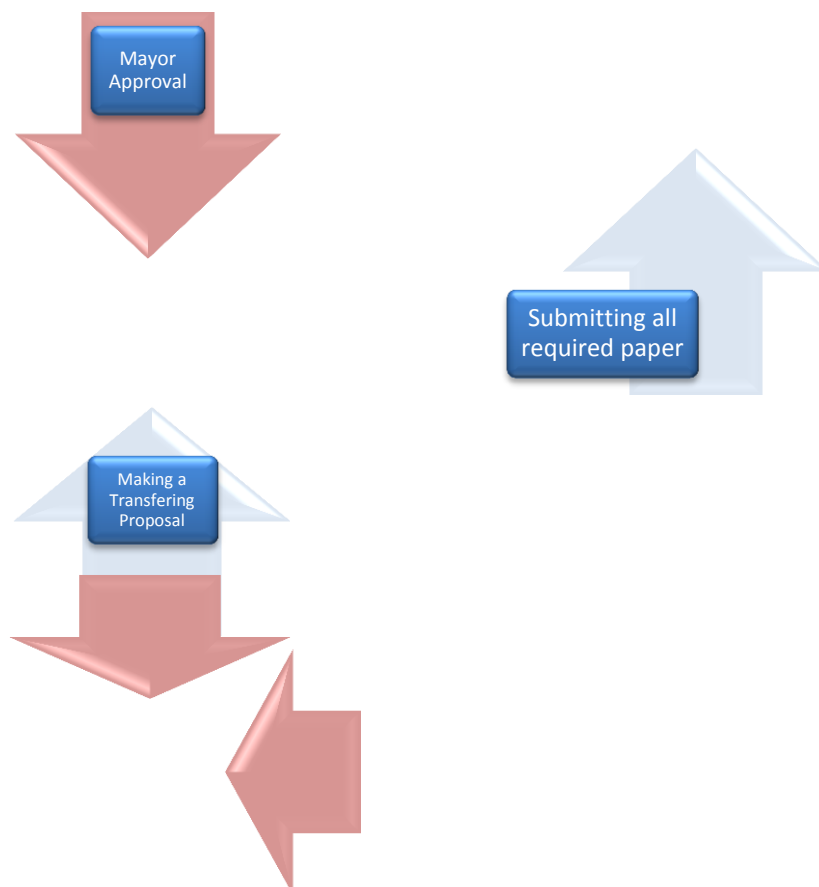


Figure 5.4.2.c Posting process of personal adjustment
Source: *Source: District Employee Affair Office*

The process occurs normally after the implementation of teacher posting or re-posting planning. It is starting from a teacher proposal for the transferring destination school. If the proposal is approved by transferring destination school principal, then another proposal is submitted to the school where the teacher is posted. If it is approved, then another proposal should be made for Head of District Education Department. It will proceed to District Employee Affair Office for the approval of Asst. III of Mayor, District Secretary, and The Mayor. In the end, a new letter assignment is given to the teacher and ready for a new school.

5.5 The Factors Contribute to STR Disparity

Before making a teacher re-posting planning, every education stakeholder in South Aceh district needs to acknowledge what factors that may contribute to STR disparities, so that they may keep the factors quiescent to clear the STR disparities up within the district.

Based on thirteen interviewers who understand and directly involved in the processes of teacher distribution, the contribution factors to STR disparities are evidently exist in South Aceh district. There are seven factors could contribute to STR disparities in South Aceh District: Long bureaucracy, the education stakeholders' understanding of teacher re-posting planning, the education stakeholders' commitment, the absence of interconnected database networking system, district autonomy in educational organization, armed conflict, and political environment.

a. Long bureaucracy

Referring to Figure 5.4.1, 5.4.2.a, and 5.4.2.b, it revealed very clear that the process of recruitment and posting has to go through many levels of

government authorities and consequently many people will involve in the process. Although, numerous involved people may make the work done faster and easier, it may also go to the other way around. It depends on their knowledge and understanding of the task given and also their commitment. Based on the interview with some schools principals and trainer in South Aceh training center, some intended or unintended errors may generate by people who are involved in every government authority level. One of school principals who has lower number of STR said that “the key in getting enough teacher for a school is the school management should make an intense meeting with the Mayor regarding the lack of teachers. That is what we had done a few years ago to fulfill the need of teachers for our school”. Thus, it indicates that a short bureaucracy may lead to a positive achievement.

Moreover, One of trainer in South Aceh training center said that “as long as the Mayor does not delegate most of his authority in organizing the teacher distribution, the even teacher distribution planning may end up the same year after year”. It support the fact that the Education Department does not get a dominant part in doing posting process, especially in teacher re-posting process, where it has to fairly share with Employee Affair Office, as shown in figure 5.4.2.b. Therefore, Education Department as the responsible body in making an even teacher distribution for a better quality of education within the district has limited power and access to district government elites to ensure that its posting planning will be implemented as planned.

b. The education stakeholders' understanding of teacher re-posting planning

A re-posting program is required to be accomplished regarding the real STR on the field and the regulation of 5 ministries. However, Head of Middle Level Education Office said that “most of education stakeholders, especially the elites of South Aceh District Government, do not fully understand about the program”. “It indicates when the last former mayor gave no response to the last teacher re-posting planning until the end of his duty” (Secretary of the employee affairs office of South Aceh district government, May 17th, 2013). Thus, a comprehensive understanding about the re-posting program is required for every education stakeholders to have a smooth planning and implementation processes.

c. The education stakeholders' commitment

A comprehensive understanding will not guarantee a success of a program. Commitment is another important essence in accomplishing the task given. Most of the informants have the same idea with the sentence above and expressed that some of education stakeholders in South Aceh has no fully committed themselves to make an even teacher distribution. It revealed from some teacher transferring activities in Education Employee Affair Office still exists when the planning phase of re-posting is taking place. One of technical personnel of employee affair of education office said that “some teacher transferring proposals are still processed as long as they meet the requirements and there is no any prohibition from the authorizer.”

d. The absence of interconnected database networking system

An easily accessible interconnected database networking system of teacher and student for every education stakeholder in the district will support the recruitment and posting process quality. Moreover, one of the school principals mentioned that “a monitoring by education stakeholders regarding the surplus & deficit of teacher and STR disparities may monitor frequently if we have an interconnected database networking system of teacher and student”. In fact, the interconnected data system is not available in South Aceh district government. Every office has their own database which may not match each other. Thus, the absence of the interconnected database networking system may contribute to some errors or ineffectiveness of the recruitment and posting planning process.

e. District autonomy in educational organization

Hoessein (2002) explained that the provincial government reformation from Law No. 22 Year 1999 and Law No. 25 Year 1999 is a drastic or radical change. Moreover, Mungkasa (2012) mentioned that it is a big bang approach. Consequently, Utomo (2010), public quality services often been the victims of improper and abuse authorities transferring by local elites who has not met the competency criteria. Thus, South Aceh district government as a part of this system may experience the same phenomena.

In my interview on May 22nd, 2013, one of school principals in urban area said that “based on my experience before district education autonomy is implemented, the education organization under national government is much better than now regarding the even teacher distribution. It is because of the matter

of apparatus competency in running the task given”. Therefore, based on the explanation above and interview with one of school principals, district autonomy in organizing education within the district may contribute to STR disparities.

f. Armed Conflict

Based on the interview with the Head of Employee Affair Office on May 21st, 2013, it indicated that conflict which occurred in Aceh contributed to the high STR disparities. He said that “data in my office show a big movement of teacher when a conflict occurs in Aceh during 1999 to 2005”. During this period, the fight between TNI (Indonesian Army) and GAM (Aceh Freedom Movement) is significantly influencing the education environment. Teachers that originally come from outside of Aceh moved back to their origin hometown because of the security issue. They did not want to risk their life and their family by living in the situation where intimidation and miss shoot may happen frequently and unpredictably. Consequently, Aceh loses a significant amount of teachers in fairly short of time and it could not be fixed until the conflict found its way to create a piece.

On the other hand, local teachers who assigned in rural areas were afraid to go to the school because their school is in the red zone where the combat happened frequently. Afterwards, some of local teachers proposed to Education Department to be transferred to another school which is safer than their origin schools. Education Department and Employee Affair Office remain no choice. They should transfer these teachers for security reason by ignoring student teacher ratio. Furthermore, many schools are burned down by unknown people. In 2001, there were 52 schools which are destroyed and burned and it is predicted

to be increased significantly (kompas.com). Therefore, the armed conflict that occurred in Aceh is the biggest and the start point of STR disparities in Aceh province for the last decade, including South Aceh District.

g. Political environment

According to The Secretary of Employee Affair Office, “the current political environment – after the implementation of government decentralization in 1999 - may give an opportunity to people or particular organization outside of the government organization to be involved illegally in any government planning and decision”. It may happen because the political sponsorship has adopted by the lowest level of the electoral system. This system has not only occurred at district level, it also appears at sub-district and village level. In the result, especially in teacher posting process, teacher posting for personal adjustment will be used as the reason for transferring. It potentially will increase the transferring traffic where some teachers will find a shortcut by using some services from the political sponsors to be transferred to another school which they like to stay. Thus, these phenomena in political environment may become a potential factor that contributes to the STR disparities.

In conclusion, the STR among SSS and its disparities indicates that an uneven teacher distribution exists in South Aceh district. Some interviews that have been conducted reveal seven factors that could contribute to the disparities. Thus, these contribution factors may assist Education Department of South Aceh district in making a better plan for teacher distribution within its district.

CHAPTER VI

CONCLUSION AND RECOMMENDATIONS

6.1. Introduction

This chapter presents the conclusion of the study and potential recommendations for further action that may be implemented by the education stakeholders regarding the STR disparities in senior secondary schools within South Aceh district. In the end, some suggestions are provided for future research regarding the inequality of education quality in South Aceh district.

6.2. Conclusion

In conclusion, lower number of STR in national and provincial level is not providing a real picture of education quality. It is suggested that government should look STR at school level when identifying the education quality and concern on teacher fulfillment by focus on the need of school rather than region.

The number STR number among SSS in South Aceh district exhibits respective numbers of disparities. Generally, STR of SSSs within South Aceh district is 15.22 and the difference with provincial and national is 4.22. It exceeds the highest difference between provinces which is not more than 3.99. STR disparities among the SSS is very varied, from 4 to 45. It is consequently generated high difference which is 41. Moreover, although GSSS and VSSS is not showing any STR disparity, rural and urban area revealed a slight difference with only 1.75. Thus, these facts require the district Education Department to reorganize the teacher distribution in line with the regulation of five ministries.

There are seven factors could contribute to those STR disparities in South Aceh district: long bureaucracy structure, no comprehensive understanding on education stakeholders of teacher re-posting planning, lacking of education's stakeholder commitment, the absence of interconnected database networking system, district autonomy in educational organization, the armed conflict that occurred during 1999 - 2005 and the current political environment. Thus, a good control of these factors by education stakeholders may give a better planning and implementation processes which leads to a better STR within the district.

6.3. Recommendation

The recommendations are made based on what the potential action to control and reduce the influences of the internal and external factors that may contribute to STR disparities of SSS within South Aceh district. It starts from the improvement of the posting process by including an interconnected database networking system, a workshop on teacher re-posting program for a comprehensive understanding of education stakeholders, and accomplishing with the improvement of apparatus human resources for a better decentralization implementation.

Posting process improvement

There are two objectives need to be considered in improving the posting process, especially for re-posting process: (1) a short bureaucracy and (2) an authority of posting process from District Employee Affair Office to District Education Department. These two objectives have to collaborate with an interconnected database networking system for an effective posting process. Figure 6.3 illustrates the recommended on re-posting process diagrams.

The diagram shows a dismissal of a process level which is District Employee Office Affair transferred to an indirect part of the process. District Employee Office Affair is only doing a coordination on law, regulation and general data of the employees with the District Education Department. It consequently gives District Education Department additional power and being the dominant player in the process. By this way, a direct relationship between District Education Department and the district's elites may result in effective process for a better re-posting planning. Moreover, additional interconnected networking database system may give another effectiveness to the re-posting process. Every level of the process may access and monitor the condition of teachers and students in the school. Thus, this recommended re-posting process diagram expectantly generates a contribution to an equal STR in every school in South Aceh.

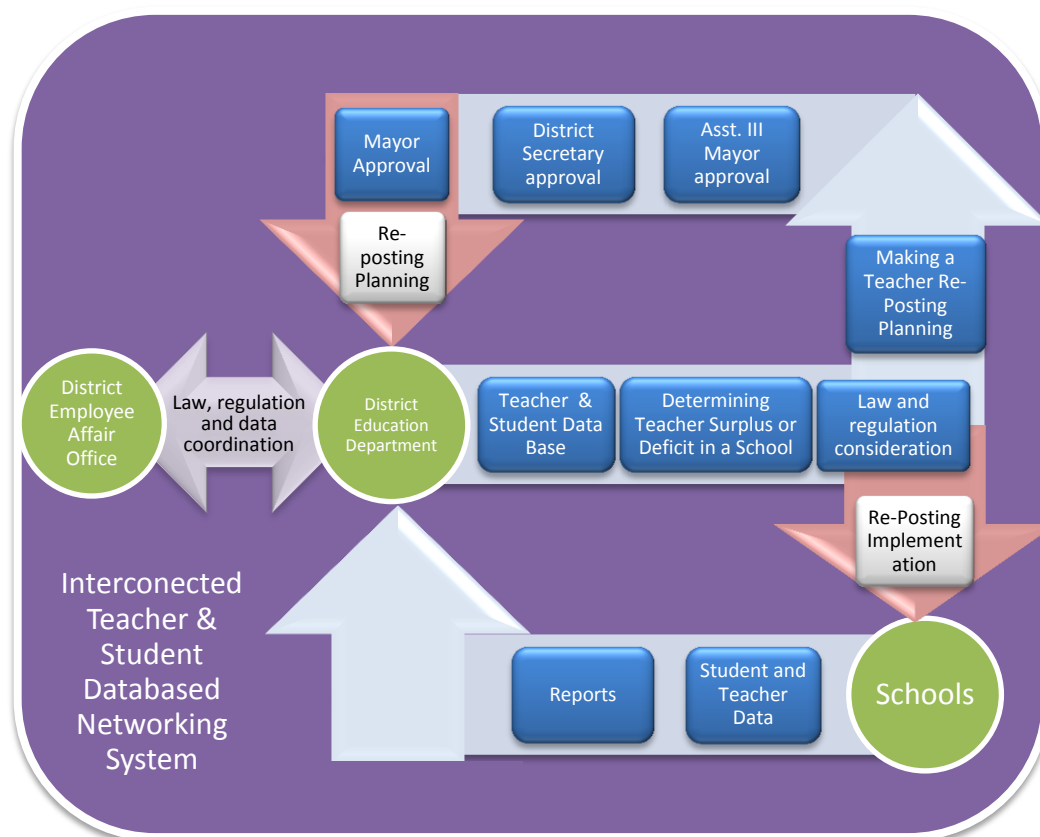


Figure 6.3 Recommended posting process for uneven teacher distribution

For Armed conflict and political environment, district government has mostly no ability in controlling the factors. Thus, a commitment of all education stakeholders, all government levels, and community in making an even teacher distribution and conducive environment will make it possible to be achieved.

This study is limited to only one variable – STR as an education quality indicator, as proposed by Dare, A. (2005). It could represent even distribution of teacher regarding the amount of student in every school which expectedly useful in assisting District Education Department in making its teacher re-posting program. Teacher re-posting program is a compulsory program to achieve one of the objectives of the five ministry's regulations. Another limitation is the used of R range method in determining the inequality of STR (STR disparity), where it ignores much of the information about the distribution or the analyses only focus on a couple of extreme STR (Cowell, F. A, 2009). Thus, to be used in determining other education quality indicator and other inequality measurement method should be proposed for future research in determining inequality of education quality in South Aceh district.

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