



## Evaluating the Regional Contracted Teachers Appointment Program at the Junior High School Level in Tambrau Regency, Southwest Papua Province : Context of Education in Remote Areas

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**Abstract:** This study aims to assess the achievements and impacts of the program regarding the appointment of contract teachers at the junior high school (SMP) level in Tambrau Regency, Southwest Papua Province. This research used an evaluation method with the Context, Input, Process, and Product (CIPP) Evaluation Model developed by Stufflebeam. Respondents consist of representatives from the Department of Education, School Principals, and Teachers. Data collection methods include interviews, observations, and document studies. The collected data are then analyzed qualitatively and presented verbally. The utilization of triangulation and qualitative analysis methods in this study enhances the credibility of the data and the validity of the resulting findings. The analysis results indicate that: Firstly, in terms of context, the implementation of this program still aligns with the existing needs. Secondly, in terms of input, the program can proceed due to the availability of adequate financial support and resources. Thirdly, during the implementation process, external interventions influence the achievement of program objectives. Lastly, in terms of product, this program successfully achieves its predetermined goals and positively impacts the improvement of educational quality. In conclusion, the program regarding the appointment of contract teachers in junior high schools in Tambrau Regency has a significant impact on enhancing the quality of education. This assessment is crucial for refining and optimizing existing programs. This study provides a valuable contribution to the program evaluation literature, particularly in the context of education in remote areas.

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### Introduction

Law No. 5 of 2014 concerning the State Civil Apparatus divides civil servants into two categories, namely Civil Servants (PNS) and Government Employees with Employment Agreements (PPPK) who work in government agencies. Thus, both PNS and PPPK have the same responsibility as State Civil Apparatus that are paid by the State. This principle also applies to ASN with special functional positions such as teachers. In addition to ASN teachers, there are also non-ASN teachers, namely teachers whose salaries are not borne by the State. This group of teachers includes regional contract teachers, honorary school teachers, and permanent foundation teachers. The only difference between these three groups of non-ASN teachers is who is responsible for paying their salaries. However, both ASN and non-ASN teachers have the same role in educating the nation through teaching (Mulyasa, 2011).

At the Junior High School level in Tambrau Regency, Southwest Papua Province, 51.5% are ASN teachers, while the remaining 48.5% are non-ASN teachers (Pusdatin, 2021). Thus, with 48.5% of teachers being non-PNS, they play a significant role in determining the



success of the teaching process in schools. For Junior High School education in Tambrauw Regency, there are a total of 15 schools, consisting of 13 public schools and 2 private schools. Manajemen Dapodik Dinas, out of these 15 schools, on average, they are small schools with fewer than 100 students. This results in the Central BOS Fund received by these schools being very limited, while other sources of education funding such as BOSDA or school committee funds are unavailable. Therefore, schools heavily rely on the amount of funding received from the Central BOS Fund to support their operations. If schools experience a shortage of ASN teachers, they will have difficulty hiring honorary teachers who must be paid from the school's finances.

Considering this, the Department of Education, as an extension of the Local Government, has taken the policy that non-ASN teachers teaching in both public and private schools will be appointed as Contract Teachers, paid by the Local Government through the Department of Education. This policy is aimed at addressing the shortage of teachers in educational institutions to ensure the smooth running of the teaching process. This action is an implementation of the mission of the Local Government, which places the development of human resources as a top priority (LAKIP Dinas Pendidikan Pemuda dan Olahraga Kabupaten Tambrauw tahun 2022). Therefore, it is the responsibility of the Local Government, specifically the Department of Education, to implement equal quality education in all areas under its jurisdiction.

To assess the extent of the success of a program, evaluation of the program is necessary. Because the function of evaluation is to measure and assess the program, (Arikunto, 2012), evaluation is the process of determining how far the planning can be implemented and how far the program objectives are achieved, Weiss 1973 in (Sugiyono, 2018). It can be said that program evaluation aims to determine the extent of the success of implementing the program so that it will be known whether the program is successful or needs improvement in its implementation process. Therefore, before conducting the evaluation, researchers must clarify what will be the objectives of the program to be evaluated (Arikunto & Sarifrudin, 2014). In conducting program evaluations, many models or approaches can be used, including the CIPP model, developed by Stufflebeam and Shinkfield, as quoted by (Zhang et al., 2012). Whereas CIPP itself is an acronym for Context, Input, Process, and Product with the aim of making decisions and improving the program (Hakan & Seval, 2011). The advantage of the CIPP Evaluation Model is to provide a comprehensive evaluation format for understanding activities from the emergence of ideas or concepts to the results achieved (Muhadjir & Nugroho, 2011). With its comprehensive and systematic nature, this evaluation model is widely used for research due to its effectiveness and achievement of evaluated objects (Hakan & Seval, 2011); (Yang et al., 2024); (Banjar et al., 2023).

From the opinions above, it can be concluded that the CIPP model is suitable for evaluating the achievement of the contract teacher appointment program in junior high schools in Tambrauw Regency. This research is urgent to evaluate the implementation of the contract teacher placement program in junior high schools in Kabupaten Tambrauw. The critical shortage of teachers in these schools directly affects the quality of education and student learning outcomes. This evaluation is crucial for understanding the program's contribution to addressing teacher shortages and ensuring an adequate staff presence to support learning. Additionally, the study will identify the program's strengths and weaknesses, promoting accountability and transparency in resource allocation and providing empirical evidence for decision-makers in educational policy planning. The findings of this research are expected to enhance the quality of education for all students in the region.



## Research Method

This research uses an evaluation method with the Context, Input, Process, and Product (CIPP) Evaluation Model developed by Stufflebeam (Irene, 2023);(Aziz et al., 2018). Meanwhile, the data used will be qualitative data presented in verbal form (spoken/word) rather than in numerical form (Muhadjir & Nugroho, 2011). In this program evaluation, there are four stages of research implementation: the first stage is context evaluation, which involves identifying the background of the need for implementing a program. The second stage is input evaluation, which aims to identify and assess the capacity of human resources, tools, and costs in program implementation. The third stage is process evaluation, which involves implementing the planned program, and the fourth stage is product evaluation, which aims to assess the results, benefits, and impacts of the program in order to determine the next steps.

The location of this program evaluation research is the Department of Education, Youth, and Sports of Tambrau Regency, and 15 junior high schools (SMP) with a breakdown of 13 public schools and 2 private schools in Tambrau Regency where regional contract teachers are placed. The research subjects consist of personnel from the Department of Education totaling 4 individuals, 15 junior high school principals, and 30 teachers, with a total of 49 individuals. The data collection techniques used include interviews, observations, and document studies (Sugiyono, 2020). Lincoln and Guba (1985) as cited in (Wijaya, 2018) stated that data validity in qualitative research is realistic, complex, and dynamic, so there is nothing consistent and repeating as before. Data validity can be achieved by using data collection processes with data triangulation techniques (Wijaya, 2018). Triangulation, as explained by Sugiyono (2018), is a data collection technique that combines various data collection methods and existing data sources. In this study, triangulation is employed as a technique to test the validity of data by utilizing different data collection methods to obtain data from the same source. This is done to ensure the accuracy and reliability of the data used in this research.

## Results and Discussion

In terms of the Context of the Regional Contract Teacher Appointment Program at the Department of Education, Youth, and Sports of Tambrau Regency at the junior high school level, the following findings were obtained regarding the background of the implementation of the regional contract teacher appointment program: 1) Fulfillment of teacher personnel in schools, 2) Implementation of the learning process in schools, 3) Equalization of education quality. (Interview results with the Secretary of the Department, December 6, 2023). Additionally, the implementation of the regional contract teacher appointment program is aimed at improving the quality of education and meeting the needs for teacher shortages in educational institutions. This is done to prepare the future generation of young people in Tambrau Regency to be intelligent, healthy, prosperous, independent, and dignified according to the vision and mission of the Regent of Tambrau. (Head of the Department of Education, <https://wahananews.co/daerah/dinas-pendidikan-kabupaten-tambrau-papua-barat-seleksi-ketat-guru-kontrak>) These statements align with data released by the Ministry of Education and Culture in 2023 through the Regional Education Report, which indicates that the adequacy of ASN teachers for junior high school levels falls under the moderate category. (Regional Education Report, Ministry of Education and Culture 2023).



**Table 1. Needs of ASN Teachers at the Junior High School Level in Tambrauw Regency**

No	School Name	% Sufficiency of ASN Teachers	Category
1	SMP Negeri 1 Fef	67	Less
2	SMP Negeri 1 Sausapor	125	More
3	SMP Negeri 22 Muhrani	60	Less
4	SMP Negeri 22 Wekari	67	Less
5	SMP Negeri 8 Amberbaken	65	Less
6	SMP Negeri 9 Kebar	85	Less
7	SMP Negeri Abun	47	Very Less
8	SMP Negeri Bamusbama	60	Less
9	SMP Negeri Bansu	60	Less
10	SMP Negeri Inam	47	Very Less
11	SMP Negeri Kwoor	73	Less
12	SMP Negeri Yembun	67	Less
13	SMPN 23 Senopi	40	Very Less
14	SMP Advent Sausapor	39	Very Less
15	SMP YPK Immanuel Werur	69	Less

From the Context aspect, the implementation of the Local Contract Teacher Appointment Program at the Department of Education, Youth, and Sports of Tambrauw Regency at the junior high school level reveals the underlying background for the implementation of the program, namely: 1) Fulfillment of the teaching staff in schools, 2) The implementation of the learning process in schools, and 3) The equalization of educational quality (Interview results with the Secretary of the Department, December 6, 2023). Furthermore, the implementation of the local contract teacher appointment program aims to enhance the quality of education and meet the shortage of teachers in educational units. This initiative is aimed at preparing the future generation of Tambrauw Regency to be intelligent, healthy, prosperous, independent, and dignified, in line with the vision and mission of the Regent of Tambrauw (Head of the Department of Education, <https://wahananews.co/daerah/dinas-pendidikan-kabupaten-tambrauw-papua-barat-seleksi-ketat-guru-kontrak>). This aligns with data released by the Ministry of Education and Culture (Kemendikbud Ristek) in 2023 through the Regional Education Report, indicating that the sufficiency of ASN teachers for junior high school levels is categorized as moderate (Regional Education Report, Kemendikbud Ristek 2023).

Regarding the Input aspect, the implementation of the Local Contract Teacher Appointment Program at the Department of Education, Youth, and Sports of Tambrauw Regency at the junior high school level reveals that the program has been in place for quite some time, around 2012, during the tenure of Mr. Drs. Yohanis Mofu as the Acting Head of the Department. Due to its perceived effectiveness, the program has continued to be implemented until now. The number of teachers appointed as contract teachers varies each year, adjusted according to the needs and the region's budgeting capabilities (Interview with the Department Secretary, December 6, 2023). Education being an investment in human resources, the economic value of education can be assessed from its contribution to socio-economic development through the enhancement of knowledge, skills, perseverance, attitudes, and productivity (Nurhayati & Team, 2022). Additionally, the program has been able to sustain itself because the Regional Government consistently allocates funding to support its implementation (Interview with the Planning and Finance Subdivision Head, December 7, 2023). It is planned that in 2025, the number of contract teachers will be



increased through the allocation of regional school operational funds (BOSDA) to meet the need for teachers in the region (Head of the Department of Education, <https://sorong.tribunnews.com/2024/02/06/kadis-pendidikan-tambrauw-minta-guru-pppk-ditempatkan-di-sekolah-negeri-dan-swasta>). Although the allocated budget may not be consistent from year to year, depending on the regional budget's strength, efforts are always made to increase it as financing is one of the critical aspects of advancing the education program (Kadri, 2011, as cited in Nurhayati & Team, 2022). Another crucial factor influencing the successful implementation of this program is the availability of teachers to be appointed as local contract teachers, and placed in schools in need of teachers. Therefore, it can be concluded from this research that the implementation of the local contract teacher appointment program is still very much needed, given the financial support provided by the region and the availability of teachers appointed as contract teachers.

In terms of the Process aspect, regarding the implementation of the Local Contract Teacher Appointment Program at the Department of Education, Youth, and Sports of Tambrauw Regency at the junior high school level, it is found that various obstacles have affected the achievement of the formulated objectives during the implementation process. One of these obstacles is external interventions leading to errors in placing contract teachers according to the needs (Interview with the Department Secretary, December 6, 2023). External interventions significantly impact an organization's performance, as several critical aspects of an organization, such as optimal treatment and adherence to the principles of good governance, are compromised (Topo, 2010). Consequently, if there are interventions from external parties, the organization's performance will not be optimal, and the program's objectives will not be achieved as planned. As a result of this, there have been incorrect placements, leading to an accumulation of teachers teaching the same subjects in one school. This situation has made it difficult for schools to allocate teaching hours to teachers experiencing such accumulation (Interview with the Principal, November 20-24, 2023). Another factor affecting the achievement of the objectives in implementing this program is the poor performance of some contract teachers due to the lack of supervision from the department (Interview with the Principal, November 20-24, 2023).

Based on the research findings, it is concluded that the successful achievement of the objectives in implementing the local contract teacher appointment program is heavily influenced by several factors, including external interventions leading to errors in placing contract teachers. Additionally, the lack of oversight from senior management regarding the performance of contract teachers affects the program's success.

Finally, in terms of the Product aspect, regarding the Local Contract Teacher Appointment Program at the Department of Education, Youth, and Sports of Tambrauw Regency at the junior high school level, it can be said that despite encountering many challenges in its implementation, the program has generally achieved its formulated objectives. In addition to the successful achievement of the program's objectives, the local contract teacher appointment program has had positive impacts because contract teachers placed in schools greatly assist in meeting schools' teacher needs. Consequently, with the fulfillment of teacher needs, the teaching-learning process can run smoothly (Interview with the Principal, November 20-24, 2023). Contract teachers also greatly assist ASN teachers in carrying out the teaching process. Previously, ASN teachers had to teach multiple subjects, but after the introduction of contract teachers, they can focus solely on their respective subjects (Interview with a representative teacher, November 20-24, 2023). These impacts contribute to the improvement of the quality of education produced. This is because with the local contract teacher appointment program, the need for teachers in schools can be met,



resulting in the smooth running of the teaching-learning process. Without teachers, learning would be virtually impossible (Edi Hidayat, 2010). Leigh et al., 2005 emphasized that teachers significantly influence the quality of learning and how students learn. Therefore, with the availability of teaching staff in a school, the teaching-learning process will be facilitated, resulting in improved education quality. This can be seen from the Tambrauw Regency Education Report released by Kemendikbud Ristek in 2023, which assesses students and analyzes the results filled out by the council of teachers and principals (Regional Education Report, Kemendikbud Ristek 2023).

**Table 2, Tambrauw District Education Report**

No	Indicator	Achievement		Category
		Year 2022	Year 2023	
1	Literacy Skills	27.01	33.33	Increase
2	Numeracy Skills	42.55	27.98	Decrease
3	School Safety Climate	63.25	64.6	Increase
4	School Cleanliness Climate	57.5	63.35	Increase
5	Inclusivity Climate	49.87	54.54	Increase

From the above results, it can be seen that all indicators experienced an increase compared to the previous year. However, in terms of students' numeracy skills, there was a decrease. One of the factors contributing to this decline is the insufficiency of certified teacher personnel. In 2023, the score for certified teachers decreased by 29.87 points compared to the 2022 score of 79.87. (Regional Education Report, Ministry of Education and Culture, 2023).

This finding highlights the importance of considering factors influencing student learning outcomes, particularly in terms of teaching quality and the availability of educators. The conceptual implications strengthen the understanding of the complexity of interactions among the learning environment, teaching methods, and student characteristics in determining academic achievement (Shernoff et al., 2016); (Choppin, et al., 2018); (Yang, 2023). Additionally, the practical implications underscore the urgent need to enhance the quality and availability of certified teacher personnel. This requires the development of appropriate strategies to improve students' numeracy skills, as well as enhancements in human resource management within the education sector. By reinforcing the implications of these findings with relevant references, we can formulate more effective practical steps to enhance overall educational quality. This will provide a solid foundation for the development of education policies and practices that are more responsive and effective in supporting educational progress at both local and national levels.

## Conclusion

The CIPP evaluation of the regional contract teacher recruitment program in Tambrauw Regency concludes that the program has a significant positive impact on supporting the educational needs in the region. Firstly, in terms of context, the research indicates that the program is relevant to the local needs in addressing the shortage of teachers in the area. Secondly, adequate budget allocation is a crucial factor in the program's success, demonstrating a commitment to supporting education in the region. However, the implementation process of the program faces challenges, such as external interference and insufficient supervision, which may hinder the performance of regional contract teachers. Nevertheless, the program successfully meets staffing needs, facilitates smooth teaching processes, and enhances overall educational quality. This conclusion reaffirms that the regional contract teacher recruitment program in Tambrauw Regency plays a vital role in improving accessibility and quality of education in the area.



## Recommendation

Policymakers should prioritize enhancing supervision and monitoring mechanisms to ensure that contracted teachers fulfill their duties effectively, which may involve regular site visits, performance evaluations, and feedback mechanisms. Additionally, they should strive to improve coordination among relevant stakeholders to ensure that contracted teachers are placed in schools according to their needs, thereby strengthening cooperation between the education department, school administrators, and local authorities. It is crucial for policymakers to allocate sufficient budgetary resources to support this program, with a focus on funding teacher salaries to maintain its effectiveness. School principals play a pivotal role in maintaining communication channels with contracted teachers, providing necessary support and resources, and fostering collaboration among staff members to share best practices and effective teaching strategies. By implementing these recommendations, stakeholders can address the challenges faced by the contracted teacher program and ensure its sustainable success in enhancing the quality and accessibility of education in remote areas.

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