

## EVALUATION OF CIVIL SERVANT TEACHER'S RESTRUCTURING AND EQUALIZING POLICY AT VOCATIONAL HIGH SCHOOL

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### ABSTRACT

This study aims to evaluate (1) the implementation and (2) the result of the implementation of civil servant teacher's restructuring and equalizing policy at vocational high schools in Yogyakarta City. This research was a policy evaluation using the discrepancy evaluation model by identifying the gap between performance and standard. The data was collected through interviews and documentation from several informants, including the Office of Secondary Education staff, vice principals of curriculum, and some civil servant teachers. The instrument validity was tested validated by expert's judgment while the data validity was measured by triangulation. The data were analyzed using the descriptive statistical analysis for analyzing the quantitative data and continuous interactive analysis for analyzing the qualitative data. The research results are as follows. (1) The implementation of civil servant teacher's restructuring and equalizing policy at vocational high schools in Yogyakarta City had been implemented properly in accordance with the implementation standards. (2) The implementation of civil servant teachers' restructuring and equalizing policy successfully rearranged 15 civil servant teachers and reduced teacher shortages by 4%. Nonetheless, the number of teacher shortages in certain subjects was still quite large, especially in productive subjects. This policy implementation's positive impacts are (a) teachers are motivated to increase their career paths; (b) teachers get new teaching experience and relationships. Meanwhile, the negative impact is that the teachers are having difficulty in managing teaching time, which causes them to not focus on teaching.

**Keywords:** *policy evaluation, teacher restructuring, vocational teacher distribution*

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## INTRODUCTION

Teachers are one of the important components in education who have a function as “the spearhead” in improving the quality of education. As an instrumental input, teachers play a strategic role in developing student's cognitive, affective, and psychomotor skills. Therefore, the government should provide every school with required teachers as written in Law of Republic of Indonesia No. 20 of 2003, which states that the government and regional government must facilitate schools with teacher and education staff needed to make sure quality education is executed. If the number of teachers can be distributed equally in every school, it will minimize the inequality of education service at schools.

The number of teachers in every school is one of the main indicators of equitable education (Nugroho, 2008, p. 37). Therefore, equalizing teacher distribution in every Indonesian school is one of the government's efforts to make equitable education quality. In order to accomplish it, the government had issued a special policy that set in the Five Minister Joint

Regulation (Number 05/X/PB/2011, Number SPB/03/M.PANRB/1/2011, Number 48 of 2011, Number 158/PMK.01/2011, and Number 11 of 2011) on Civil Servant Teacher's Restructuring and Equalizing Policy. Birkland (2011, p. 8) said, "sometimes, a policy is made by government in response to some sort of problem that requires attention". Thus, the civil servant teacher's restructuring and equalizing policy are expected to be the solution for the teacher distribution problem in Indonesia.

The teacher distribution problem is one of the main issues in Indonesian education. In urban areas, this problem is difficult to solve, especially at the vocational high school level. A report from the Ministry of Education and Culture in 2016 even showed that most provinces in Indonesia have experienced vocational teacher shortage, including the Special Region of Yogyakarta (*Daerah Istimewa Yogyakarta* or DIY) Province with a total of 1,022 teachers. However, data from the Education, Youth, and Sport Office of Special Region of Yogyakarta Province in 2016 showed that the ratio of teachers and students at vocational high school level in this province was very good (10: 1), far above the standard set by the government (15: 1). This condition indicates that vocational teachers in this province were not distributed equally among vocational high schools. Thus, there were schools that experienced teacher shortage, while the other experienced surplus.

In Yogyakarta City, the capital city of the Special Region of Yogyakarta, teacher distribution problems even occurred at public vocational high schools. Of seven schools, there were five schools that experienced teacher shortage, while two other schools experienced teacher surplus. These data were obtained from vocational teacher arrangement planning by the Education Office of Yogyakarta City in 2016. Based on the data, teacher distribution problem occurred in rural areas and in a big city like Yogyakarta City, known as the City of Education.

By implementing the civil servant's teacher restructuring and equalizing policy, the government of Yogyakarta City hopes that they can solve the teacher shortage problem at the vocational high school level. To accomplish it, the Education Office of Yogyakarta City, as a policy implementor, had regularly rearranged and distributed vocational civil servant teachers in their area. However, since early 2017, the authority has moved to the Secondary Education Office of Yogyakarta City, formed by the Special Region of Yogyakarta's government in 2016.

Although the implementor of the civil servant teacher's restructuring and equalizing policy at vocational high school level had changed, but the commitment about the policy is expected to remain unchange. It is because the implementor's consistency is one of the important indicators that determine the success of policy implementation (Nugroho, 2014, p. 154).

Van Meter and Van Horn (1975) define the policy implementation as actions by public and private individuals (or groups) that are directed at the achievement of objectives set forth in prior policy decisions. Irianto (2012, p. 41) states that policy implementation actions can be either strategic or operational steps that are carried out to meet the goal. In other words, implementation is a way for a policy to meet its objectives or goals.

Civil servant teacher's restructuring and equalizing policy has the main goal: to make sure that teachers will be equally distributed among educational units, levels, and types of education, also among districts, cities, and provinces. In the long term, this policy also intends to increase and equalize the quality of education nationally. Therefore, to achieve the goal, the government had set some policy implementation steps written in the Technical Guidelines for Implementation of Civil Servant Teacher's Restructuring and Equalizing Policies.

In those technical guidelines, there are two main processes in implementing civil servant teacher's restructuring dan equalizing policy, i.e., the teacher restructuring process and the teacher transferring process. The teacher restructuring process is the process of rearranging teacher's ratio, academic qualification, distribution, and composition based on teacher demand in every school. Meanwhile, the teacher transferring process is the process of assigning teachers across-school to improve the quality of education that will impact school transformation (Ministry of National Education, 2011, p. 5).

Through these processes, the Special Region of Yogyakarta's government hopes that the number of civil servant teachers shortage at the vocational high school level can be reduced. However, in reality, the government's policies are not always able to achieve their objectives, even create new problems in the end. Therefore, an evaluative activity is needed to find out whether the policies that have been implemented meet their objectives or not (Tilaar & Nugroho, 2008, p. 226) or to learn about the consequences of these policies (Dye, 2013, p. 63). An evaluation will produce information about discrepancies between the expected performance and real performance (Fattah, 2013, p. 9). It also helps stakeholders determine whether the evaluation object is worthy of adoption, continuation, or expansion (Fitzpatrick et al., 2011, p. 7).

A policy evaluation tries to identify factors that contribute to the success or failure of a policy. It also can identify problems or shortcomings that cause the recycling of the policy process in order to continue, modify, strengthen, or terminate a policy (Anderson, 2003, p. 245). Therefore, an evaluation of the civil servant teacher's restructuring and equalizing policy at vocational high school in Yogyakarta City is needed because the teacher distribution problem at the vocational high school level should be resolved immediately. This policy success can be determined from two aspects, (1) the consistency of policy implementation and (2) the result of policy implementation. By evaluating civil servant teacher's restructuring and equalizing policy implementation, we can find out whether the policy implementers implement it properly or not. Meanwhile, evaluating this policy implementation's result can show us about its achievements and impacts.

## RESEARCH METHOD

This study was a policy evaluation using the discrepancy evaluation model developed by Malcolm Provus. The evaluation was conducted by comparing (C) policy performance (P) and policy standards (S) to identify the discrepancy (D). This research was done in Yogyakarta City, especially in the Office of Secondary Education and every public vocational high school.

The data were collected through documentation and interview. Documentation was used to collect information about school's curriculum structure, teacher's teaching time distribution, teacher supply-demand planning, and teacher restructuring planning. Interview was to get in-depth information about the implementation and the result of a civil servant teacher's restructuring and equalizing policy at the vocational high school level in Yogyakarta City. This information was obtained from several informants, including the vice-principals of curriculum, vocational civil servant teachers, and the office of secondary staff of Yogyakarta City.

The validity of the interview instrument was tested using expert's judgment and measured by V Aiken Index. Three experts gave items rating based on the suitability of items content with the research topic. Table 1 shows the result of the V Aiken Index of interview guideline instrument using three experts and a 1-4 rating scale.

Table 1. V Aiken Index of Interview Guideline Instrument

V Aiken Index	Item Number	Total Item
1	4, 6, 10, 11	4
0.89	1, 2, 3, 5, 7, 8, 9 and 14	8
0.78	12 and 13	2
<b>Total</b>		<b>14</b>

Table 1 shows that the V Aiken Index of interview items moved from 0.78 to 1.00. The items can be categorized as (a) very valid, if they have a validity index of more than 0.8; (b) medium, if they have a validity index between 0.4 and 0.8; and low if they have a validity index under 0.4 (Retnawati, 2016, p. 19). Based on these provisions, these interview items are valid.

Beside the validity of the instrument, this research also tests the validity of qualitative data through the source data triangulation technique. This technique was carried out by cross-checking the information obtained from several sources such as vice principals of curriculum, vocational civil servant teachers, and The Office of Secondary Education staff of Yogyakarta City. In this study, pieces of information about policy implementation and results were obtained from different sources (informants) by using the same technique: interview.

The data collected were analyzed using two techniques; (1) descriptive statistical analysis and (2) continuous interactive analysis. The descriptive statistical analysis technique was used to analyze quantitative data such as vocational teacher distribution and teacher's teaching time distribution. Meanwhile, continuous interactive analysis techniques are used to analyze qualitative data such as information about teacher restructuring process, teacher transferring process, and policy implementation result.

## FINDINGS AND DISCUSSION

### Consistency of Implementation of Structuring and Equalizing Policy of Civil Servant Teacher

#### The Process of Teacher Restructuring

The civil servant teachers restructuring process at vocational high school in Yogyakarta City consists of two levels: (1) teacher restructuring process at the school level, and (2) teacher restructuring process at Secondary Education Office of Yogyakarta City level. Based on the information from vice principals, the teacher restructuring process at the school level was focused on planning teacher supply and demand while at the Secondary Education Office level was focused on planning teacher arrangement and rotation. Figure 1 explains the information about the vocational civil servant teacher restructuring process at the school level in Yogyakarta City.

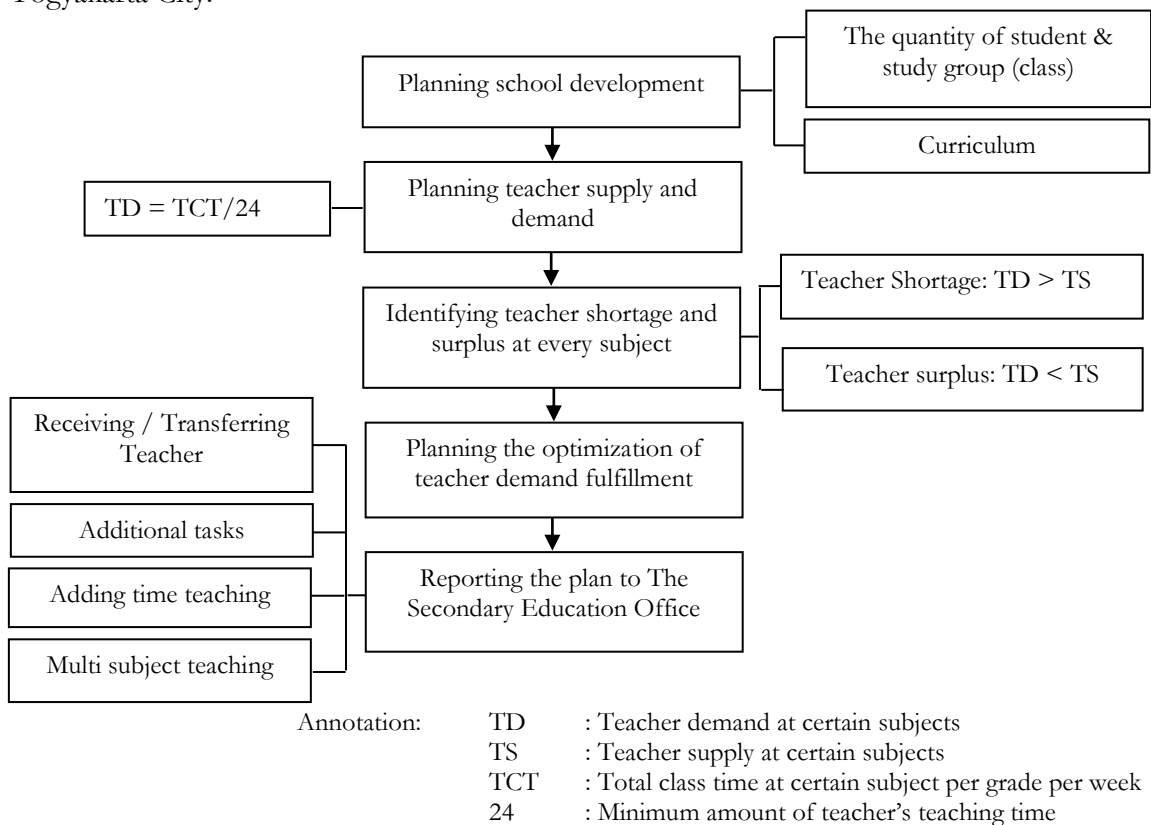


Figure 1. The Process of Civil Servant Teacher Restructuring at School Level

Figure 1 shows the teacher restructuring process at the school level started from making a school development plan, such as determining the number of students and classes, and planning the curriculum that would be used. The result from these plannings becomes the basis for making the teacher supply and demand planning in every subject. Using the formula in Figure 1, vice principals can set up the number of teachers needed (teacher demand) for each subject and identify whether schools experienced teacher surplus or teacher shortage. Teacher surplus occurs when the number of teacher demand is less than the teacher supply, while teacher shortage occurs when the number of teacher demand is more than the teacher supply.

Based on those identifications, the vice principals made optimization plan for fulfilling teacher demand, such as (1) receiving or transferring the teachers from/to other schools; (2) giving the teachers some additional tasks; (3) adding teacher's teaching time in other schools; and (4) encouraging the teachers to join multi-subject teaching program. The result of these planning would be reported to The Secondary Education Office of Yogyakarta City.

The civil servant teacher' restructuring process in Yogyakarta City did not stop at the school level; however, it continued at the Secondary Education Office level. According to information from the Secondary Education Office staff, this process started when the office received a planning report about teacher supply and demand made by schools. Based on those planning reports, the office staff made teacher's data recapitulation from all vocational high schools in Yogyakarta City and then analyzed the number of teacher supply and demand in every subject. Based on the analysis result, the office staff may predict the civil servant teacher distribution among schools in a certain subject.

Based on that result, the Secondary Education Office staff made reconciliation with every vocational high school's principals or vice-principals in Yogyakarta City to make the best teacher arrangement for every school. If there were no disagreement or problems, the office staff would do planning for teacher arrangement and rotation among vocational high schools in Yogyakarta City. After finishing the planning, the Secondary Education Office staff started processing and facilitating teacher's rotation (transfer) to decrease the number of teacher surplus and shortage in every school, so it could fix teacher distribution at public vocational high school level Yogyakarta City. In the final process, the results of previous processes were reported to the Education, Youth, and Sports Office of Special Region of Yogyakarta Province. Figure 2 is a simple illustration that explains the information about the vocational civil servant teacher restructuring process at the Secondary Education Office level in Yogyakarta City.

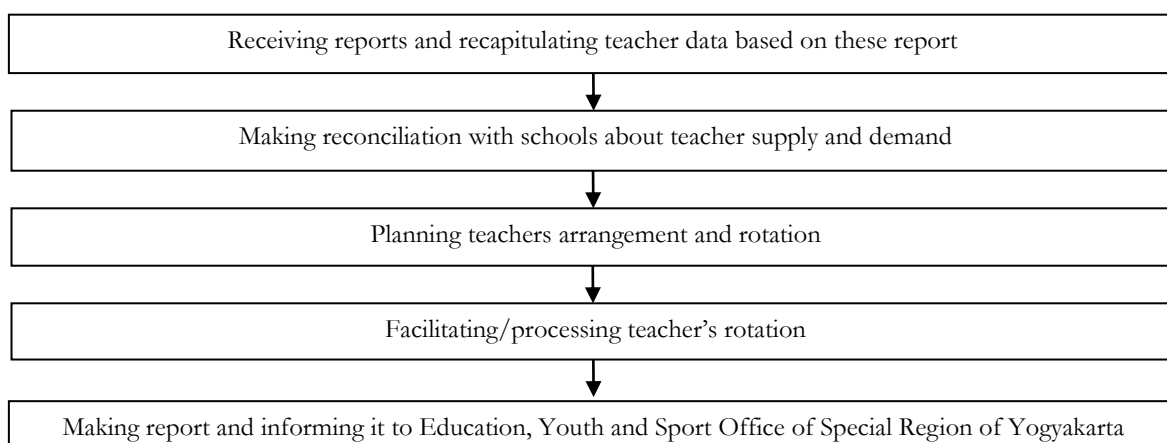


Figure 2. Process of Teacher Restructuring at Secondary Education Office Level

#### The Process of Teacher Rotating/Transferring

Teacher rotation was one of the policy procedures performed by the Secondary Education Office to fix teacher distribution at the public vocational high school level in Yogyakarta

City. Based on the information obtained from civil servant teachers and office staff, there were some provisions in the teacher rotating/transferring process, such as: (1) The teachers were transferred from the school having teacher surplus to the school having teacher shortage, (2) the teachers were transferred to schools inside or outside Yogyakarta City, (3) the Secondary Education Office facilitated teacher transferring/rotating among schools inside Yogyakarta City, while, teachers transferring from or to another city was facilitated by the office and Regional Civil Service Agency of Special Region of Yogyakarta, and (4) there were some conditions for transferring teacher: (a) teacher cannot meet the minimum amount of teaching time for 24 hours per week, (b) it was determined by principals based on teacher performance. The teacher will be transferred before the new semester begins.

### Evaluating Civil Servant Teacher Restructuring and Equalizing Implementation

The success of civil servant teacher restructuring and equalizing implementation was determined by its consistency with the standards listed in technical guidelines. By using the discrepancy evaluation model, the incompatibility that happened in this implementation process can be found. Table 2 explains the comparison (C) between the policy implementation performance (P) and the technical guidelines as standards (S).

Table 2. The Comparison between Civil Servant Teacher Restructuring and Equalizing Policy Implementation Performance and Its Guideline

No	Implementation Performance (P)	Technical Guidelines (S)	D
<b>A Teacher Restructuring Process at School Level</b>			
1.	Planning school development	Making school development plan	-
2.	Planning teacher supply and demand	Making teacher supply and demand plan	-
3.	Identifying teacher shortage and surplus at every subject	Identifying the number of teacher surplus and teacher shortage	-
4.	Planning the optimization of teacher demand fulfillment	Planning the solution to optimize of teacher demand fulfillment.	-
5.	Reporting the plan to The Secondary Education Office of Yogyakarta City	Reporting the plan to The Secondary Education Office in the city or district	-
<b>B Teacher Restructuring Process at Secondary Education Office</b>			
6.	Receiving report and recapitulating teacher's data based on schools reports	Receiving report and recapitulating teacher's based on schools reports	-
7.	Performing reconciliation with schools about teacher supply and demand	Performing reconciliation with school	-
8.	Planning teachers arrangement and rotation among schools	Making rearrangement and rotation plan among schools	-
9.	Processing & facilitating teacher's rotation	Processing and facilitating teacher's rotation	-
10.	Making report and informing it to Education, Youth and Sport Office of Special Region of Yogyakarta.	Making the report and reporting it to Province Government	-
<b>C Teacher's Rotating &amp; Transferring Process</b>			
11	Teacher's rotating/transfer area : inside and outside Yogyakarta City and Regency	Teacher's rotating/transfer area : inside and outside City / Regency	-
12	Facilitated by : The Secondary Education Office of Yogyakarta City and Regional Civil Service Agency of Special Region of Yogyakarta	Facilitated by : City/District Government and Province Government	-
13	Conditions for transferring teacher : (a) teacher can't meet minimum amount of teaching time for 24 hours per week, (b) determined by principals based on teacher's performance.	Conditions for transferring teacher : (a) Teacher didn't meet the minimum amount of teaching time (24 hours per week) (b) Determined by principals based on teacher's performance	-
14	Transferring time : Before new semester begins	Transferring time : Before new semester begins	-

Table 2 shows that there is no discrepancy (D) or incompatibility between policy implementation performance (P) and policy's technical guidelines made by the government. Both teacher restructuring process and rotating/transferring process had been implemented according to the standard. It means that, as implementers, the schools and the secondary education staff of Yogyakarta City had been consistently implementing the civil servant teacher restructuring and equalizing policy in Yogyakarta City. This condition is called the "implementation capacity" of policy implementers, so there is a guarantee that policy objectives that had been stated can be achieved (Wahab, 2017, p. 128).

The consistency of this policy implementation was also proof that implementers obey and support the implementation of civil servant teachers' restructuring and equalizing policy. Because of that, teacher demand in every school is well planned, in view of planning is an important thing for an organization to achieve its purpose (Mathis & Jackson, 2011, p. 38).

In the rotating/transferring process, the school principals had the authority to determine who the teacher may get full teaching time (minimal 24 hours per week). The research report of Widyawati (2017) also found that principals have an influential role in teacher's teaching time distribution. If principals are not chosen objectively, it can cause several problems, especially in teacher mutation. A study of Suwandi (2016) even found out that one of the problems related to teacher recruitment was teacher mutation that was not based on teacher qualifications. Principals who make decision subjectively can lead to conflict among teachers in school or even lose teachers who have good performance.

### Implementation Result of Civil Servant Teacher's Restructuring and Equalizing Policy at Vocational High School in Yogyakarta City

#### The Policy Implementation Output

Policy outputs are actually done by implementers and usually can be readily counted, totaled, and statistically analyzed (Anderson, 2003, p. 248). Based on data collected through documentation, i.e., curriculum structure, teacher's teaching time distribution, teacher supply and demand planning, and teacher restructuring planning, some policy implementation outputs were obtained. *First*, by implementing civil servant teacher restructuring and equalizing policy, the Secondary Education Office had rearranged several civil servant teachers, as shown in Table 3.

Table 3. The Result of Vocational Civil Servant Teacher Rearrangement

No	Subject	The Number of Teacher Rearranged
1	Civics Education	3
2	Indonesian	1
3	Mathematics	1
4	English	2
5	Physical Education	1
6	Digital Simulation	1
7	Physics	1
8	Chemistry	2
9	Natural Sciences	1
10	Office Management Automation	1
11	Cosmetology	1
	<b>Total</b>	<b>15</b>

Based on Table 3, it can be said that the Secondary Education Office of Yogyakarta City, as a policy implementor, had rearranged 15 vocational civil servant teachers in 11 subjects. The rearrangement was carried out by transferring teachers among schools inside and outside Yogyakarta City.

*Second*, this policy implementation also made teacher composition in each school change. It is described in Table 4.

Table 4. The Change of Teacher Composition in Every Vocational High School in Yogyakarta City

School	Subject	Teacher Composition	
		Before	After
SMK 1	English	+1	0
	Physical Education	-1	0
SMK 2	Chemistry	+2	0
SMK 3	Civic Education	-2	0
	Mathematics	+1	0
	Physics	+3	+2
SMK 4	Mathematics	-1	0
	English	-1	0
SMK 5	Civic Education	-1	0
SMK 6	Indonesian	-3	-2
	English	0	+1
	Digital Simulation	0	+1
	Natural Sciences	+2	+1
SMK 7	English	+1	0
	Natural Sciences	-1	0
	Institutional Governance Automation	-1	0

Annotation: (+) : the number of teacher surplus  
(-) : the number of teacher shortage

Table 4 shows the change of teacher composition in every school before and after teacher restructuring and equalizing policy implementation. The change could be seen from the number of teachers increase and (mostly) decrease, even to zero. It means the number of teacher demand and supply was balanced, or there was no teacher shortage and surplus certain these subjects.

*Third*, the change of teacher composition in every school also affected the number of teacher supply and demand at vocational high school in Yogyakarta City. It is described in Table 5.

Table 5. The Effect of Civil Servant Teacher Restructuring and Equalizing Policy on Teacher Supply and Demand at Vocational High School in Yogyakarta City

SMK (Vocational High School)	Ideal Number of Teachers (S)	Before Implementation		After Implementation	
		The Number of Teachers Supply (P)	Gap/ Discrepancy (D)	The Number of Teachers Supply (P)	Gap/ Discrepancy (D)
SMK 1	33	26	-7	26	-7
SMK 2	158	115	-43	113	-45
SMK 3	129	107	-22	107	-22
SMK 4	91	76	-15	78	-13
SMK 5	74	69	-5	70	-4
SMK 6	63	64	+1	66	+3
SMK 7	51	42	-9	43	-8
<b>Total</b>	<b>599</b>	<b>499</b>	<b>-100</b>	<b>503</b>	<b>-96</b>

Annotation: (+) : the number of teacher surplus  
(-) : the number of teacher shortage



Table 5 shows the effect of civil servant teacher restructuring and equalizing policy on teacher supply and demand at public vocational high school in Yogyakarta City. The ideal number of teachers is used as standard (S) because it represents the number of teachers needed in every school, while the number of teacher supply used as performance (P) because it represents the number of existing teachers in every school. By identifying the discrepancy (D) between standard (S) and performance (P), we can see the gap in teacher quantity in every school.

Before this policy had been implemented, some public vocational high schools in Yogyakarta City experienced teacher shortage with 100 teachers in total that spread among six schools, while one school experienced teacher surplus. After this policy was implemented, the number of teacher shortages decreased to 96 in total. There were three schools that succeeded in reducing the number of teacher shortages while the other did not. In short, schools and the Secondary Education Office in Yogyakarta City only can reduce the number of teacher shortage by four teachers in total or 4% from the previous amount.

Based on that result, it can be said that the policy had not been able to reduce the number of teacher shortage significantly because there was still a large amount of teacher shortage (96 teachers in total). To fulfill the number of teacher shortage, the school's principals tried to optimize temporary contract teachers (*Guru Tidak Tetap* or GTT) available in schools. This strategy was used to make the composition of teachers supply and teacher demand balance. The effectiveness of temporary contract teachers (GTT) optimization is presented in Table 6.

Table 6. Effectiveness of the Temporary Contract Teachers (GTT) Optimization in Every Vocational High School in Yogyakarta City

School	The Number of Teachers Shortage/Surplus after Policy	The Number of GTT Available	Final Number of Teachers Shortage/Surplus after Policy
SMK 1	-7	10	+3
SMK 2	-45	23	-22
SMK 3	-22	18	-4
SMK 4	-13	17	+4
SMK 5	-4	9	+5
SMK 6	+3	13	+16
SMK 7	-8	11	+3
<b>Total</b>	<b>-96</b>	<b>101</b>	<b>+5</b>

Annotation: (+) : the number of teacher surplus  
(-) : the number of teacher shortage

Table 6 shows that 101 contract temporary vocational teachers in Yogyakarta City have been optimized to fulfill the number of teacher shortage in several vocational high schools in Yogyakarta City. From this optimization, six schools succeeded in reducing the number of teacher shortage in their school, but they also experienced a surplus after that. From this data, it can be said that optimizing temporary vocational teachers is only effective in reducing the number of teacher shortages.

Optimizing temporary teachers is the most common strategy undertaken by schools to address teacher shortages. Donitsa-Schmidt and Zuzovsky (2014) even found out that there are several strategies used by principals, i.e., (1) increasing teaching loads of existing teachers; (2) hiring under-qualified and uncertified teachers; (3) and employing temporary teachers for long periods of time. Even though principals were concerned about optimizing temporary teachers to reduce the number of teacher shortages, but they did not pay attention to teacher's qualification and certification. Several studies even prove that not all certified teachers had a good performance (Ramli & Jalinus, 2013; Yusrizal et al., 2011). Despite that fact, fulfilling the

number of qualified teachers in school is a must, because several studies show that qualified teacher is the most important resource that was used by public schools (Hanushek, 1986; Rockoff, 2004), even in vocational high school level, teacher's competence also had an effect on school productivity (Thomas, 2013). Figure 3 describes the effect of combination civil servant teacher restructuring and equalizing policy and contract temporary teacher optimization on teacher distribution in a certain subject.

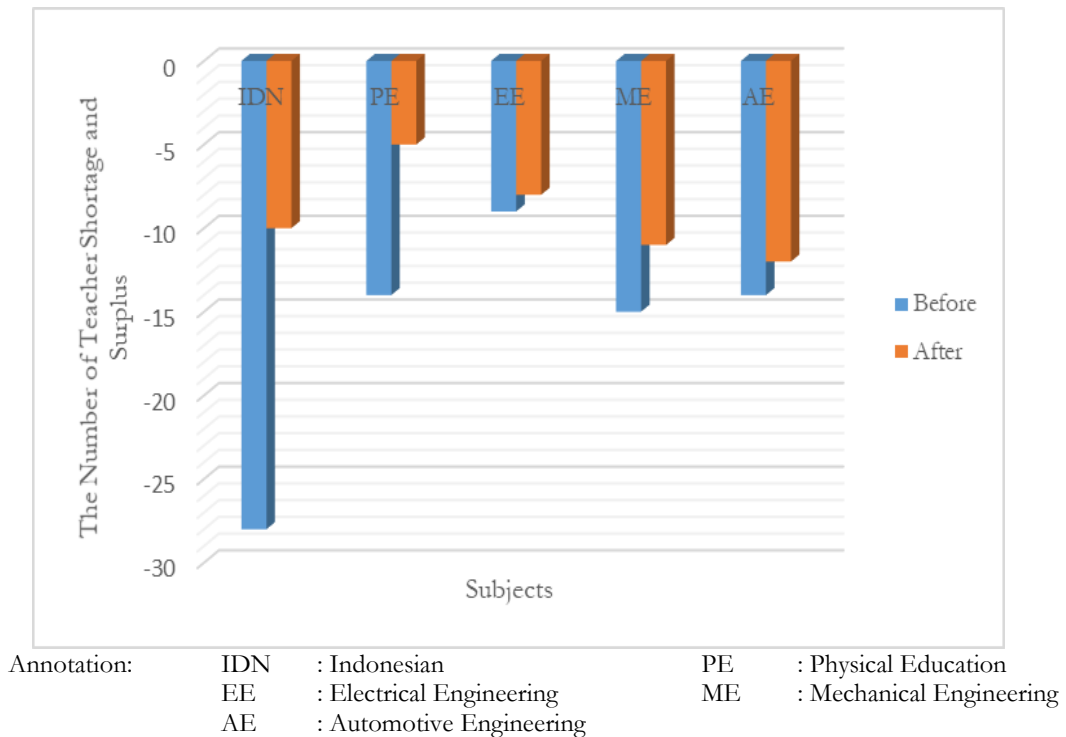


Figure 3. Policy Result on Vocational Teacher Distribution in Several Subject

Figure 3 shows that five subjects still experienced teacher shortage (in large numbers), i.e., Indonesian (10 teachers); Physical Education (five teachers); Electrical Engineering (eight teachers); Mechanical Engineering (11 teachers) and Automotive Engineering (12 teachers). The figure also shows that the number of teacher shortage was dominated by vocational productive subjects, i.e., electrical engineering, automotive engineering, and mechanical engineering. However, the number of teacher demand in these five subjects had been significantly managed. The decrease of shortage teacher number that is mostly influenced by contract temporary teachers optimization (about 94% of contact teachers had been optimized) can be seen from the decrease of shortage teacher number.

*Fourth*, the implementation of civil servant teacher restructuring and equalizing policy also affected the distribution of civil servant teacher's teaching time. It is presented in Figure 4. Based on Figure 4, it can be said that the number of vocational civil servant teacher's teaching time had increased after the Secondary Education Office of Yogyakarta City implemented teacher restructuring and equalizing policy. Teacher's teaching time optimization caused it, so teachers who had not fulfill teaching time's standard (minimum of 24 hours per week) could add their teaching time in other schools or add some teacher tasks. With that optimization, the number of civil servant teachers who had a teaching time minimum of 24 hours per week also increased by 14.11%. From Figure 4, 69.38% of civil servant teacher had teaching time between 24 to 29 hours per week and the number of teachers who had teaching time minimum 24 hours per week were up to 95.42% in total. Meanwhile, the remaining teacher (4.58%) still had not fulfilled teaching time standards (minimum of 24 hours per week).

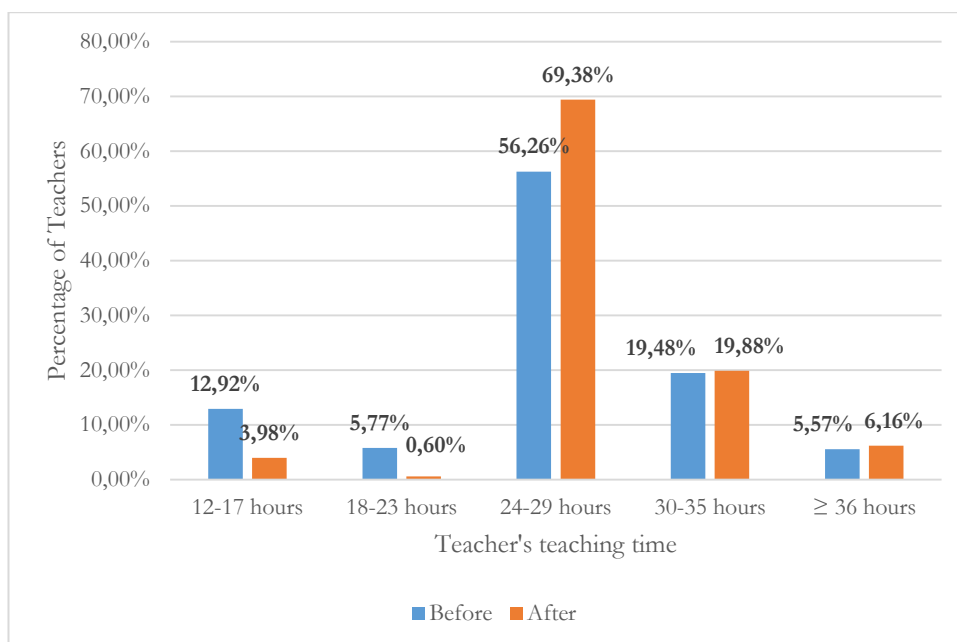


Figure 4. The Distribution of Civil Servant Teacher's Teaching Time

### The Policy Implementation Impact

The civil servant teacher restructuring and equalizing policy also had some impacts on teachers as a target group. Policy impact can be some expected impacts or unexpected impacts (Wahab, 2017, p. 32). In the term of policy impact, Anderson (2003, p. 248) explained that "policies may affect situations or groups other than those at which they are directed". Furthermore, a policy may have either intended or unintended (unforeseen or unplanned) consequences or even both.

The teachers were the target group of civil servant teacher's restructuring and equalizing policy. In Yogyakarta City, 15 civil servant teachers at the vocational high school level had been rearranged by the secondary education office. This study used these teachers as informants who gave information about the policy impact on teacher's life. Some civil servant teachers said that they got some consequences because of this policy. One teacher said:

*I had some problem in splitting my teaching time into two schools because I had to manage my schedule in those schools too, and it wasn't easy. We, the teachers, not only have one task. We also had another task besides teaching, such as checking student's tasks and test, making the administration, guiding the extra-curricular, and so on.*

The second teacher had quite a similar experience. She said, "For me, it was my time management (the trouble). I am always in a hurry when moving my schedule to another school. These circumstances made me unfocused with my teaching."

Even though some teachers had unintended consequences, there were some positive impacts of this policy. It is mentioned by another teacher:

*Putting aside some negative results, I received some benefits from this policy. Since I had to transfer school to fulfill my teaching time, I can increase my teaching experiences and have more relationships with teachers in my new workplace. Actually, transferring school makes me more motivated to improve my career.*

Those are some clarifications from civil servant teachers about the policy impacts. Five other teachers interviewed also have the same experiences with those three teachers. The impact of civil servant teacher restructuring and equalizing that had been analyzed using continuous interactive analysis, as illustrated in Figure 5.

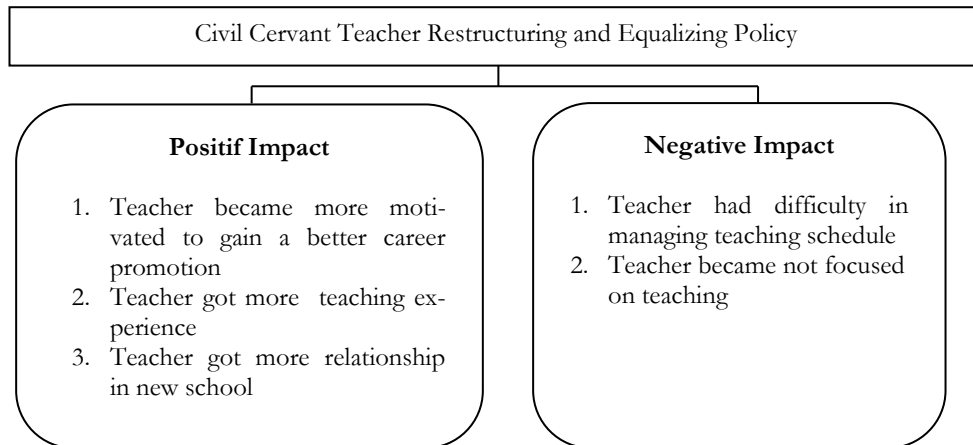


Figure 5. The Impact of Civil Servant Teacher Restructuring and Equalizing Policy toward Vocational High School Teachers

Figure 5 explains that the implementation of civil servant teacher restructuring and equalizing policy had both positive and negative impacts for vocational civil servant teachers in Yogyakarta City. As for transferring school, the teachers became more motivated to improve their career path. Moreover, because they work in a new place, the teachers also got more teaching experience and could expand their relationship with other new school teachers. However, because of this policy, teachers also got some negative impact. Teachers who had to teach in two or more schools had difficulty in managing teaching time. This situation made them unfocused on teaching students.

## CONCLUSION

Based on the evaluation results, it can be concluded that civil servant teacher restructuring and equalizing policy at vocational high school level in Yogyakarta City had been successfully implemented in accordance with the standards set by the government. This policy also successfully rearranged 15 teachers and reduced the number of teacher shortages by 4%. By optimizing temporary contract teachers, six schools could reduce the number of teacher shortage. However, there were five subjects that still experienced teacher shortage in a large number, such as Indonesian Language, Physical Education, Electrical Engineering, Mechanical Engineering, and Automotive Engineering.

As a result, this policy also successfully increased the proportion of vocational civil servant teachers who could fulfill their teaching time (minimum of 24 hours per week) by 14.12%. There were also some positive impacts caused by this policy, especially for the teachers. Teachers who had been rearranged and transferred to another school became motivated to increase their career paths. They also got more teaching experience and relationships in another school. Meanwhile, the negative impact was faced by teachers who had to teach in two or more schools. Because of that, they were having difficulty managing teaching time, which causes them not to focus on teaching.

Considering the research findings, it is reasonable to rearrange teacher distribution frequently because teacher demand in every school can change easily depend on curriculum change. The Secondary Educational Office also needs to pay attention to teacher distribution based on their quality (performance), not only quantity (numbers). Furthermore, the schools also need to enlarge multi-subject teaching programs to reduce teacher shortage, especially in vocational productive subjects. The government can also use the finding of this study to improve civil servant teacher's restructuring and equalizing policy performance in the future to resolve teacher distribution problems more effectively.

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