Supporting Teacher Accountability through Supervision and Evaluation in Indonesia

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Introduction

Effective management of the teaching force is of crucial importance to the development of a national education system in Indonesia. It is, in particular, vital for producing a competent, motivated, high-quality teaching service. The morale and commitment of Indonesian teachers are significantly influenced by the ways in which recruitment, initial training, posting, in-service training, transfer, promotion, appraisal, and professional and administrative supervision systems are managed.

Effective teacher management is also critical from a financial perspective. Expenditures on teachers’ salaries and other expenditures related to the management and development of the teaching force typically account for the most significant proportion of an education budget. Thus, inefficient teacher management and deployment can severely strain an education budget, making it extremely difficult to devote funding to other aspects of the system.

Teacher accountability becomes the critical issue in assuring that the Teacher Law implies for the better quality learning in Indonesia taking into consideration of the huge amount of budget allocated to expenditure on teachers’ salaries and other related expenditures. Just like a doctor should be accountable for his patients, a teacher is responsible for the well-being of the whole child. Because of this, there should be a wide range of evaluative criteria used to give a teacher a formal review at the end of the year. What has the child accomplished in this classroom? Is there a portfolio of his or her work? How far has he or she come in speaking, listening, reading and writing? What mathematics skills is he or she coming away with? And, perhaps most important of all, does the child leave that class more than ready for the next grade on a social as well as an academic level?

In American education context, President Obama put the nation’s teachers on notice that their performance will be tracked and good teachers will be rewarded, while bad teachers will be tossed out of the classroom. Mr. Obama said it’s time to put more money, better tracking of teachers’ performance, higher standards and real accountability behind the law. It is quote his statements as follows:

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“Let me be clear: If a teacher is given a chance, or three chances, but still does not improve, there is no excuse for that person to continue teaching.”

“I reject a system that rewards failure and protects a person from its consequences.”

“The bottom line is that no government policies will make any difference unless we also hold ourselves more accountable as parents, because government, no matter how wise or efficient, cannot turn off the TV or put away the video games. Teachers, no matter how dedicated or effective, cannot make sure your children leave for school on time and do their homework when they get back at night,”.

This paper will discuss teacher accountability in Indonesia context through supervision and evaluation. The first part of the paper will highlight the overview of Government of Indonesia Policy and Programs in Teacher Education. The second part will analyze the implications of the Teacher Law which was enacted in 2005 to the quality learning by focusing of the attitudes of teachers and its impact in classroom as well as the initiatives taken by the Government of Indonesia to make sure that teachers are accountable for the incentives received as the consequences of Teacher Law being implemented.

**Overview of Government of Indonesia Policy and Programs in Teacher Education**

The Teacher Law was enacted in 2005 (Kementerian Pendidikan Nasional, 2005) by the Government of Indonesia (GOI). This Law aims at providing a much-needed incentive for teachers to improve their qualifications and professional skills. With this Law, teachers are required to meet two conditions. First, all teachers are required to have a minimum qualification of at least four years of post-secondary education or a S1 degree (equivalent to a bachelor’s degree). Second, having achieved the academic qualification, in-service teachers must pass a portfolio test. Pre-service teachers have to take one or two semesters of professional training and pass a certification exam. Certified teachers receive a professional allowance that doubles their salary, and certified teachers who are assigned to remote areas receive a special allowance which is also equal to their base salary. Indeed, the Teacher Law is an effort to upgrade the quality of Indonesian teachers and provides a type of quality control for students about to become practicing teachers (pre-service training) or for upgrading (in-service training) under-qualified teachers. Currently, about 70 percent of Indonesian teachers are not qualified at the S1 level.

As it does in most countries, Indonesia manages training for teacher through both pre-service and in-service activities. Pre-service takes place mainly through two major options. The first one is attendance at teacher training colleges (TTC). Indonesia has 268 of

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4 Source: *Teacher Education and Professional Development in Indonesia: A Gap Analysis*. Prepared by: David Evans; Sean Tate, Ph.D.; Richard Navarro, Ph.D.; and Martina Nicolls, Ph.D. (This report was produced for USAID/Indonesia under Task Order 26 of the Global Evaluation and Monitoring (GEM II) BPA, EDH-E-25-08-00003-00. It was prepared by the Aguirre Division of JBS International, Inc.)

these colleges that offer the S1 degree. Twenty-three TTCs offer distance education under the multi-mode system. Indonesia has at least one public training college in each province that offers a diploma (D1 or D2), and S1 degree to teachers. Universities, the second option, also participate in teacher preparation through their education departments and the degree attained by students is also an S1 degree. This degree satisfies one of the prerequisites for teacher certification and the larger salary under the Teacher Law of 2005. All higher education institutions (HEI) that produce teachers are collectively called Lembaga Pendidikan Tenaga Kependidikan (LPTK).

The delivery of in-service teacher training is overseen by two important offices that support teachers, the LPMP4 (Education Quality Assurance Councils) and the P4TKs (Centers for Teacher and Education Personnel Development and Empowerment). Thirty LPMPs, one in each of 30 provinces, are responsible for provincial in-service teacher training. There are twelve P4TKs, located mainly on Java, with each one a national office of specialized subject matter expertise where selected teachers (master/key trainers) are trained to disseminate content to other teachers in their provinces or districts. The missing ingredient appears to be an energetic and reliable training program for active learning pedagogy.

The Kelompok Kerja Guru (KKG) and the Musyawarah Guru Mata Pelajaran (MGMP) are teacher professional development networks that exist at local levels to assist teachers with pedagogy. Also known as clusters or gugus, these networks have been delivering teacher improvements for the last 30 years. They are supported by the P4TKs and LPMPs. The KKG works with primary school teachers, while the MGMP serves units of single subject area teachers at the junior secondary and secondary schools. Though they are potentially major forces for teaching reform, in reality they seem to be limited more to sharing of lesson plans for various topics.

**Teacher Accountability in Indonesia**

As mentioned earlier, the Teacher Law of 2005 shows the commitment of the GOI to the improvement of teacher competency including providing the funding needed to implement the law. As stated in the Teacher Law of 2005, enhancing teacher competence is central to improvements in the quality of teaching and learning. The Law also links qualifications to salary increases. Its intent is to support the professionalization of teaching by enhancing teacher knowledge, qualifications to teach, and providing sufficient salaries so that teachers can concentrate and teach well without having to look for other side jobs. In other words, the implementation of the Teacher Law not only raises teacher competencies, but also improves their welfare.

The question is, whether the government policies and the Teacher Law bring significant changes to teachers’ ability to teach and whether with certificates and undergraduate qualification, teaching skills will improve and teachers could better understand the materials that they teach? The Ministry of Education and Culture (MOEC) has taken the initiative by conducting the so-called “Uji Kompetensi Guru (UKG)” or Teachers Competency Test to those certified teachers (Pusat Informasi dan Hubungan...
Masyarakat (PIH), Kementerian Pendidikan dan Kebudayaan, 2013). This test of UKG is meant for the supervision and development of teacher professional through the basic competency measurement in subject matter and pedagogic competency. To be certified, teachers are tested on four competencies, namely professional, pedagogic, social and personality. The UKG results indicated that certified teachers are far from being accountable as teachers.

According to a USAID study, twenty-one percent of Indonesian teachers fail to come to class on any given day including those certified teachers (Hajiya Aicha, 2013). Teacher absenteeism in Indonesia is a chronic problem which has spread its poisonous claws across all levels of education, from elementary classrooms to college lecture halls. While boasting one of the lowest student-teacher ratios in the world, many students in Indonesia will often find themselves staring at nothing but an empty blackboard in class. Some teachers are absent due to legitimate reasons, like sickness or family emergency. However others choose not to come to work because they have to “moonlight” in another job to earn extra money or because they know that no one is going to punish them for not showing up.

**Figure 1: Teacher Professional and Accountability Development**

Figure 1 shows the mechanism to assure the accountability of teachers in Indonesia with the regulations being in place and its procedures and actions as well the sanctions.

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This mechanism was introduced by the Ministry of Education and Culture (MOEC) due to the demand of being accountable and transparency issue in the operation of all the ministries under the Government policy.

Conclusion

Supervision and evaluation is used by the Ministry of Education and Culture through such a mechanism to control teacher accountability. This mechanism is supported by related regulations, activities, procedures, actions and clear sanctions to assure that the enactment of Teacher Law will imply better quality learning in classroom. This mechanism actually is commenced recently in 2013 so that it may need few years to see whether the mechanism is effective and efficient. However, with the mechanism in place, it will help helps policy makers, society, parents and teachers themselves to know if teachers are meeting expectations taking into consideration the budget allocated for the incentives given to teachers as the consequence of Teacher Law 2005 is so huge.