UNESCO Regional Meeting:
Asia Pacific Regional Review of the Status and Rights of Teachers

The Case of Indonesia

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Some Key Initial Points of Indonesia’s System

• Over 3 million teachers
• Decentralized education system (2001)
• Laws → regulations → ministerial decrees → local government regulations
• Major teacher reform over the past decade
• The Teacher Law (2005) is the foundation for the reform, including the rights of teachers
• Many types of teachers (civil servant, school-hired, contract, private)

...and the system doesn’t cover them equally
• 65% of teachers are civil servants
• 22% of teachers are school-hired in public schools
• 11% of teachers are in private schools

Source: 2012 NUPTK Teacher database
Research Framework

• Analysis of laws and regulations to establish a foundation
• Review reports and other documents from various sources
• Collection and analysis of data on teachers
• Interviews and discussions with key stakeholders to:
  – Understand how policy compares to actual practice
  – Understand driving factors, gaps, directions
  – Confirm whether own understanding is correct
• Analysis by key dimension of teacher type: civil servant vs. public school-hired vs. private teacher type
• Consider how the policies are written vs. put into practice
Overview of Teacher Reform

• The 2005 Teacher Law was designed to “re-professionalize” teaching in Indonesia by defining:
  – the competencies required of teachers
    • social
    • personal
    • pedagogic
    • professional
  – their incorporation into national teacher standards
  – the role of various ministry units in support of teachers to reach these standards
  – the teacher certification process and the qualifications required to gain such certification
  – the conditions under which teachers could receive special and professional allowances and continuous professional development
Overview of Teacher Reform

This “re-professionalization” was to be done by:

- mandating a **minimum level** of pre-service education (S1 – equivalent to **a four-year degree**)
- **certifying teachers** (for life, but this may change)
- **an assessment of professional competencies** based on both subject knowledge and pedagogical skills
- providing **a professional allowance** to certified teachers, doubling their income
- mandating a **24-period (18-hour) work week** to gain and maintain certification
- improving processes of **induction, probation, assessment, and continuous professional assessment and development**
Rights as Specified in the Teacher Law

- In carrying out professional tasks, teachers shall have the right to:
  - Receive incomes above the minimum subsistence level and social security benefits;
  - Gain promotions and receive rewards in accordance with their tasks and performance;
  - Receive legal protection in carrying out their tasks and exercising their intellectual property rights;
  - Have opportunities to improve their competencies;
  - Receive and use learning facilities and infrastructure to support their professional tasks;
  - Have the freedom to give scores and take part in deciding graduation, rewards, and/or sanctions on students in accordance with educational rules, the teaching code of ethics and legislation;
  - Get a feeling of safety and security in carrying out their tasks;
  - Have freedom of union in their professional organizations;
  - Have opportunities to take part in deciding educational policies;
  - Have opportunities to develop and improve quality and skills; and/or
  - Receive training and professional development in their fields.
Protection of Teachers

• The Government, local governments, educational organizations, educational units, and/or professional organizations shall provide protection for teachers in carrying out their tasks.

• The protection includes legal protection, professional protection, and on-the-job safety and health protection.
  – The **legal protection** is protection against violent acts, threats, discriminatory practices, intimidation, or unfair treatment by students, students’ parents, the community, bureaucracy, or others.
  – The **professional protection** is protection against employment termination contravening legislation, improper pay, limitation to freedom of expression, animosity toward the teaching profession and other limitations/restrictions that may inhibit teachers’ tasks.
  – The **on-the-job safety** and **health protection** includes protection against the risks of on-the-job safety problems, occupational accidents, on-the-job fire, natural disasters, working environment health, and/or other risks.

Source: Teacher Law (2005)
Qualifications and Requirements

- The 2005 teacher law made it a requirement for teachers to hold a 4-year degree.
- Additional post-graduate course (1 year for secondary and 6 months for primary) focused on pedagogy and practical applications.
- All teachers are to be certified (by 2015).
- Induction period of one year intended to provide in-school professional training and supervision.
- Teachers are to only teach the subject in which they are certified and only teach one subject.

Source: Teacher Law (2005)
Standards and Competencies

- 4 key competency areas for teachers:
  - **Professional** (both subject knowledge and professional development & activities)
  - **Pedagogic** (including background knowledge & knowledge of students as well as planning, implementing & evaluating teaching)
  - **Personal** (including work ethic, pride in profession and sense of responsibility)
  - **Social** (both attitude, e.g. non-discriminative and actions, e.g. contact with and contribution to school, parents and the wider community)
Teacher Salaries and Allowances

- The income above the minimum subsistence level as referred to in Section 14, subsection (1), item a, involves basic salary, inherent allowances, and other incomes in the forms of functional allowances, professional allowances, and special allowances, and fringe benefits related to their tasks as teachers determined under the principles of performance-based rewards.

- The functional allowances as referred to in subsection (1), for teachers appointed by a community-run educational unit, shall be given in the form of subsidies by the Government in accordance with the legislation.

- Teachers appointed by the Government or local governments for special areas shall deserve official houses provided by the local governments in accordance with their jurisdiction.

- Salaries of teachers appointed by a community-run educational unit shall be given on the basis of an employment agreement and/or contract.

- The Government shall provide professional allowances for teachers holding an educator certificate who are appointed by the Government, local governments as well as the community.

- The professional allowances as referred to in subsection (1) are equivalent to 1 (one) time the basic salary of teachers appointed by the Government or local governments with the same level, service period, and qualifications.

- The fringe benefits as referred to in Section 15, subsection (1) are additional welfare benefits obtained in the forms of educational benefits, educational insurance, scholarship, and rewards for teachers, facilities for teachers’ children to receive education, health services, or other welfare benefits.

Source: Teacher Law (2005)
Doubling of Salary has Had a Major Impact

- Teachers who obtain certification receive a doubling of salary
- This has:
  - Made teacher salaries competitive with similar occupations requiring a 4-year degree
  - The number of high school graduates choosing teaching has exploded (too much!)
  - There is evidence that better candidates are choosing teaching
Teachers now receive competitive salaries

Graphs by year

Source: Chen, D (2009) The Economics of Teacher Supply in Indonesia
Enrollment into Education Programs Increased Dramatically

Major concerns:
- there are about 250,000 graduates each year for only 40,000 positions
- Institutions offering degrees has proliferated, with many offering low quality
Improved Quality of Candidates Choosing Teaching

Source: Scores of students studying to become primary school teachers from Ministry of National Education 2009. Scores of the total population of senior secondary graduates based on population-level data (school-level) published yearly by the Center for Educational Assessment, Research and Development Board, Indonesian Ministry of Education and Culture.
Challenges in Employment and Deployment

- Disconnect with hiring done at the district level, but salary paid at the central level
- Capacity of districts to manage teachers is generally low, which adversely impacts teachers
- The amount of support teachers receive (professional development, etc.) varies widely from district to district
Student Teacher Ratios are low, but class sizes still large

Low STRs, but class sizes still typically over 30 students

Source: Statistik Pendidikan, Ministry of Education and Culture
Uneven Distribution of Teachers
Workload in 2006 (as a basis for the 24 hour rule)

Classroom Hours Assigned to Teachers by Education Level

- **All Teachers**
  - 1-12 periods: 29%
  - 13-23 periods: 28%
  - 24 periods: 6%
  - 25-36 periods: 30%
  - >36 periods: 8%

- **Primary**
  - 1-12 periods: 11%
  - 13-23 periods: 18%
  - 24 periods: 6%
  - 25-36 periods: 51%
  - >36 periods: 13%

- **Junior Secondary**
  - 1-12 periods: 40%
  - 13-23 periods: 41%
  - 24 periods: 8%
  - 25-36 periods: 9%

- **Senior Secondary**
  - 1-12 periods: 43%
  - 13-23 periods: 38%
  - 24 periods: 5%
  - 25-36 periods: 11%
  - >36 periods: 2%

Source: NUPTK teacher database, 2006
Challenges of implementing the 24 hour rule

• In order to ensure teachers receiving the professional allowance (doubling of salary) were working full-time, a rule was put in place that teachers must have 24 periods
• Easy for some teachers, but extremely difficult for others
  – Teachers of subjects with few hours in the curriculum needed to teach in multiple schools
  – Teachers in overstaffed schools could not meet the requirements
• There is now pressure to soften or eliminate the rule
Rights of Teachers Assigned to Special Areas

• Teachers assigned to special areas shall have rights that involve routine automatic promotions, 1 (one) special promotion, and protection.

• Teachers appointed by the Government or local governments shall sign a statement on readiness for assignment in special areas for a minimum of 2 (two) years.

• Teachers appointed by the Government or local governments having served in special areas for 2 (two) years or more shall have the right to transfer once their substitute is available.

Source: Teacher Law (2005)
In-service training/professional development

• In-service training and professional development was centralized until 2001, but now responsibility of districts

• Unfortunately districts do not have the capacity (or will?) to provide in-service opportunities

• What in-service training is offered is typically of very low quality and not targeted well to teachers’ needs

• The Teacher Professional Management System now requires teachers to have certain in-service training for career progression and promotion
Professional and feedback support

• Indonesia’s new Teacher Professional Management System (2014) completely reshapes:
  – Professional feedback and support
  – Career progression and promotion
  – Performance evaluation and incentive
  – Continuous professional development requirements
MOEC’s Teacher Professional Management System

What a teacher does
*Feedback based on observation*

Performance Appraisal

What a teacher knows
*Identification of knowledge areas for improvement*

Competency Test

Tools for Improvement
*Tailored plan based on identified needs*

Continuous Professional Development
How the TPMS System Functions

- Teachers are appraised by principals and expert teachers
- Teachers take a competency test at each level of advancement
- The competency test and appraisal are used to determine areas for improvement and as input for the development of a CPD plan for the teacher
- Teachers receive credit points from the appraisal, competency test and CPD that are used to determine career progression and promotion
Civil Service Contract Teachers (P3K)

New situation:
• Civil Service Reform in 2014 defined a new type of civil servant hire (P3K)
• P3K will be employed under individual contracts (agreements) which is a civil law instrument and not a public law instrument and which is normally guided by the general Labor Code (like in UK and Germany).
• P3K are, however, going to be subjects to ASN for employment conditions and contract terms and contracts are to be for minimum 1 year with possible extension.
• Indonesian labor code (39/2004) recognizes only two kinds of employment:
  – Definite term employee (Pekerja Waktu Tertentu) for temporary or seasonal employment and
  – Indefinite Term Employee (Pekerja Waktu Tidak Tertentu) for all other kinds of employment.
Main Conclusions & Recommendations

• Many of the benefits (e.g. certification and doubling of salary) and system processes (e.g. Teacher Professional Management System) do not apply to school-hired teachers in public schools. This leaves nearly a quarter of all teachers unsupported.

  The systems and processes should be modified to be more inclusive of school-hired teachers.

• How the Teacher Professional Management System is implemented will be critical for shaping the teaching profession

  Strong investment in training, implementation to ensure the TPMS system functions properly and benefits teachers

• The new type of civil servant teacher (P3K), which operates on contract, could potentially reshape the profession and impact on the rights and status of teachers

  Careful planning and understanding of implications of this new type of teacher, ensuring it is used effectively and does not adversely impact the rights of teachers

• Management of the teachers is mainly at the district level, but low capacity means that teachers are not receiving proper support

  Capacity development and policies to ensure district governments provide sufficient support to teachers
Pre-Service Training

• “The teacher education curriculum in teacher training education institutions shall develop the necessary competencies to support international-level education and local-excellence-based education.” (Teacher Law, 2005)

• Courses should be accredited by Indonesia’s accreditation body

• For new courses to be accredited, universities need to be able to provide evidence of:
  – new student-centered and interactive teaching methodologies
  – international best practice in teacher internship and practicum
  – actual school teaching experience by their lecturers
  – willingness and ability to recognize the prior learning of teachers upgrading their qualifications
  – and highly skilled lecturing staff to work with teachers, schools, and district staff in the assessment of teachers and the conduct of training activities within schools

• BUT the reality is that there are over 250 institutes and many offer low quality programs
With the vision, the missions of teachers as professionals are:

- to improve the dignity of teachers and lecturers;
- to guarantee rights and obligations of teachers and lecturers;
- to improve competencies of teachers and lecturers;
- to promote the teaching and lecturing professions and careers;
- to improve the quality of learning;
- to improve the quality of national education;
- to redress the imbalance in the availability of teachers and lecturers among regions in terms of quantity, quality, competencies, and academic qualifications;
- to redress the imbalance in education quality among regions; and
- to improve the quality of educational services.

Source: Teacher Law (2005)
Dishonorable Termination

- Teachers may be terminated dishonorably from their assignment for one of the following reasons:
  - violation of the oath and pledge of office;
  - violation of employment agreements and/or contracts;
  - neglect of duty for 1 (one) month or more continuously.

Source: Teacher Law (2005)
Roles by Level of Government on Appointment

- The **Government** shall satisfy the needs for teachers in terms of quantity, academic qualifications and competencies to ensure sustainable formal early childhood education, primary education and secondary education organized by the Government.
- The **provincial governments** shall satisfy the needs for teachers in terms of quantity, academic qualifications and competencies to ensure sustainable secondary education and special education in accordance with their jurisdiction.
- The **district** governments shall satisfy the needs for teachers in terms of quantity, academic qualifications and competencies to ensure sustainable formal primary education and early childhood education in accordance with their jurisdiction.
- Primary and secondary education, and early childhood education organizations or units run by the community shall meet the needs for permanent teachers in terms of quantity, academic qualifications and competencies to ensure the sustainability of the formal education.

Source: Teacher Law (2005)
• In exercising their profession, teachers are obligated to:
  – plan and implement learning processes and assess and evaluate the learning results;
  – continuously enhance and develop professional skills in line with scientific, technological and artistic advances;
  – act in an objective and nondiscriminatory way regardless of sex, religion, ethnic group, race, physical condition or family background or socioeconomic status of students;
  – comply to the legislation, laws, and teaching code of ethics, as well as religious and ethical values;
  – maintain and foster the sense of national unity and integrity.

Source: Teacher Law (2005)