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# TEACHER ROTATION FOR CIVIL SERVANTS IN SOUTH KALIMANTAN PROVINCE ROTASI GURU PEGAWAI NEGERI SIPIL DI PROVINSI KALIMANTAN SELATAN

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## Abstract

The policy of rotating Civil Servant (PNS) teachers in South Kalimantan Province was introduced to address the urgent need for a more balanced distribution of educators, especially given the disparities between urban and remote regions. This study seeks to assess both the effectiveness and the implementation of the rotation policy within the provincial government using a descriptive qualitative method and the CIPP (Context, Input, Process, Product) evaluation framework. Data collection involved in-depth interviews, observations, and document analysis, while data were analyzed using Creswell's techniques with the aid of NVivo15 software. The findings reveal that the implementation of teacher rotation in South Kalimantan still encounters significant challenges, such as inconsistencies between Dapodik and Simpeg staffing databases, a shortage of replacement teachers particularly in remote locations and the influence of vested interests that undermine merit-based principles. Most rotation applications are driven by personal reasons, including residence and family considerations, with only a few aimed at refreshing placements. These results indicate that the objective of achieving equitable teacher distribution has not been fully realized, as ASN teachers remain concentrated in urban areas. Thus, there is a pressing need to strengthen governance, harmonize personnel data systems, and ensure more transparent oversight, so that the rotation policy can effectively promote equitable teacher distribution and enhance the quality of education across South Kalimantan.

**Keywords:** teacher rotation, civil servant, policy evaluation, CIPP, teacher distribution, South Kalimantan

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## 1. Introduction

In 2016, the central government transferred the authority for managing upper secondary education and special education to the provincial governments, which was previously under the authority of district/municipal governments. As a follow-up to this additional authority, the Provincial Government of South Kalimantan regulated staffing management, particularly concerning the transfer of teachers between schools/educational institutions. To this end, the Governor of South Kalimantan issued Governor Regulation Number 057 of 2021 concerning the Transfer of Civil Servants within the Provincial Government. This regulation took effect starting January 1, 2022. From early 2022 until the end of 2024, a total of 129 (one hundred and twenty-nine) senior high school (SMA), vocational high school (SMK), and special education (Dikusus) teachers submitted rotation requests.

**Table 1.***Teacher Rotation Data per Year from 2022–2024*

<b>Year</b>	<b>Total Requests</b>	<b>Approved</b>	<b>Rejected</b>
2022	10	10	0
2023	57	52	5
2024	62	40	22
<b>Total</b>	<b>129</b>	<b>102</b>	<b>27</b>

*Source: Regional Personnel Agency of South Kalimantan Province (2024)***Table 2.***Teacher Rotation Data by Reason*

<b>Reason for Teacher Request</b>	<b>Approved</b>	<b>Rejected</b>
Residence (domicile)/family (parents/spouse)/treatment near major urban healthcare facilities	80	20
Refreshment/position formation (shortage/excess)	22	7

*Source: Regional Personnel Agency of South Kalimantan Province (2024)*

Based on the available data, there has been an increase in teacher rotation requests from year to year for various reasons. Of all the requests submitted, only 102 (one hundred and two) teachers were approved by the Regional Personnel Agency of South Kalimantan Province to undergo rotation, while 27 (twenty-seven) were rejected. In the teacher rotation process, it cannot be denied that there are elements of vested interests from certain parties who recommend their relatives to be approved for rotation. Some rotation requests were labeled as “endorsed by Mr. X,” with the expectation that these requests would be approved regardless of obstacles, whether related to the availability of teachers or administrative requirements. Mr. X refers to an individual considered to have certain “closeness, position, or high rank” within the provincial government structure. A case that occurred involved a teacher who was the only ASN (civil servant) teacher available for a

subject with a single-teacher requirement, making rotation impermissible. However, due to the “Mr. X endorsement,” the claim that an honorary teacher would replace the rotating teacher was processed further by the Regional Personnel Agency of South Kalimantan Province, even after initially being rejected.

Such vested interests in recommending teacher rotations have led to practices that deviate from proper procedures. Approval often depends on who makes the request, creating bias in the process. Political interventions, both from the legislative and executive branches, significantly hinder the implementation of a merit-based system. Decisions that should have been made on objective grounds are often distorted to serve particular interests (Martini, 2010). In addition to vested interests, the Regional Personnel Agency of South Kalimantan Province also faces other obstacles in processing PNS teacher rotations. One major issue is the difference in recognition of employment status for teachers in SMA/SMK/special education between the Regional Personnel Agency and the Provincial Department of Education and Culture. According to the Blueprint Regulation in Indonesia, employment status is formally categorized into only two types: Civil Servants (PNS) and Government Employees with Work Agreements (PPPK).

**Table 3.**

*Number of Senior High School/Vocational High School/Special Education Teachers in South Kalimantan Based on Dapodik*

District/City	Number of teachers needed	Real	Civil Servant (PNS)	Government Employee with Work Agreement (PPPK)	School Honorary Teacher / Provincial Level I Honorary Teacher / School Contract Staff	Teacher Shortage
Banjarmasin	1417	1206	586	372	248	211
Banjarbaru	629	521	308	118	95	108
Banjar	1016	898	430	272	196	118
Barito Kuala	693	580	292	152	136	113
Tanah Laut	815	600	299	178	123	215
Tanah Bumbu	914	798	419	161	218	116
Kotabaru	904	636	329	113	194	268
Tapin	401	291	145	68	78	110

District/City	Number of teachers needed	Real	Civil Servant (PNS)	Government Employee with Work Agreement (PPPK)	School Honorary Teacher / Provincial Level I Honorary Teacher / School Contract Staff	Teacher Shortage
Hulu Sungai Selatan	442	373	201	100	72	69
Hulu Sungai Tengah	476	413	208	124	81	63
Hulu Sungai Utara	430	348	188	104	56	82
Balangan	376	295	147	95	53	81
Tabalong	807	622	330	143	149	185
<b>TOTAL</b>	<b>9320</b>	<b>7581</b>	<b>3882</b>	<b>2000</b>	<b>1699</b>	<b>1739</b>

Source: Dapodik (Ministry of Education and Culture), 2024

**Table 4.**

*Number of Senior High School/Vocational High School/Special Education Teachers in South Kalimantan Based on the South Kalimantan Provincial Simpeg*

District/City	Number of teachers needed	Real	Civil Servant (PNS)	Government Employee with Work Agreement (PPPK)	Teacher Shortage
Banjarmasin	1417	1041	619	422	376
Banjarbaru	629	521	380	141	108
Banjar	1016	632	358	274	384
Barito Kuala	693	442	296	146	251
Tanah Laut	815	537	342	195	278
Tanah Bumbu	914	507	381	126	407
Kotabaru	904	482	362	120	422
Tapin	401	251	163	88	150
Hulu Sungai Selatan	442	334	221	113	108

District/City	Number of teachers needed	Real Civil Servant (PNS)	Government Employee with Work Agreement (PPPK)	Teacher Shortage
Hulu Sungai Tengah	476	364	218	146
Hulu Sungai Utara	430	327	203	124
Balangan	376	262	165	97
Tabalong	807	509	352	157
<b>TOTAL</b>	<b>9320</b>	<b>6209</b>	<b>4060</b>	<b>2149</b>

Source: South Kalimantan Provincial Simpeg, 2024

There is a difference in the recognition of employment status, particularly for educators, where public education institutions acknowledge the existence of honorary teachers in addition to those with civil servant (PNS) and government employee with work agreement (PPPK) status. The appointment of honorary teachers cannot be avoided due to the limited recruitment of CPNS and PPPK, while all regions face a shortage of teachers. To achieve organizational goals, the strategy of the Pontianak City Department of Education and Culture is to require each school to employ honorary teachers funded through BOSDA (Regional School Operational Assistance) (Bayu, 2021).

**Table 5.**

*Teacher Rotation Trend Data of Senior High Schools/Vocational High Schools/Special Education in South Kalimantan*

District/City	Outgoing (Origin)	Incoming (Destination)	Remarks
Banjarmasin	8	28	More incoming than outgoing
Banjarbaru	5	18	More incoming than outgoing
Banjar	8	10	More incoming than outgoing
Barito Kuala	8	3	More outgoing than incoming
Tanah Laut	11	9	More outgoing than incoming
Tanah Bumbu	13	4	More outgoing than incoming
Kotabaru	16	5	More outgoing than incoming
Tapin	4	0	More outgoing than incoming
Hulu Sungai Selatan	5	6	More incoming than outgoing
Hulu Sungai Tengah	8	12	More incoming than outgoing
Hulu Sungai Utara	6	4	More outgoing than incoming

<b>District/City</b>	<b>Outgoing (Origin)</b>	<b>Incoming (Destination)</b>	<b>Remarks</b>
Balangan	2	1	More outgoing than incoming
Tabalong	8	2	More outgoing than incoming
<b>TOTAL</b>	<b>102</b>	<b>102</b>	

*Source: Regional Personnel Agency (BKD) of South Kalimantan Province*

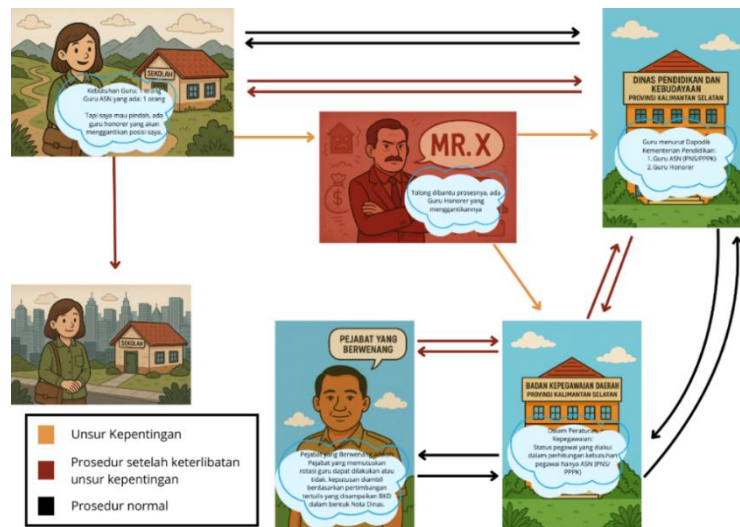
Based on the data, the trend of teacher rotation shows a concentration toward the Metropolitan Urban Area of Banjarmasin, Banjarbaru, Banjar, Barito Kuala, and Tanah Laut hereafter referred to as the Banjarbakula Metropolitan Area, designated as a National Strategic Area (KSN) from the perspective of economic growth. The number of civil servant (PNS) teachers rotating into the Banjarbakula Metropolitan Area is 68 (sixty-eight), which represents 66.67%. Employees placed in remote areas often feel neglected by local governments regarding the fulfillment of their basic rights, such as insufficient supporting facilities, limited career development opportunities, and inadequate incentives, which drive them to request transfers to urban areas perceived to offer better working conditions (Nurani et al., 2013).

Teacher rotation serves as one of the human resource management mechanisms in education aimed at ensuring equitable teacher distribution and enhancing the quality of learning. However, the implementation of teacher rotation in South Kalimantan Province faces multiple challenges, both at the policy and execution levels. Although the Governor of South Kalimantan issued Regulation Number 057 of 2021 as the legal basis for rotation, data indicate a significant increase in rotation requests between 2022 and 2024, with most citing reasons related to domicile, family, or refreshing placements. Nevertheless, not all requests were approved, and there are indications of vested interest interventions in the process, potentially undermining the principles of meritocracy and fairness in teacher distribution.

These imperfections in teacher rotation policy and practice may affect the effectiveness of the education system, the quality of teaching, and fairness in the distribution of educators. Therefore, this study aims to evaluate the policy and implementation of civil servant teacher rotation in South Kalimantan Province, specifically examining whether they align with organizational objectives.

### **Figure 1.**

*Illustration of Research Background*



Source: Researcher (2025)

This study will focus on Senior High School (SMA), Vocational High School (SMK), and Special Education (Diksus) teachers under the South Kalimantan Provincial Government who hold Civil Servant (PNS) status, since by regulation, only Civil Servants are eligible to rotate from one school to another. The purpose of this research is to examine how the policy of Civil Servant teacher rotation is managed in South Kalimantan Province and to identify the challenges faced in implementing the Civil Servant teacher rotation policy in the province.

## 2. Methods

This study focuses on Civil Servant (PNS) teachers at SMA, SMK, and Special Education schools in South Kalimantan Province, as only PNS are legally eligible for school-to-school rotation. The research aims to examine how the rotation policy is managed and what challenges arise in its implementation. Theoretically, policy evaluation is an essential tool for good governance. In the context of teacher rotation, evaluation goes beyond formal objectives, addressing issues such as equitable teacher distribution and improved education quality. Stufflebeam's CIPP model (Context, Input, Process, Product) provides a comprehensive framework to assess all policy stages.

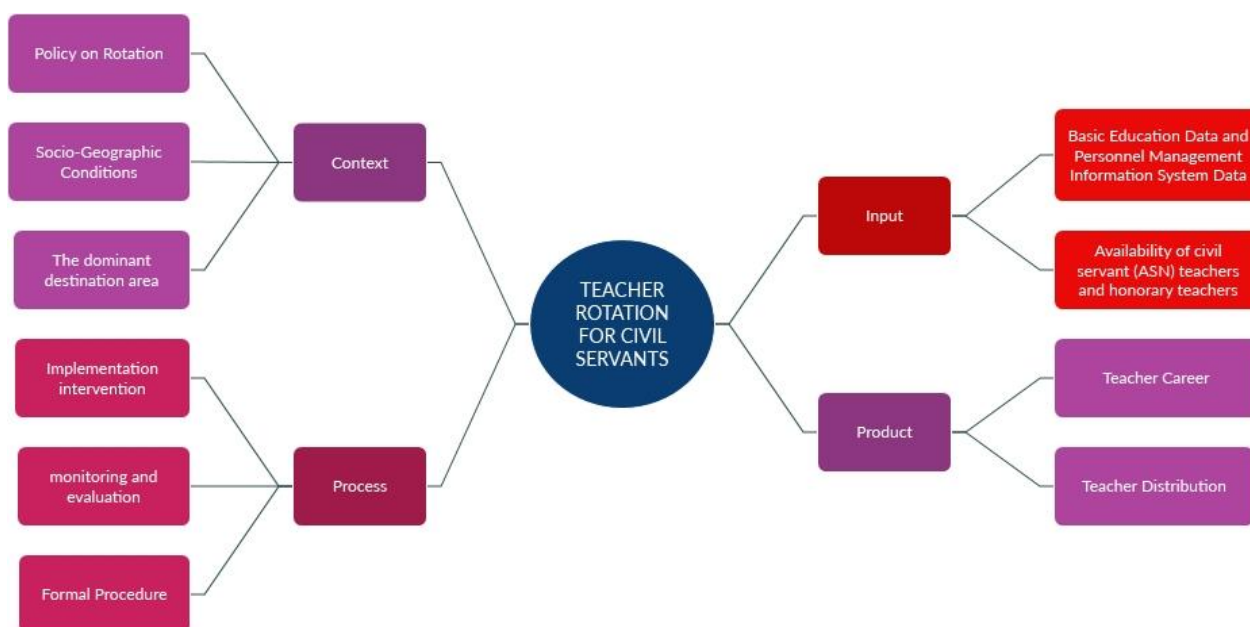
From a human resource management perspective, teacher rotation is seen as a strategy to ensure equity, enrich teacher experience, and enhance professionalism. Prior studies (Becker, Hasibuan, Lestari, Nasir et al., Wu) highlight that challenges include personal or family-driven motives, weak incentives for remote placements, unclear procedures, limited budgets, and teacher resistance to 3T (disadvantaged, frontier, outermost) areas. These findings suggest that teacher rotation requires not only firm regulations but also adequate incentives, transparency, and accountability.



Subsequently, based on the Word Cloud and Tree Map, the researcher conducted coding and visualized the results in the form of a Research Findings Mind Map. A mind map is an effective way to map ideas, relationships between categories, or preliminary findings from qualitative research data. The results of coding in the form of a mind map in this study are as follows:

**Figure 4.**

*Research Findings Mind Map*



Source: NVivo15

The results of the study show that the rotation of Civil Servant (PNS) teachers in South Kalimantan Province can be categorized into four main thematic elements with several supporting sub-themes. The Context theme highlights policies on rotation, dominant destination areas, and socio-geographic conditions. The Input theme focuses on Dapodik and Simpeg data as well as the availability of both civil servant and honorary teachers. The Process theme addresses issues such as implementation interventions, formal procedures, and monitoring and evaluation mechanisms. Finally, the Product theme emphasizes teacher career development and equitable distribution of teachers. From the coding and analysis of interview transcripts with 10 informants, it was concluded that the policy and implementation of teacher rotation in South Kalimantan can be comprehensively evaluated through the CIPP model (Context, Input, Process, Product). To enhance clarity and visualization of these findings, the researcher utilized the NVivo 15 application, presenting the results in the form of a Project Map.

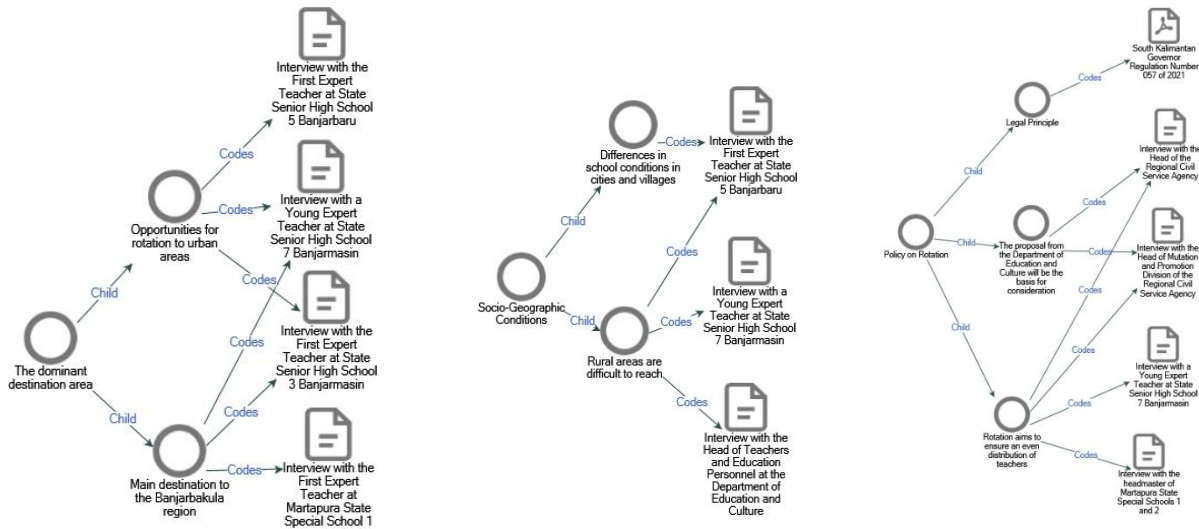
### Context

The implementation of civil servant (PNS) teacher rotation in South Kalimantan Province represents a strategic effort by the local government to address the issue of unequal distribution of

educators across educational institutions. While administrative data from systems such as Dapodik indicate an adequate number of teachers, field findings obtained through interviews with various stakeholders reveal imbalances in distribution. Several schools, particularly those located in peripheral and remote areas, face teacher shortages, whereas schools in urban areas tend to have an excess of educators.

**Figure 5.**

*Project Map – Context*



Source: NVivo15

This rotation policy is supported by a clear legal foundation, namely Governor Regulation Number 057 of 2021. Its implementation also refers to recommendations from the Department of Education, which serve as a basis for consideration by the Regional Personnel Agency (BKD). The main objective of rotation is to ensure teacher distribution, not only in terms of quantity but also in the quality of educational services received by students across the province. Socio-geographic conditions play a crucial role in shaping this policy. The stark differences between schools in urban and rural areas, as well as the presence of remote regions that are difficult to reach, influence the need for a more equitable teacher distribution. Teachers assigned to remote areas often face challenges such as limited access, inadequate facilities, and unsupportive working environments, whereas urban schools are equipped with far more complete resources.

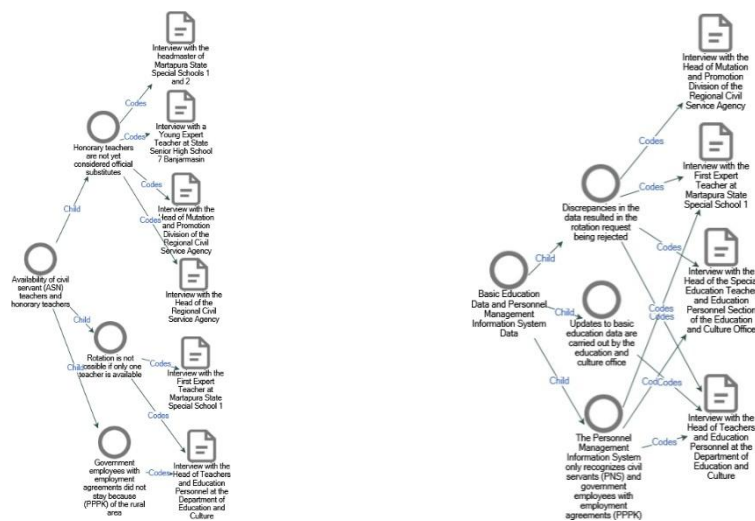
Interestingly, in practice, there is a dominant tendency for rotations to be directed toward urban areas, particularly Banjarbakula. This indicates that aside from the consideration of equity, preferences for more strategic regions with better access also influence the rotation process. Urban rotations appear to be more appealing to teachers, which presents a challenge for ensuring fairness in educator distribution. Overall, field research findings show that the implementation of teacher rotation in South Kalimantan Province is a form of policy intervention designed to respond to real

needs in the field. However, its implementation still encounters obstacles, particularly regarding technical regulations and human resource management. Therefore, continuous evaluation is necessary to ensure that the rotation policy truly promotes equitable teacher distribution and enhances the quality of education throughout the province.

### Input

The input stage in the implementation of civil servant teacher rotation in South Kalimantan Province emphasizes the importance of compliance with administrative requirements formally established by the local government. Each rotation request must be accompanied by supporting documents, such as a personal application letter, proof of workload, and a recommendation letter from the school principal. These requirements aim to maintain administrative order, ensure process accountability, and guarantee that rotations are carried out based on rational considerations rather than solely on personal preferences.

**Figure 6.**  
*Project Map – Input*



Source: NVivo15

Field findings reveal issues related to the data system. Differences between Dapodik and the South Kalimantan Provincial Simpeg have become a critical concern in the input stage. In several cases, these discrepancies resulted in the rejection of rotation requests because teacher data were not synchronized across systems. For example, Simpeg only covers PNS and PPPK teachers, while Dapodik updates are managed by the local Education Office. This indicates a fragmented database that is not yet fully integrated, complicating the verification and validation of actual teacher needs in the field. The situation becomes even more complex when linked to the limited availability of ASN teachers. In many schools, particularly those in peripheral areas, the number of ASN teachers is very low, and in some cases, only one ASN teacher is available, making rotation impossible. On

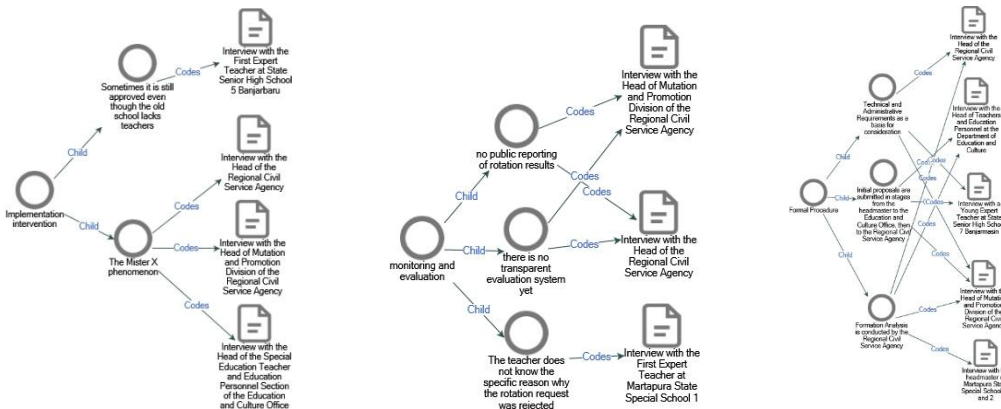
the other hand, honorary teachers, despite playing a strategic role in filling the shortage of PNS teachers, are not structurally accommodated in the formal rotation system. Their unrecognized status as official replacements places them in a vulnerable position, even though they make significant contributions to sustaining the learning process. PPPK teachers also face challenges in remaining in remote areas. Based on interview results, many PPPK teachers do not stay long in their assigned locations due to limited facilities and access, directly affecting the continuity of educational services.

The research findings at the input stage of teacher rotation in South Kalimantan Province highlight a complex dynamic. On one hand, there is a regulatory framework that formally and administratively governs the process. On the other hand, the policy encounters various technical and social challenges, ranging from inconsistent inter-system data, limited ASN teacher availability, to the exclusion of honorary teachers from the rotation system. Policy refinement is needed, not only administratively based but also sensitive to social realities and the actual needs at the school level.

### Process

At the process stage, the implementation of civil servant teacher rotation in South Kalimantan Province is carried out through formal procedures consisting of several technical and administrative steps.

**Figure 7.**  
*Project Map – Process*



Source: NVivo15

Based on interview results, rotation proposals begin with the school principal, who forwards them to the Education Office before they are processed by the Regional Civil Service Agency (BKD). The BKD then conducts a formation analysis based on the needs of educational institutions, taking into account the completeness of administrative documents and other technical considerations. This procedure is intended to ensure that rotations are carried out objectively, based

on actual needs, and without disrupting the stability of educational services at either the origin or destination schools. In practice, however, this stage is not free from dynamics and non-technical interventions. One notable phenomenon is the involvement of informal actors, commonly referred to as "bawaan Mister X," where external influence can accelerate or simplify the rotation process without going through a selective and transparent mechanism. There are also cases in which rotations were approved even though the originating school was experiencing a shortage of teachers, indicating leniency in applying the principle of formation as a basis for consideration.

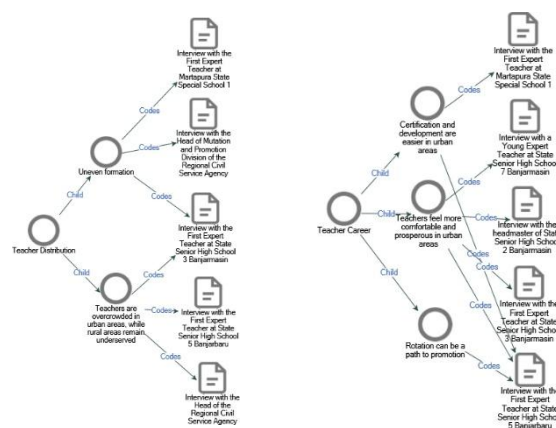
The monitoring and evaluation stage of rotation implementation also reveals several weaknesses. Field findings show that no transparent and well-documented evaluation system is yet available. Rotation outcomes are not reported openly, and teachers often do not know the exact reasons for the rejection of their rotation requests. This reflects weak accountability mechanisms and systemic policy reflection, as well as generating dissatisfaction among teachers who feel that the decision-making process is neither transparent nor participatory. From the findings at the process stage, overall, the implementation of civil servant teacher rotation policies in South Kalimantan Province has a fairly structured procedural framework. However, field implementation is still marked by informal practices, weak oversight, and a lack of transparency in monitoring and evaluation. Therefore, it is necessary to strengthen the supervision system, develop clear evaluative indicators, and reformulate procedures so that the rotation process aligns with the principles of meritocracy and public accountability.

## Product

The product stage in the CIPP evaluation model focuses on the tangible outcomes of the teacher rotation policy, both direct and indirect. In this context, the results of teacher rotation policies in South Kalimantan reveal several important findings that reflect the effectiveness, efficiency, and long-term impact of the policy.

**Figure 8.**

*Project Map – Product*



*Source: NVivo15*

First, teacher rotation has not yet optimally addressed the issue of unequal distribution of educators. Based on field findings coded in the node “*Teacher Distribution*”, teacher placement tends to be uneven, with teachers concentrated in urban areas. Civil Servant (ASN) teachers prefer to serve in cities because they feel more comfortable, public facilities are more accessible, and career development opportunities such as certification and promotion are easier to obtain. This is reinforced by informants’ narratives stating that remote areas still experience teacher shortages despite the rotation policy. The findings also show that the impact of the rotation policy on improving the quality of education services remains insignificant. In some cases, rotations were approved even though the originating school was already facing a shortage of teachers. This indicates that decision-making was not always based on the actual needs of educational institutions but was also influenced by other factors such as social considerations, informal pressures (e.g., the “*Mr. X’s recommendation*” phenomenon), or the lack of transparency in the evaluation system and reporting of rotation outcomes.

Second, in terms of teacher career development, rotation actually has the potential to serve as a strategic pathway for career promotion. This was captured in the “*Teacher Career*” theme, which shows that some teachers view rotation as an opportunity to advance their position or broaden their professional experience. However, since rotation is more often driven by personal initiatives rather than organizational needs, this potential has not been fully and systematically utilized. Moreover, teachers in urban areas generally have better access to certification and professional development programs, further reinforcing the inequality between urban and rural regions. The rotation policy for Civil Servant teachers in South Kalimantan at the *Product* stage in practice demonstrates outcomes that are not fully aligned with the objectives of equitable distribution and quality improvement in education. Field realities show that this policy still faces structural and cultural challenges that hinder the achievement of optimal outputs. Therefore, there is a need for policy reformulation that emphasizes fairness in teacher distribution, incentives for placements in remote areas, and the use of rotation as part of a career development strategy based on merit and the actual needs of educational institutions.

### **Challenges in the Implementation of Civil Servant Teacher Rotation Policy**

The implementation of the Civil Servant (PNS) teacher rotation policy in South Kalimantan Province faces various challenges that hinder the achievement of its main goals: equitable teacher distribution and improved quality of educational services. Based on interviews with informants from the Regional Civil Service Agency (BKD), the Education Office, school principals, and teachers involved in the rotation process, five main challenges were identified, both structural and technical in nature:

#### **1. Data Discrepancy Between Dapodik and Simpeg**

The first challenge is the inconsistency between Dapodik data managed by the Education Office and Simpeg data managed by BKD. Dapodik records all teachers, including honorary teachers, while Simpeg only records ASN and PPPK teachers. This discrepancy creates confusion in determining actual teacher formations in schools, resulting in rejected

rotation requests because there was deemed to be no legitimate replacement, even though schools claimed to have honorary teachers as backups.

2. **Limited Availability of Replacement Teachers**

Many schools, especially in remote and rural areas, only have one ASN teacher for certain subjects. In such conditions, even when these teachers have strong reasons to apply for rotation, their requests are often rejected due to the absence of suitable replacements. Proposals to use honorary teachers as replacements have not yet been fully accepted by BKD since they are not structurally recognized within the civil service system. This highlights the lack of mechanisms to support flexibility in teacher replacement at schools with limited teaching staff.

3. **External Interests and Intervention**

There are strong indications of external intervention in the decision-making process, referred to by informants as “*Mr. X’s recommendation.*” Teachers with access to or support from certain parties are more likely to receive rotation approval, even when they do not meet the technical or formation requirements. This creates injustice within the rotation system and potentially undermines the principle of meritocracy in civil servant management.

4. **Suboptimal Monitoring and Evaluation**

There is no comprehensive evaluation system for rotation implementation, either regarding the effectiveness of teacher distribution or its impact on origin and destination schools. Teachers whose applications are rejected do not receive clear feedback, and schools are not provided with official reports outlining the technical or policy reasons. This lack of transparency generates negative perceptions toward the institutions managing the rotation and reduces public trust in the process.

5. **Rotation Applications Dominated by Personal Motives**

Most rotation requests are submitted for personal reasons, such as residence location, access to healthcare, or family conditions. While these reasons are legitimate from a humanitarian perspective, the dominance of personal motives in rotation applications causes policy direction to deviate from organizational objectives. This reinforces the tendency for teachers to concentrate in urban areas and exacerbates the inequality in teacher distribution in remote regions.

## 4. Conclusion

This study evaluates the implementation of the Civil Servant (PNS) teacher rotation policy in South Kalimantan Province using the CIPP (Context, Input, Process, Product) approach. From the context aspect, the rotation policy was designed to address disparities in teacher distribution and improve the quality of education, but it has not yet been fully responsive to geographical challenges and the dynamic needs of schools. In terms of input, obstacles remain, including inconsistencies in personnel data, limited availability of replacement teachers, and the unaccommodated structural role of honorary teachers. From the process perspective, policy

implementation is often influenced by external interventions and weakened by the lack of a robust monitoring and evaluation system, resulting in suboptimal transparency and accountability. As for the product, the goals of equitable teacher distribution and equal access to education services have not been achieved evenly, since rotation requests are still dominated by personal reasons and teacher concentration remains in urban areas. Overall, the implementation of the Civil Servant teacher rotation policy requires strengthening at each stage of the CIPP model to support fairness in distribution and educational quality across the province. Furthermore, improvements in governance and the enforcement of meritocracy principles are needed to ensure that the rotation policy can truly address the challenge of teacher distribution equity in the region.

The evaluation of the teacher rotation policy implementation in South Kalimantan identifies several fundamental barriers that affect its effectiveness. The main challenges include the lack of integration between Dapodik and Simpeg personnel data, which complicates the accurate determination of teacher formations. In addition, the limited availability of replacement teachers, particularly in remote areas, often hinders the approval of rotation requests. The decision-making process also remains vulnerable to external interventions, while systematic monitoring and evaluation of the rotation implementation are minimal. On the other hand, the dominance of personal motives in rotation applications shifts the policy orientation from institutional needs to individual interests, thereby risking further widening disparities in teacher distribution across regions.

The local government needs to strengthen the synchronization of personnel data between Dapodik and Simpeg and develop a transparent and accountable teacher rotation management system. This includes recognizing the role of honorary teachers as a temporary solution, ensuring stricter oversight to prevent external intervention, and implementing effective monitoring and evaluation mechanisms. To balance institutional needs and teacher welfare, the rotation policy should prioritize the needs of educational institutions without neglecting humanitarian and teacher well-being aspects. Rotation decision-making should be based on the actual needs of schools, while still proportionally considering teachers' personal reasons to support equitable teacher distribution and the improvement of education quality.

## 5. Acknowledgments

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