

Enhancing the Welfare of Non-Permanent Teachers in the Sumenep Islands: The Imperative for Regional Regulations

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ABSTRACT

Non-permanent teachers, in carrying out their duties and responsibilities as educators and instructors, have the right to earn income above the minimum living standards and social welfare guarantees. Teachers highly anticipate the issuance of regional regulations in the field of education in an effort to improve the welfare of teachers in Sumenep. This research aims to determine the urgency of regional regulations for improving the welfare of non-permanent teachers in the Sumenep Islands. This research uses a qualitative approach, which is a descriptive analysis with a case study type. Informants were determined using the purposive sampling method, and the informants in this study were 7 school principals, 25 honorary teachers, and seven salary treasurers. Data collection used three methods, namely, interviews, observation, and documentation. The collected data was analyzed using an interactive analysis model. According to the study's findings, the pay for non-permanent teachers as a whole is still below the minimum living standards set in the Sumenep region. Teachers do not always hope to be able to take part in the civil service selection so that teachers' minimum living needs can be met and social welfare can be guaranteed.

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1. INTRODUCTION

The Sumenep Education Department has undertaken significant initiatives to elevate the region's education quality, focusing particularly on non-permanent teachers and educational staff. Central to these efforts is the provision of additional wages aimed at enhancing both the welfare and performance of these educators. By offering honoraria, the department seeks not only to improve the economic well-being of teachers but also to boost their professional competence and overall performance. These enhancements are crucial for the effective and efficient execution of their duties, ultimately contributing to superior educational outcomes. Furthermore, the correlation between honoraria provision and the

Basic Education Data System underscores the importance of aligning teacher compensation with teaching hours. This approach ensures a systematic improvement in educational quality, emphasizing the need for robust regional regulations to support these initiatives.

Sumenep Regency, consisting of islands and the mainland, needs seriousness and intensity in improving the quality of human resources both on the mainland and the islands. The Sumenep Regency Government must be a committed motivator and have integrity to position education as a forum for human development, not just a process of transferring knowledge (Amin, Dewi, & Safarina, 2022; Rahman & Hanurawan, 2023). The government must be able to make policies in developing education, managing to learn intelligently as well as being active learners, seen when the public's need for services is a form of public dissatisfaction so that it can increase capacity and capability amidst the progress of the times (Rifa'i, 2021; Ruma, 2023). The Sumenep Regency Government must also be committed to improving welfare and the quality of teachers in shaping the morale of students so that they can protect themselves from negative influences originating from their living environment because education is the central pillar in the progress of a nation (Srikanti, 2021). Teachers are required and should develop an environment that is both physical (extrinsic) and psychological (intrinsic), and moral responsibility is proven by teachers through daily behavior so that they can become role models that students should emulate (Adenia & Mohamed, 2022).

These demands should be balanced with a guarantee so that teachers can better appreciate their professional rights and responsibilities (Adenia & Mohamed, 2022; Hardiansyah & Zainuddin, 2022). The guarantee in question is in the form of a guarantee of welfare supported by adequate income, a health guarantee, a guarantee of developing personal quality, and a guarantee of security and comfort in carrying out task (Apriliani, Sholihah, Aisyah, Khasanah, & Amelia, 2023). Provisions regarding teacher guarantees are regulated in Law Number 20 of 2003 concerning the National Education System article 40 paragraph (1), which reads: Educators and education personnel have the right to obtain: a) Appropriate and adequate income and social welfare guarantees; b) Awards by duties and work performance; c) Career development by quality development demands; d) Legal protection in carrying out duties and rights to intellectual property results; and e) The opportunity to use educational facilities, infrastructure and facilities to support the smooth implementation of tasks. A high workload requires most teachers but low support from the school (Julia et al., 2020).

Fulfillment of guarantees as a consequence of recognition of the teaching profession and improvement of teacher welfare began to be implemented with the teacher certification program through portfolios and the Teacher Professional Education and Training route (Hardiansyah, 2022; Putri, Lubis, Rustanti, Siregar, & Dinamika, 2022). Through certification, teachers who are declared professionals will receive welfare benefits worth one month's basic salary, meaning that teachers will receive double the income of teachers before accreditation (Istiqomah & Tjalla, 2023). Educator welfare is supported by a high willingness to work towards the interests of teacher performance. Improving the quality of education is an effort that must be pursued so that the best hope is that quality and relevant education can be achieved (Virdaningsih, Santosa, & Ahmad, 2020).

One of the government's efforts to improve the welfare and quality of teachers is by increasing teacher income with the assumption that if teacher welfare is met, teachers will focus on efforts to achieve educational goals in the teaching and learning process in the classroom without thinking about economic conditions (Gobel, Muhtar, & Suleman, 2023; Hardiansyah, Zainuddin, Sukitman, & Astutik, 2023). Education aims to improve the quality of human resources so that they can build the nation's quality in all aspects of life and compete at national and international levels (Sariwulan, Agung, Sudrajat, & Atmadiredja, 2019). The government strives to ensure that the community can access education programs equally without exception so that no children drop out or do not go to school. The government's first step in addressing educational equality is a 12-year compulsory education program. Therefore, the government, through Minister of Education and Culture Regulation No. 10 of 2020, provides access to the community for children aged six to twenty-one years (Khasna & Diniyanto, 2021). The government's efforts to improve welfare through certification as a reward for teacher professionalism are still uneven

because it is only given to teachers with civil servant status who have passed certification (Sulisworo, Nasir, & Maryani, 2017). Inequality of welfare through the certification route creates an income gap with non-permanent teachers who carry out the same duties and mandates as civil servant teachers in realizing quality education (Hardiansyah & AR, 2022; Mansir, 2019).

The difference in status, which has an impact on teachers' income, has been legalized by the government through Law Number 14 of 2005, Article 15, Paragraph 3, which contains the difference in income between state and private teachers and states that teachers appointed by educational units organized by the community are given salaries based on work agreements or collective agreements. Based on the text of Article 15, paragraph 3, it can be explained that non-permanent teachers and private foundation teachers are only given salaries according to work agreements with school administrators, so the government is not responsible for the welfare of non-permanent teachers. The work agreement for non-permanent teachers with the school is one-way because non-permanent teachers are not allowed to apply for the compensation they receive. Non-permanent teachers are given compensation according to the school's capabilities based on the allocation of available funds. A small amount of compensation may impact teacher motivation and commitment to teaching. Non-permanent teachers are employees appointed for a certain period to carry out government and development tasks of a technical, professional and administrative nature by the needs and capabilities of the organization within the framework of the personnel system. Non-Permanent Employees are not civil servants.

Education is student-centered, focusing on students' personalities, experiences, perspectives, backgrounds, talents, interests, capacities, and needs for learning (Asmendri & Haviz, 2023). Therefore, temporary teachers still have to look for sources of income other than teaching. The findings of a 2009 study on the impact of salary on the commitment of non-permanent teachers in Josua Medan showed that there is a close and significant relationship between the amount of salary and the commitment of non-permanent teachers, indicating that the higher the salary received, the higher the teacher's commitment doesn't stay at school, reinforce this phenomenon. This condition can be understood because activities other than teaching to earn additional income are certainly very time-consuming, so temporary teachers cannot optimally develop their potential, do not have time to pay attention to the development of students one by one, are creative in their teaching methods, and do not have enough time to evaluate strategies for learning applied in the classroom (Zahri, Syahri, Syahrial, & Syukur, 2023). Sumenep is a region with particular policies related to teacher welfare, precisely policies towards private teachers known as non-permanent teachers. So, researchers want to photograph various typologies of Sumenep Regency Government policies for improving the welfare of non-permanent teachers.

Based on the explanation above, it can be said that a sound compensation system can guarantee teacher welfare and help meet life's needs. The compensation system positively and significantly affects teacher job satisfaction and supports work comfort and welfare for non-permanent teachers (Murniarti, Sihotang, & Rangka, 2020). They are providing compensation to teachers through educational assistance, housing facilities, death insurance, health insurance, financial benefits, and mortgage rights, which will positively impact the sustainable life and welfare of teachers. However, most non-permanent teachers in Indonesia receive direct compensation, which is calculated based on teaching hours, so non-permanent teachers expect many teaching hours because it is related to the amount of honorarium they will receive (Abubakar & Amiruddin, 2020). The non-permanent teacher compensation system is provided voluntarily, which is far below the minimum wage standards set by the regional government. Non-permanent teachers also do not have a clear employment status or a specified work contract term; if the contract has expired, the non-permanent teacher's contract will be continued, or their employment status will be terminated. Researchers are interested in conducting research, especially on private teachers in island areas, both related to the welfare they receive and teacher transport or other incentives specifically for island teachers.

2. METHODS

This research uses a qualitative approach to descriptive analysis with a case study type (Lazuardi, Munandar, Harsiti, Mutaqin, & Hays, 2020) to explore the compensation system given to non-permanent teachers in the Madura Islands. A qualitative approach is suitable for exploring an actual incident in the field regarding the compensation system given to non-permanent teachers (Al Mighwar & Nopaulita, 2023). Qualitative research starts from assumptions about reality or social phenomena that are unique or complex. Therefore, the most crucial sampling procedure is determining key informants or certain social situations appropriate to the research focus. The criteria for informants were determined by researchers, namely length of service that exceeded ten years but had yet to be appointed as a civil servant. The criteria determined by this researcher are reasonable because the workplace is a state school where other teachers in the same place have been designated as civil servants, while the respondents' status is still non-permanent teachers. This is what makes researchers interested in delving deeper into non-permanent teachers. This research focused on the location or object of research on Sapudi Island, Nonggunung District, Pagerungan, Sapeken District, and Gayam District. The method used to select informants in this research was purposive sampling, which is believed to provide as much in-depth information as possible. So, based on the method chosen, the author determined that the informants in this research were the school principal, ten honorary teachers, and a salary treasurer.

Data collection in this research used interviews, observation, and documentation. Interviews were conducted to determine the financial compensation system received by non-permanent teachers. Observations in this research were carried out by observing the number of teaching hours of non-permanent teachers in one week. The results of interviews and observations were cross-checked using the documentation method. As a result, documentation entails gathering documents like decision letters, teaching schedules, non-permanent teacher absences, and evidence of non-permanent teacher salary collection. Documentation was also used to trace the employment status of non-permanent teachers on the Ministry of Education and Culture's Teachers and Education Personnel web page, as well as other official documents related to the objectives of this research.

The collected data was analyzed by following the interactive analysis model (Awaliyah, 2021) collecting, reducing, presenting, and drawing conclusions. The analysis process collects data and all field notes that have been made based on interviews, observations, and documentation. Then, the data is reduced to relate to the research objectives. The final stage involves describing and drawing conclusions about the reduced data. Checking the validity of the data in this research used triangulation of data collection methods and triangulation of data sources (Syamsul, n.d.).

3. FINDINGS AND DISCUSSION

Sumenep has the motto Sumekar, an acronym for Sumenep Karaton because this area has long had dozens of palaces/palaces as the center of the Duke's government. For tourism marketing purposes, Sumenep has the tourism branding Sumenep The Heart Purity; this nickname is based on the behavior patterns of its people, who always uphold manners and friendliness to every guest, as well as its natural geographical conditions, which always provide friendliness and comfort to every tourist. Based on the number of schools, teachers, and students at the primary school level, statistical data for the Sumenep Regency under the Ministry of Education and Culture according to sub-districts in the Sumenep Regency for 2021/2022 and 2022/2023.

Table 1. Number of elementary schools in Sumenep Regency

Subdistrict	Elementary School Level					
	State		Private		Amount	
	2021/2022	2022/2023	2021/2022	2022/2023	2021/2022	2022/2023
010 Pragaan	16	16	5	5	21	21
020 Bluto	23	23	4	4	27	27
030 Saronggi	26	26	1	1	27	27
040 GiliGenting	13	13	-	-	13	13
050 Talango	21	21	5	5	26	26
060 Kalianget	23	23	1	1	24	24
070 Kota Sumenep	31	31	6	6	37	37
071 Batuan	7	7	-	-	7	7
080 Lenteng	22	22	5	5	27	27
090 Ganding	15	14	2	2	17	16
100 Guluk Guluk	20	20	5	5	25	25
110 Pasongsongan	18	18	6	7	24	24
120 Ambunten	26	26	-	-	26	26
130 Rubaru	22	22	4	4	26	26
140 Dasuk	20	20	-	1	20	21
150 Manding	18	18	-	-	18	18
160 Batuputih	18	18	5	5	23	23
170 Gapura	16	16	5	5	21	21
180 Batang Batang	29	29	5	5	34	34
190 Dungkek	24	24	2	2	26	26
200 Nonggunung	13	13	-	-	13	13
210 Gayam	26	26	-	-	26	26
220 Raas	25	25	-	1	25	26
230 Sapeken	27	27	10	10	37	37
240 Arjasa	44	44	3	3	47	47
241 Kangayan	19	19	4	4	23	23
250 Masalembu	13	13	1	1	14	14
Sumenep District	575	574	79	82	654	656

Based on the number of schools at the elementary school level under the Ministry of Education and Culture according to sub-districts in Sumenep Regency, in the 2021–2022 academic year, the number was 575 for the public, and in the 2022–2023 academic year, there were 574. Meanwhile, the number for the private sector in the 2021–2022 academic year was 79, and in the 2022–2023 academic year, it was 82. There has been a significant increase for the private sector from the 2021–2022 academic year to the 2022–2023 academic year. The total number from the public and private sectors in the 2021–2022 academic year amounts to 654, and 656 in the 2022–2023 academic year.

Table 2. Number of elementary school teachers in Sumenep Regency

Subdistrict	Elementary School Level					
	State		Private		Amount	
	2021/2022	2022/2023	2021/2022	2022/2023	2021/2022	2022/2023
010 Pragaan	174	144	45	43	219	187
020 Bluto	300	243	36	35	336	278
030 Saronggi	339	303	7	5	346	308
040 GiliGenting	131	169	-	-	131	169
050 Talango	314	335	52	48	366	383
060 Kalianget	407	337	9	10	416	347
070 Kota Sumenep	561	484	119	124	680	608
071 Batuan	115	93	-	-	115	93
080 Lenteng	298	258	52	52	350	310
090 Ganding	145	132	16	16	161	148

100 Guluk Guluk	187	160	43	41	230	201
110 Pasongsongan	172	167	50	53	222	220
120 Ambunten	251	226	-	-	251	226
130 Rubaru	200	167	37	32	237	199
140 Dasuk	187	182	-	7	187	189
150 Manding	222	195	-	-	222	195
160 Batuputih	182	158	40	40	222	198
170 Gapura	223	187	50	50	273	237
180 Batang Batang	260	218	45	40	305	258
190 Dungkek	193	195	16	16	209	211
200 Nonggunung	86	86	-	-	86	86
210 Gayam	254	254	-	-	254	254
220 Raas	97	185	-	6	97	1991
230 Sapeken	230	267	72	74	302	341
240 Arjasa	568	592	36	36	604	628
241 Kangayan	168	182	31	28	199	210
250 Masalembu	117	123	9	9	126	132
Sumenep District	6.381	6.042	765	765	7.146	6.807

Based on the number of elementary school level teachers under the Ministry of Education and Culture according to sub-districts in Sumenep Regency, in the 2021–2022 academic year for the country, there were 6,381, and for the 2022–2023 academic year, there were 6,042. Meanwhile, for the private sector in the 2021–2022 academic year, the number was 765; for the 2022–2023 academic year, the number was 765. The private sector experienced a significant increase from the 2021–2022 academic year to the 2022–2023 academic year. The total number from the public and private sectors in the 2020–2021 academic year amounts to 7,146 and 6,807 in the 2022–2023 academic year.

According to research findings and data from the Sumenep Education Service, regional regulations that guide efforts to improve teacher welfare in Sumenep should not always strengthen the urgency of doing so. The existence of Regent Regulations and Regional Regulations will later become a legal basis for implementing education policies in Sumenep. Non-permanent teachers are compensated based on the load of teaching hours carried out, so the compensation received by non-permanent teachers depends on the number of teaching hours at the school. The compensation system given to non-permanent teachers is regulated based on the Decree of the Principal concerning the Law, Government Regulations, Decree of the Minister of Education, Decree of the Head of the City Education Service, and the Collaboration Agreement Letter for non-permanent teachers with the principal. Based on the principal's decree and cooperation agreement letter, non-permanent teachers will receive an honorarium according to the school budget.

Table 3. Distribution of Data on Non-Permanent Teacher Welfare Assistance

No.	Types of Assistance	Nominal (per month/IDR)
		elementary school
1.	Incentives	300.000
2.	social assistance	1.000.000
3.	transport	900.000
4.	special teacher allowances	1.500.000

Based on the table above, the distribution of data on welfare assistance for non-permanent teachers is the distribution of data on welfare assistance for non-permanent teachers at the state elementary school level. Referring to the distribution of data on assistance for the welfare of non-permanent teachers, it is necessary to re-examine the welfare of non-permanent teachers in the islands because considering that non-permanent teachers strive to the maximum in educating students according to the scheduled time, the welfare must be appropriate for non-permanent teachers. Therefore, considering several factors, including the geographical location, which is very far away, the price of goods being very expensive in the islands, transportation when going to the location where the non-permanent

teacher teaches, and then interviewing the regional income and expenditure budget for any assistance, which is always to be maximized or increased, that requires a large portion of each individual's regional income and expenditure in a month. Non-permanent teachers will also receive another honorarium if the honorary teacher receives additional assignments from the school. Additional tasks for honorary teachers are tasks given outside of their teaching hours. The additional duties given to honorary teachers at the school are class teacher and salary assistant treasurer. The honorarium for additional assignments is adjusted to the school budget and applicable school regulations. The additional duties of non-permanent teachers, such as class teachers, administrative staff, and salary assistant treasurer, will receive an honorarium of IDR. 200,000 per month, whose payment system will be staggered and given per semester. Apart from additional duties, non-permanent teachers are also involved in school activity committees, such as exams and other school activity committees, and will be given an honorarium according to the school's budget capacity for the current semester. The funds used to pay honorariums for non-permanent teachers are entirely sourced from School Operational Assistance funds, both regional and national school operational assistance, which go into the school account.

The honorarium payment period as compensation for the main duties of non-permanent teachers is paid at the beginning of every month, and to date, there has never been a delay in honorarium payments for non-permanent teachers. Meanwhile, the honorarium for additional teacher assignments is not yet paid by the rules and regulations in force at the school. The compensation system for the main duties of non-permanent teachers will be determined by administrative requirements, namely attendance as proof of the teaching hours of non-permanent teachers for one month. Then, the non-permanent teacher will be asked to sign a salary slip and proof of salary collection as administrative proof that the non-permanent teacher has agreed that the honorarium paid is by the Cooperation Agreement Letter and the teaching hour load for the non-permanent teacher is for one month.

Law of the Republic of Indonesia no. 14 of 2005, article 14, paragraph 1 letter A, states that in carrying out professional duties, teachers have the right to earn income above the minimum living needs and social welfare guarantees. This regulation does not specifically state the status of the teachers in question, whether they are civil servants or non-permanent teachers (Hardiansyah & Wahdian, 2023; Istiqomah & Tjalla, 2023). So, it can be understood that this rule applies to all teachers, regardless of their employment status (Adenia & Mohamed, 2022; Hardiansyah, AR, & Hidayatillah, 2022). However, based on the results of research conducted at one of the elementary schools in the Sumenep Islands and data analysis carried out, it can be said that the compensation received by non-permanent teachers at that school is still below the minimum living requirements under the provisions of the area where the school is located. In other words, non-permanent teachers' money is still less than the Regional Minimum Wage and Regency/City Minimum Wage set in the region where the school is located.

According to the Decree of the Governor of East Java Number 188/656/KPTS/013/2023 concerning the Determination of Regency Minimum Wages, the Sumenep Regency Minimum Wage in 2023 is IDR 2,249,113 per month, while the highest pay for non-permanent teachers is at the elementary school level and is IDR 1,200,000 per month. Therefore, it is evident that the pay for non-permanent teachers at the elementary school level is still below the minimum living standards established in the school district. Apart from financial compensation, which is still below minimum living requirements, non-permanent teachers at the elementary school level also do not receive compensation in the form of health benefits, work safety benefits, holiday allowances, transportation allowances, or other allowances (Hardiansyah & Mulyadi, 2022; Sariwulan et al., 2019). It is felt that the compensation system for honorary teachers in elementary schools has not been able to meet the living needs of teachers, especially in the Sumenep Islands. So, some honorary teachers look for additional work or side jobs to meet their living needs.

The principal, as the highest leader and decision-maker in the school, should pay more attention to compensation in the form of an honorarium that is appropriate to the work carried out by non-permanent teachers and consider providing incentives, bonuses, or allowances to ensure the welfare of non-permanent teachers at school (Khasna & Diniyanto, 2021; Zahri et al., 2023). Suppose the

compensation system for non-permanent teachers is not properly paid attention to. In that case, a teacher will feel inequality regarding the difference in wages between their current profession and its many duties and responsibilities compared to other professions that promise a prosperous life. Apart from that, their education to become graduates also costs much money. Non-permanent teachers will feel that the costs incurred are not commensurate with the income they receive when they are non-permanent teachers. Non-permanent teachers will feel dissatisfied and disappointed with their profession, even though being a teacher is a noble task (Lazuardi et al., 2020). So, non-permanent teachers may leave and look for another profession to get a more promising income (Al Mighwar & Nopaulita, 2023). So, if you want non-permanent teachers to remain, the welfare of non-permanent teachers is very important for the government to pay attention to, considering that non-permanent teachers are still really needed to help cover the shortage of civil servants in the city of Sumenep (Asmendri & Haviz, 2023). There are many things the government can do to ensure the welfare of honorary teachers through a good compensation system. Compensation that can be given to honorary teachers to ensure their welfare includes wages or salaries, incentives, allowances or guarantees, and additional privileges (Awaliyah, 2021). Teacher welfare, actually the welfare that teachers want, is not always a matter of how much salary they receive, but rather other aspects that help overall welfare, such as economic security, professional abilities, personal comfort, and working conditions (Amin et al., 2022; Rahman & Hanurawan, 2023). The welfare of non-permanent teachers can also be improved by improving their professional abilities through education to a higher level (Putri et al., 2022). To improve the performance of educators and improve the quality of institutions, educators and education staff should be facilitated by providing educational assistance, indirectly also aiming to ensure the welfare of educators and education staff (Apriliani et al., 2023).

4. CONCLUSION

The urgency of regional regulations regarding improving the welfare of non-permanent teachers in Sumenep has very different frames and colours; this is always an interesting thing. Overall, the pay that non-permanent teachers receive is still below the minimum living standards set in the Sumenep region. Non-permanent teachers also do not receive compensation in the form of allowances or guarantees for the duties and responsibilities they carry out as teachers. So, it can be concluded that the compensation given to non-permanent teachers at these schools cannot guarantee the welfare of non-permanent teachers. Teacher welfare is guaranteed if teachers receive income above the minimum living requirements and receive social welfare guarantees. Non-permanent teachers hope to be able to take part in the selection for civil servants or government employees with a work agreement, and when they fulfil the selection requirements, the compensation they will receive is the same as state civil servants in general. So, their minimum living needs can be met, and social welfare can be guaranteed. As an effort to improve the quality of national education, efforts to improve the quality of teachers must also be pursued not only through teacher certification programs, which seem only administrative in nature, but also carried out in concrete forms, for example, by providing teachers with the most up-to-date knowledge improvements in their respective fields.

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