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TEACHER EDUCATION AND PROFESSIONAL DEVELOPMENT IN INDONESIA

A GAP ANALYSIS

August 2009

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ACRONYMS

AIBEP	Australian-Indonesian Basic Education Program (AusAID)
AusAID	Australian Agency for International Development
BAPPENAS	<i>Badan Perencanaan dan Pembangunan Nasional</i> (National Planning Agency)
BEP	Basic Education Program (AusAID)
BERMUTU	Better Education through Reformed Management and Universal Teacher Upgrading
BOS	<i>Biaya Operasional Sekolah</i> (School Operational Budget)
BSNP	<i>Badan Standar Nasional Pendidikan</i> (National Education Standards Agency)
CAR	Classroom Action Research
CES	Center for Effective Schools
COP	Chief of Party
CPD	Continuous Professional Development
CRC	Cluster Resource Center
D 1, 2, 3, 4	Diploma 1, 2, 3, 4
DBE	Decentralized Basic Education (USAID)
DG	Directorate General
DGHE	Directorate General of Higher Education
DIKTI	Directorate General of Islamic Higher Education
DITJEN	<i>Direktorat Jenderal</i> (Directorate General)
CTL	Contextual Teaching and Learning
FMIPA	<i>Fakultas Pendidikan Matematika dan Ilmu Pengetahuan Alam</i> (Faculty of Mathematics and Natural Sciences)
GOI	Government of Indonesia
HEI	Higher Education Institution
HYLITE	Hybrid Learning for Indonesian Teachers
IAIN	<i>Institut Agama Islam Negeri</i> (State Institute for Islamic Studies)
ICT	Information and Communication Technologies
IE	Inclusive Education
IMSTEP	Indonesian Mathematics and Science Teacher Education Project (JICA)
JICA	Japanese International Cooperation Agency
LAPIS	Learning Assistance Program for Islamic Schools (AusAID)
LAPIS-PGMI	<i>Pendidikan Guru Madrasah Ibtidayah</i> (Teacher Education for Madrasahs)
KKG	<i>Kelompok Kerja Guru</i> (Primary Teachers' Working Group)
KKKS	<i>Kelompok Kerja Kepala Sekolah</i> (Primary School Principals' Working Group)
KKN	<i>Kuliah Kerja Nyata</i> (Community Service)
KKPS	<i>Kelompok Kerja Pengawas Sekolah</i> (School Working Groups)
LPMP	<i>Lembaga Penjaminan Mutu Pendidikan</i> (Education Quality Assurance Council)
LPTK	<i>Lembaga Pendidikan Tenaga Kependidikan</i> (generic name for Teacher Training Institutes known as Higher Education Institutions)
LS	Lesson Study (a teaching-learning approach used by JICA)
MBE	Managing Basic Education (USAID)
MGMP	<i>Musyawah Guru Mata Pelajaran</i> (Secondary School Subjects Teachers' Working Group)
MKKS	<i>Musyawah Kerja Kepala Sekolah</i> (Secondary School Principals' Working Group)
MKPS	<i>Musyawah Kerja Pengawas Sekolah</i> (Supervisors' Working Group)
MONE	Ministry of National Education
MORA	Ministry of Religious Affairs

P4TK	<i>Pusat Pengembangan dan Pemberdayaan Pendidik dan Tenaga Kependidikan (Center for Teacher and Education Personnel Development and Empowerment)</i>
PAKEM	<i>Pembelajaran Aktif Kreatif Efektif dan Menyenangkan (Active, Creative, Effective and Joyful Learning)</i>
PBSM	<i>Participatory School Based Management</i>
PELITA	<i>Program for Enhancing Quality of Junior Secondary Education (JICA)</i>
PGSD	<i>Pendidikan Guru Sekolah Dasar (Primary School Teacher Education)</i>
PGTK	<i>Pendidikan Guru Taman Kanak-kanak (Pre-school Teacher Education)</i>
PJJ	<i>Pendidikan Jarak Jauh (Distance Education)</i>
PMPTK	<i>Peningkatan Mutu Pendidik dan Tenaga Kependidikan (Quality Improvement of Teacher and Education Personnel)</i>
PPG	<i>Pendidikan Profesi Guru (Professional Teacher Education)</i>
PPKN	<i>Pendidikan Pancasila dan Kewarganegaraan (Civics Education)</i>
PPL	<i>Program Praktek Lapangan (Teaching Practice)</i>
RSBI/SBI	<i>Rintisan Sekolah Berstandar Internasional (School of International Standard)</i>
RPL	<i>Recognition of Prior Learning</i>
S1	<i>Strata 1 (equivalent to a Bachelor's Degree)</i>
S2	<i>Strata 2 (equivalent to a Master's Degree)</i>
S3	<i>Strata 3 (equivalent to Ph.D.)</i>
SEAMOLEC	<i>Southeast Asian Ministers of Education Open Learning Center</i>
SISTTEMS	<i>Strengthening In-Service Teacher Training Education of Mathematics and Science</i>
SISWA	<i>System Improvement through Sector Wide Approaches; a proposed SWAp.</i>
SLB	<i>Sekolah Luar Biasa (Special School)</i>
SMEC	<i>Science and Mathematics Education Center</i>
SOW	<i>Scope of Work</i>
SWAP	<i>Sector Wide Approach</i>
TOT	<i>Training of Trainers</i>
TTC	<i>Teacher Training College</i>
TTP	<i>Teacher Training Program</i>
UIN	<i>Universitas Islam Negeri</i>
UM	<i>Universitas Negeri Malang</i>
UMM	<i>Universitas Muhammadiyah Malang</i>
UN	<i>National End-of-Level Examination</i>
UNCEN	<i>Universitas Cenderawasih</i>
UNESA	<i>Universitas Negeri Surabaya</i>
UNICEF	<i>United Nations Children's Fund (originally UN International Children's Emergency Fund)</i>
UNIMED	<i>Universitas Negeri Medan</i>
UNISMUH	<i>Universitas Muhammadiyah Makassar</i>
UNM	<i>Universitas Negeri Makassar</i>
UNSYIAH	<i>Universitas Syiah Kuala</i>
UPI	<i>Universitas Pendidikan Indonesia</i>
USAID	<i>United States Agency for International Development</i>
UT	<i>Universitas Terbuka (Open University)</i>
WB	<i>World Bank</i>
WDA	<i>Whole District Approach</i>

EXECUTIVE SUMMARY

Background

This gap analysis focuses on pre-service and in-service teacher training programs in basic education in Indonesia. The purpose is to examine the effectiveness of current teacher training policies and programs and to identify the weaknesses that hinder improvements in teacher quality. The analysis, strategies and recommendations are intended to assist USAID in identifying strategic investments that align with the Government of Indonesia's (GOI's) plans and priorities to improve educational quality as measured by student achievement outcomes. There were four areas identified by USAID for this gap analysis to address:

- 1) Pre-service training - *How well do pre-service courses in Indonesia higher education institutions prepare students to be effective classroom teachers?*
- 2) In-service training - *How effectively do current training courses and workshops improve the learning impact of classroom teachers?*
- 3) Effectiveness of the teacher professional networks in improving teacher quality - *How effective are the teacher professional development networks (Kelompok Kerja Guru (KKG), or primary teachers working groups, and Musyawarah Guru Mata Pelajaran (MGMP), or secondary school subject teachers working groups, in improving teacher quality?*
- 4) Demand for teaching education - *Is the demand for teacher education changing?*

In an effort to collect information and informed opinion on these questions, the assessment team visited six provinces (Aceh, North Sumatra, East Java, South Sulawesi, Papua, and West Java), 12 universities, four Lembaga Penjaminan Mutu Pendidikan (LPMP), or Education Quality Assurance Council), one Pusat Pengembangan dan Pemberdayaan Pendidik dan Tenaga Kependidikan (P4TK), or Center for Teacher and Education Personnel Development and Empowerment¹, three provincial Dinas² and six district Dinas, along with interviews with scores of informed individuals, donors, and stakeholder groups (e.g. KKG/MGMP, school supervisors, and school principals).

Findings

Pre-service Teacher Training

Pre-service teacher education programs are undergraduate courses undertaken in universities across Indonesia prior to being certified to teach. The average duration of a pre-service education program is four-and-a-half years of full-time study. Universities offer four discrete pre-service teacher training programs: (1) primary; (2) junior secondary; (3) senior secondary; and (4) vocational. The coursework includes subject matter knowledge, pedagogy (general and age-specific), methods courses, and practical experiences. It also includes the use of demonstration lessons (in a microteaching laboratory or within demonstration schools), observations and visits to schools with their local communities.

¹ There are 12 P4TK in the country, each one with its own specialization.

² A *dinas* is a unit of local administration.

The passage of the Teacher Law in 2005 was aimed at providing a much-needed incentive for teachers to improve their qualifications and professional skills by doubling the salary of qualified teachers. Although the assessment team made a determined effort to collect the information concerning the impact of the Teacher Law on the demand for teacher training, firm data is not available nor is it consistent from institution to institution. The interviews, however, suggest that the demand for teacher training has increased dramatically. Unfortunately, it appears from the interviews and observations that little else has changed in how well teachers are prepared. Teacher education institutions are inadequately prepared to play a leading role in improving teacher quality and USAID should strengthen existing teacher education institutions. While there are many stakeholders involved in improving teacher quality, the teacher training institutions have the most comprehensive engagement in both pre-service and in-service teacher education and professional development.

Some of the major gaps found in pre-service teacher training and recommendations to address these gaps include:

Gaps	Findings	Recommendations
Admissions Procedures	With the increasing number of applicants universities are able to be more selective in the admissions procedures (high quality), or admit a larger number of students into teaching (low quality).	Standardize the admissions criteria and professional teaching requirements in pre-service teacher education.
Effects of Admissions Procedures on Programs	Institutions that become more selective in admissions are better able to maintain program quality compared with institutions that raise their enrollments based on demand.	
Portfolio-based Certification	Portfolio assessment of prior learning without additional professional development does not increase teacher quality; rather it has become a welfare program to raise teacher salaries.	Introduce on-going professional development post-certification (i.e., induction) for beginning teachers.
Theory and Practice Gap	The curriculum in pre-service teacher education is too traditional and not aligned with new, more modern expectations for what teachers should know and do.	Expand and support current training programs at each point along the continuum of teacher learning, which includes pre-service, induction, preparation for master teacher, preparation for headmaster, preparation for supervisor, etc.
Creativity	In general, teacher educators know their subject matter, but they are	Establish and support a <i>Center for</i>

	poor role models in imparting creative, imaginative, innovative teaching methodologies that would prepare potential teachers to be able to transfer skills to the classroom	<i>Effective Schools</i> in each province in a lead teacher education institution, as well as other centers of excellence such as the Center for Inclusive Education in Malang.
Facilities	University facilities for teaching practice are inadequate and out-dated.	Improve the facilities of teacher education institutions, particularly their ICT facilities, libraries, laboratories, and classrooms.
Capacity	Teacher educators confirmed that training is needed in a range of innovative teaching methodologies, new technologies, and classroom observation techniques.	As part of Centers for Effective Schools, develop a professional development program for teacher educators based on the new performance standards.
Inclusive Education/ Special Needs	Inclusive Education, a government imperative, is not integrated into the coursework for pre-service teacher education.	Support for a <i>Center for Inclusive Education</i> currently in the design stage at the <i>Universitas Muhammadiyah Malang</i> to serve as a model of how to integrate inclusive education into pre-service teacher education and to develop materials and methods for teaching inclusive education.
Bilingual	The use of English language and Bahasa Indonesia in teaching subject matter, especially mathematics and natural sciences, requires strengthening.	Increase the capacity of teacher education lecturers and staff, including improvements in their bilingual capacity, and engagement with international networks for improving teacher quality.
Papua	Provide institutional capacity support to the few institutions that are working in pre-service teacher training in Papua, including the University of Cendrawasih (UNCEN). Improve the articulation and coordination between the existing agents for teacher training in Papua. Upgrade UNCEN's faculty, especially its ability to offer high-quality, practical pre-service and in-service training programs to the teachers of Papua; Continue to introduce UNCEN to the very good products of DBE 1, DBE 2, and DBE 3 programs. (DBE 3 does not currently serve Papua.) Establish a <i>Center for Effective Schools</i> at UNCEN, and use the <i>Center for Effective Schools</i> to develop customized tool kits, policy analyses, performance monitoring systems, and other products aimed at supporting teachers or groups of teachers (KKG/MGMP) to help	

	themselves; explore ways to work with the World Bank's BERMUTU program, AusAID and other donor programs to maximize the use of resources and impact of the USAID program.
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In-service Teacher Training

In-service education in Indonesia consists of a wide variety of programs or pathways to upgrade teachers now employed in the teaching service. The traditional and newer pathways to upgrading training are essential to understanding the background of in-service training:

The Traditional Pathways

- *Full university attendance* to complete additional academic study.
- *Distance learning through the Open University (Universitas Terbuka)*. Teachers undertake formal study through distance learning packages and then attendance in local workshops organized by the university.
- *Attendance in courses conducted by the national P4TK* (Center for Teacher and Education Personnel Development and Empowerment, currently subject specialist training agencies but whose role will be changing to Train-the-Trainer activities) and *through the provincial LPMP* (one such organization in each province, now with a quality assurance role but which continues to conduct teacher training programs).

The Newer Pathways

- *Distance learning programs through 23 teacher training universities (LPTK)*. The HYLITE program, currently undergoing trials through a consortium of LPTK, is an innovative attempt to upgrade elementary school teacher qualifications from D2 to S1 (from diploma to BA or BS equivalent).
- *Local in-service activities provided through the school teacher working groups (KKGs and MGMPs)*.
- *Forums conducted by Districts in which exemplary (model) learning activities (will be) presented and discussed*.
- *Professional teachers associations organized around teaching subject matter (will be) encouraged to create interest and support for teachers desiring personal improvement*.
- *Universities develop mechanisms to recognize prior learning experience (RPL)*.
- Scholarships that cover at least part of the cost of study are provided by the government to assist teachers in upgrading to S1. In 2008, 270,000 teachers were funded from decentralized budgets (of the districts) for primary, junior secondary, senior secondary and vocational training teachers.
- Non-credit workshops.
- Workshops for socialization to government policies.

The majority of donor attention has been on supporting in-service teacher training. This strategy has been motivated by the low skills of teachers in service. In-service training is delivered in a variety of modes, most of which is designed to improve teacher qualifications from a diploma to the S1 or bachelor degree.

Some of the major gaps, findings and recommendation identified in in-service teacher education are:

GAP	Findings	Recommendations
Numbers	Of 2.7 million teachers, only one million meet current qualification requirements and 1.7 million need some form of upgrading.	Locate the nexus of activities at the district and provincial levels by adopting what is referred to as the “Whole District Approach.”
Coordination	There are multiple providers of in-service teacher education with little coordination in terms of trainers, materials and approaches.	Continue to strengthen distance learning programs including: facilities, programs and software, content, and capacity building.
Performance Assessment	The absence of an effective performance assessment system leaves the providers to define the outcomes they determine most important.	Improve the facilities of in-service teacher training institutions, particularly their ICT capacity. Provide technical assistance to:
Monitoring and Evaluation	There is a lack of effective monitoring and evaluation to determine the effectiveness of the training on teacher quality.	- Strengthen the management and effectiveness of the KKG and MGMP.
Portfolio	The key aspect of this gap is that the current portfolio approach to recognizing prior learning (RPL) by teachers does not assess actual teaching performance.	Support distance education for teachers in remote areas by expanding and sustaining over the long-term the best practices from current pilot projects.
Creativity	Although teachers have been introduced to <i>active learning</i> , most importantly by the USAID-sponsored DBE program little has changed in the way teachers actually teach in their classrooms.	Improve the current system of institutional accreditation by using the standards and indicator frameworks to ensure pre-service and in-service teacher education programs by design and in practice are in alignment with the teacher competency standards.
ICT	ICT can be an important tool for in-service training, but it requires much more resources at many levels to work effectively.	
Inclusive Education	The Government of Indonesia has approved a regulation that mandates inclusive education (IE) become an important part of the educational system but what is known about IE is very limited and not being implemented in the schools.	Support the <i>Center for Inclusive Education</i> currently in the design stage at <i>Universitas</i>

Sustainability	There is a perception among stakeholders, at lower levels of the system in particular, that while there may be well-intentioned efforts to improve teacher quality, some of these efforts are not sustainable; when donor money runs out, the efforts will stop.	<i>Muhammadiyah Malang</i>
Papua	Provide institutional capacity support to the few institutions that are working in-service teacher training in Papua, including the Provincial LPMP (Education Quality Assurance Council); Improve the articulation and coordination between the existing agents for teacher training in Papua, including, the LPMP, and the Provincial and District Dinas; Upgrade the faculty staff of the LPMP, especially in their ability to offer high-quality, practical pre-service and in-service training programs to the teachers of Papua; Continue to introduce the LPMP to the very good products of the DBE 1, 2 and 3 programs; Establish a <i>Center for Effective Schools</i> at the LPMP so that its focus is on one or both of these institutions. Use the <i>Center for Effective Schools</i> to develop customized tool kits, policy analyses, performance monitoring systems, and other products aimed at supporting teachers or groups of teachers (KKG/MGMP) to help themselves; Explore ways to work with the World Bank's BERMUTU program, AusAID and other donor programs to maximize the use of resources and impact of the USAID program.	

Professional Working Groups

KKG and MGMP are professional working groups and forums that play significant and strategic roles to improve the professional competence of teachers. KKG is a primary school teachers' working group where teachers in the same school cluster periodically meet to share their knowledge and experience and discuss or solve problems encountered in the classroom. Each KKG has its own chairperson to coordinate and plan agenda for every meeting. The MGMP functions are similar with KKG except that MGMP is a working group for secondary subject teachers at the district level. Each subject in the curriculum has its own MGMP network. The activities of MGMP are also very similar to those of KKG. The MGMP is usually chaired by a key teacher who manages the activities of the periodic meetings. Other important forums are the primary school principal working group (Kelompok Kerja Kepala Sekolah, or KKKS) and the secondary school principal working group (Musyawarah Kerja Kepala Sekolah, or MKKS) which are expected to increasingly improve the capacity of the forum members in school management. Two other forums are the primary school supervisors working group (Kelompok Kerja Pengawas Sekolah, or KKPS) and the secondary school supervisor working group (Musyawarah Kerja Pengawas Sekolah, or MKPS) whose individuals also need training in line with the teachers. The consensus finding, however, is that these forums, are not yet effective in facilitating the improvement of teacher quality, in terms of providing competence and skills in subject matter and pedagogy.

Some of the gaps and recommendations for these forums are:

GAP	Findings	Recommendation
Management	Most of the forums visited are not running well because of management and lack of attention by local authorities, particularly headmasters.	Improve the current system of teacher certification to ensure all candidates regardless of pathway (pre-service, in-service, portfolio) meet the competency standards for teachers should know and do.
Coverage	Some donors have been involved in organizing and providing budgets for the activities of the KKG and MGMP, but even with donor support the coverage is still too limited and there is no dissemination of best practices or programs.	KKGs and MGMPs are intended for training their members at the sub-district level. What is lacking is a district and provincial organization (like a Center for Effective Schools) with a mandate for collecting and disseminating best practices.
Resource Persons	The lack of resource persons is one of the gaps in improving the quality of teachers through the KKGs and MGMPs. University-based teacher educators are infrequently engaged as resource persons.	Establish Centers for Effective Schools to provide the experts for training and follow up.
Coordination	Currently, there is no directive requiring coordination between provincial-level LPMPs that are responsible for teacher quality assurance and district authorities that have direct responsibility for the professional development needs of their teachers and the quality of instruction in the schools.	Strengthen the role of the LPMP to focus on quality assurance at the provincial and district levels by increasing the capacity of their management and staff to be able to develop benchmarking and other monitoring and evaluation instruments aligned to the national standards and indicator frameworks to monitor institutional performance. The LPMP also needs support to disseminate models of best practices to districts, schools and teachers; to collaborate with the PMPTK at the

		national level and the Center for Effective Schools and Districts (i.e. WDA) to map teachers' competencies and professional development needs by district.
Resistance to Innovation	Resistance to innovation is another constraint, especially among the senior teachers	
Papua	Establish a <i>Center for Effective Schools</i> at the LPMP so that its focus is on one or both of these institutions. Use the <i>Center for Effective Schools</i> to develop customized tool kits, policy analyses, performance monitoring systems, and other products aimed at supporting teachers or groups of teachers (KKG/MGMP) to help themselves;	

Recommendations

Based upon the preceding gap analysis, the following is a summary of recommendations for USAID consideration.

First, USAID should consider strengthening existing teacher education institutions through a series of strategic initiatives and investments intended to build the capacity of the human resources of teacher education institutions. USAID should also provide for models of best practices and ongoing research into teacher capacity needs and the effectiveness of training, strengthen the continuum of teacher learning across the profession, and enhance facilities.

At the national level USAID should consider collaborating and coordinating more closely, directly and through its contractors, with the Ministry of National Education (MONE) and the Ministry of Religious Affairs (MORA), as well as with other donor efforts.

At the provincial level, a key entry point would be through universities, and especially through the proposed Centers for Effective Schools in each province. The new role of the LPMP as a quality assurance institution is also an entry point. For more concentrated effectiveness, the team recommends that contractors focus, in operational terms, on the provincial level. Instead of channeling funding through separate contractors to implement separate educational management and governance and teacher quality improvement efforts, the team recommends that USAID consider funding all the efforts in each province through a single contractor. A key to the overall strategy is to support programs that foster a *continuum of teacher learning* from pre-service and in-service training, with prior needs assessments and follow-up after trainings, true supportive mentoring, and monitoring and evaluation that includes active and timely feedback loops to all concerned stakeholders.

At the District level, the overall strategy should emphasize a "Whole District Approach" (WDA) in which the focus is on improving all aspects of education in a district, working through the Dinas and Tendik (the teaching staff division), with quality assurance assistance

from the LPMP (and content support and materials from the P4TKs), working through and building the capacity of professional networks such as KKGs, MGMPs and others, and programs linked to the schools and to teachers and principals.

Second, USAID should consider strengthening existing institutions and organizations engaged in providing professional development for teachers in-service (university-based and non-university-based) by locating the nexus of activities in districts, adopting a “Whole District Approach,” with the appropriate needs assessments as well as monitoring and evaluation procedures to ensure that the training meets teachers’ needs, is accessible even in remote areas, and contributes to raising teacher quality.

Third, USAID should consider strengthening and enabling the accountability system that is being put in place to ensure teacher quality at all levels by ensuring that there is a functioning teacher performance assessment system to regulate teacher education curriculum, certification criteria, and professional development program objectives and outcomes.

Fourth, investing in Papua represents a special case and requires tailored strategies. If USAID’s objective is to provide more generalized support to teacher training in Papua, USAID may wish to:

- Provide institutional capacity support to the few institutions that are working in pre-service and in-service teacher training in Papua, including UNCEN and the Provincial LPMP;
- Improve the articulation and coordination between the existing agents for teacher training in Papua, including UNCEN, the LPMP, and the Provincial and District Dinas;
- Upgrade the faculty staff of the UNCEN and LPMP, especially in their ability to offer high-quality, practical pre-service and in-service training programs to the teachers of Papua;
- Continue to introduce UNCEN and the LPMP to the very good products of the DBE 1, 2 and 3 programs;
- Establish a *Center for Effective Schools* at UNCEN or the LPMP so that its focus is on one or both of these institutions. Use the *Center for Effective Schools* to develop customized tool kits, policy analyses, performance monitoring systems, and other products aimed at supporting teachers or groups of teachers (KKG/MGMP) to help themselves;
- Explore ways to work with the World Bank’s BERMUTU program, AusAID and other donor programs to maximize the use of resources and impact of the USAID program.

I. INTRODUCTION

Evaluation Objectives

This report is a gap analysis¹ of pre-service and in-service teacher training in basic education in Indonesia. The purpose of the analysis is to examine what aspects of teacher training are most and least effective and what strategies and investments could be employed to ensure improved educational quality, better alignment with the Government of Indonesia's (GOI's) plans and priorities, and greater student achievement. The analysis is also intended to explore strategies and interventions that can be used to address problems that impact teacher training and hinder improved student achievement.

Methodology

The evaluation was conducted in July 2009 by a team of four national and four international education specialists, assisted by four Indonesian researchers/interpreters. The assessment team used five basic methods for data collection, including:

- *Document Review.* The assessment team reviewed project documents from USAID's Decentralized Basic Education (DBE) project, evaluation findings of Indonesian teacher training programs, and other research and background studies in education.
- *Interviews.* The team conducted interviews with a wide range of individuals, officials and donors involved and knowledgeable about teacher training in Indonesia.
- *Focus Group Discussions.* Targeted interviews in focus group discussions with single (just teachers) and mixed groups (deans and professors in teacher training institutions) of stakeholders.
- *Institutional Data.* Statistical information collected from university registrars such as enrolments and programs.
- *Student Survey.* A questionnaire administered to random undergraduate pre-service university students in teacher training.

Stakeholders and beneficiaries to be interviewed included:

- Ministry of National Education (MONE) and Ministry of Religious Affairs (MORA) officials at the national and district (Dinas) levels.
- DBE staff members at the national level.
- USAID and other donor staff (JICA, AusAID, World Bank, UNICEF).
- Deans, Rectors, Vice Rectors and professors of teacher training at teacher training colleges and universities.
- Staff at GOI in-service teacher training institutions (Lembaga Penjaminan Mutu Pendidikan (LPMP), or Education Quality Assurance Councils, Pusat Pengembangan dan Pemberdayaan

¹ "A gap analysis is a process that involves the identification of gaps between the current state and the future or desired state and is the beginning point for implementation of a school improvement process. When the process of identifying gaps includes a deep analysis of the factors that have created the current state, the groundwork will have been laid for improvement planning." Charles A Dana Center, *Middle Level School Principal Seminar*, Austin, Texas, March 20, 2004.

Pendidik dan Tenaga Kependidikan (P4TK), or Center for Teacher and Education Personnel Development and Empowerment).

- Staff at special in-service teacher training programs at universities (HYLITE) and
- Teachers, principals, Kelompok Kerja Guru (KKG) or primary teachers working groups, Musyawarah Guru Mata Pelajaran (MGMP) or Secondary School Subjects Teachers' Working Group, and pre-service and in-service teacher training students.²

USAID/Indonesia provided the evaluation team with a list of five key questions and an additional 25 questions in the Scope of Work (SOW) to guide the investigation. The assessment team used the questions to develop illustrative interview guides and the student questionnaire.³ The interview guides were used by the assessment team as checklists to prompt recall of USAID's interests but, while the questions were used during the interview, generally the interviewers asked a series of specific questions to probe the more general areas of the key questions. An illustrative set of questions for the key stakeholder groups is outlined in Annex 3.

The assessment team interviewed stakeholders in various sites, many in focus groups, and although the team recorded the names of the persons interviewed it was impractical to record opinions by occupation in the focus groups. The assessment team conducted interviews at eight public universities, four private universities, four LPMPs, one P4TK and government officials (see Annex 2 for a list of persons interviewed).

The assessment team visited seven cities in six provinces. Each of the four teams comprised an international education consultant, an Indonesian education consultant, and an Indonesian researcher/interpreter. Two teams visited two provinces (Aceh and North Sumatra; Makassar and West Java). Time limitations prevented visits to other provinces such as East Kalimantan. The assessment team visited the following universities:

Table 1: Summary of Site Visits

Province	City	University	Type
Aceh	Banda Aceh	UNSYIAH – Universitas Syiah Kuala	Public
		IAIN Ar-Raniry – Institute Agama Islam Negeri	Private
North Sumatra	Medan	UNIMED – Universitas Negeri Medan	Public
		Universitas Nommensen	Private
East Java	Surabaya	UNESA – Universitas Negeri Surabaya	Public
	Malang	UM – Universitas Negeri Malang	Public
South Sulawesi	Makassar	UMM – Universitas Muhammadiyah Malang	Private
		UNM – Universitas Negeri Makassar	Public
		UNISMUH – Universitas Muhammadiyah Makassar	Private
Papua	Jayapura	UIN – Universitas Islam Negeri	Public
		UNCEN – Universitas Cenderawasih	Public
West Java	Bandung	UPI – Universitas Pendidikan Indonesia	Public

Constraints in Undertaking the Evaluation

There were several constraints to the assessment. First, given the scale and geographic spread of Indonesia and the significant differences between regions, there was insufficient time for the

² Henceforth, these teacher working groups will be referred to by the acronym KKG/MGMP.

³ The results of the student survey appear in Annex 3.

assessment team to undertake a detailed, in-depth analysis in each university or GOI in-service training institution. Moreover, the compressed time frame and the broad, somewhat open-ended questions made for a hectic schedule of meetings covering a variety of topics during each interview. The time spent in each institution was sufficient to form impressions only.

Second, no meetings were arranged before the evaluation team arrived in country. Given that Indonesian is a process-laden country where arranging meetings requires formal approval and official letters of introduction, the assessment team was forced to seek approval from central ministries and to arrange meeting schedules simultaneously. Although the team received GOI approval to proceed with the interviews, the team was already in the field collecting information and frequently caught individuals for interview on a “catch as catch can” basis.

Third, the nature of the appointment and interview process made data collection difficult. It was particularly difficult to collect institutional data in order to answer questions about the changing nature of the demand for teacher education. Many institutions claimed that they did not collect the data necessary to get an indication of labor market trends and the assessment team did not have time to review the data and follow up on the inquiry.

Structure of the Report

The report is organized in six main sections. Following this introduction, the second section provides background information about the USAID/Indonesia education strategy and interventions, a brief review of some of the other donor activities, and a review of GOI education policy and programs in teacher education. The third section outlines the evaluation findings by major question. The fourth section summarizes the implications and lessons learned from the findings. The fifth section outlines the strategies and approaches for improving teacher education in Indonesia. The report finishes with a section that outlines strategies and approaches for USAID over the next programming period and a final summary of key findings.

II. BACKGROUND

Overview of Education in Indonesia

Indonesia's school system is immense and the population of school-age children is one of the largest in the world. Despite rapid progress achieving almost universal enrollment in primary education under a centralized management system over the last 30 years, significant problems in the education system continue to exist, including low public funding, poor completion rates, low teacher qualifications, poor classroom methodologies, and poor educational quality, as evidenced by low rankings in international testing, particularly in science and mathematics.

Improving educational quality with limited central government funds is a key educational challenge and, given the magnitude of the problem, the Government of Indonesia (GOI), through the Ministry of National Education (MONE), has initiated a decentralization process in the hopes of spreading the governance, financial, and managerial responsibility for improving education across a range of stakeholders. The GOI is also attempting to strengthen accountability mechanisms. Under decentralization, school committees and district governments are expected to hold schools and teachers accountable for educational quality. The GOI is developing school and teacher accreditation criteria and minimum service standards to measure their performance. Unfortunately, district governments are ill prepared to manage the approximately 220,000 primary, junior secondary, and senior secondary schools or the more than 2.5 million teachers. In addition to government schools, Indonesia has more than 50,000 private schools, which include some of the best and worst schools in the country. About 87 percent of the private schools are Islamic; about 60 percent of the private schools are primary and junior secondary *madrasahs* (schools teaching the general curriculum and Islamic religion) and 28 percent are *pesantren* (Islamic boarding schools). The Islamic schools are generally operated by a foundation, benefit from community support, and attract poorer families. The Islamic schools operate under the oversight of the Ministry of Religious Affairs (MORA), which is centralized only, and not decentralized—a complicating factor, insofar as two different ministries, MONE and MORA, have the responsibility for educational delivery.

USAID Education Strategy in Indonesia

Within the framework of school management and teacher upgrading and accountability measures that are currently being put in place by the GOI, USAID/Indonesia's new strategic objective for the period 2010 to 2014 is to "Diminish Indonesian Poverty and Mitigate Global Threats." The new Country Strategic Objective depends heavily on a better-educated population. The new strategy's objective for education is to improve the educational quality in Indonesia by achieving two intermediate results: (1) Improving the quality of basic education and; (2) improving quality and leadership in higher education. To achieve these results, USAID intends to invest \$210 million over the period 2010-2014.

Description of USAID Past Interventions in Indonesia

The main component of USAID/Indonesia's education program and the cornerstone of President Bush's Indonesia Education Initiative is the Decentralized Basic Education program (DBE). This project focuses on improving the quality of basic education in primary and junior secondary schools, both public and private. The project has three main goals: (1) strengthening the capacity of local governments and communities to manage educational services (DBE1); (2)

enhancing teaching and learning to improve student performance in key subjects such as science, math, and language (DBE2) and; (3) assisting Indonesian youth to gain more relevant life and work skills to better compete in a world economy (DBE3).

The DBE project was designed to be implemented in three phases or cohorts. In the first year of the project (cohort 1), DBE was to implement a project within 25 districts and 50 school clusters (there are 10 schools in a cluster), while in the second year of the program (cohort 2), DBE was to add 25 districts and 50 school clusters for a total of 50 districts and 100 clusters. Cohort 3, which was scheduled to start in late 2009, was eliminated from DBE contracts. Eventually, the DBE programs are expected to reach 9,000 public and private schools; 2.5 million students; 90,000 educators; and 1 million youth through replication.

Currently, the DBE program works within 57 local district governments in seven provinces (East and Central Java, Banten, West Java, South Sulawesi, Aceh, and North Sumatra, as well as Jakarta) in three project components: district and school-based management and community participation; teacher training; and life-skills development. The district and school-based management and community participation component seeks to strengthen the capacity of local government and school principals to effectively plan, manage, and deliver quality basic education services as well as to strengthen the position and role of local stakeholders - parents, teachers, school committees, community organizations, and local parliaments - in planning and managing basic education. The teacher-training component trains teachers in active learning methodologies (known in Indonesia as PAKEM) and learning material development. The life-skills component strives to prepare junior secondary students and out-of-school youth for life-long learning, entrance into the workforce, and participation in community development. Within these three project components, there are a large number of sub-components and objectives, making the program extremely complex. In addition, the three components are intended to be mutually reinforcing, adding to project complexity.

Overview of Government of Indonesia Policy and Programs in Teacher Education

To address the poor performance of Indonesian students on international tests, the GOI enacted the Teacher Law in 2005 aimed at providing a much-needed incentive for teachers to improve their qualifications and professional skills. Essentially, the teacher law mandates a comprehensive package of reforms and applies them uniformly to the whole teaching service. 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. The Teacher Law is an ambitious 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.

Teacher training in Indonesia occurs through both pre-service and in-service activities, as it does in most countries. Pre-service takes place mainly through two major options. The first one is attendance at teacher training colleges (TTC). Indonesia has 268 of 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 the Directorate General for Teacher and Education Personnel Quality Improvement (PMPTK) which tracks research on teacher quality for primary and secondary levels. The PMPTK also manages two important offices that support teachers, the LPMP⁴ (Education Quality Assurance Councils) and the P4TKs (Centers for Teacher and Education Personnel Development and Empowerment)⁵. 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, although DBE2 has provided some of this.

The *Kelompok Kerja Guru* (KKG)⁶ 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.

Distance learning is also an in-service teacher training option; the Open University (UT)⁷ offers accredited courses that are print-based as well as on internet. An additional 92 universities now have the authority to provide on campus in-service training to teachers throughout Indonesia.

There is also the Hybrid Learning for Indonesian Teachers program (HYLITE), an ICT-based distance learning for Indonesian teacher education, launched by the MONE's Directorate General of PMPTK and Directorate General of Higher Education (DGHE) in January 2007. HYLITE is an in-service teacher training program especially designed to improve the qualifications of primary school teachers from D2 to S1 level, through open and distance learning mode (the multi-mode system). Currently offered by 23 universities, the HYLITE

⁴ LPMP is the *Lembaga Penjamin Mutu Pendidikan*.

⁵ P4TK is a *Pusat Pengembangan dan Pemberdayaan Pendidik dan Tenaga Kependidikan*.

⁶ KKG is the working group of primary school teachers.

⁷ UT is the *Universitas Terbuka*.

Program provides access to lifelong learning for primary school teachers in all areas in Indonesia.

Activities of Other Donors

There are three other major donors that support teacher training in Indonesia: (1) the World Bank; (2) AusAID (the Australian Agency for International Development); and (3) JICA (the Japanese International Cooperation Agency).

The World Bank and the Government of the Netherlands support the Better Education through Reformed Management and Universal Teacher Upgrading program (BERMUTU). Its goal is the improvement in the quality and performance of teachers through enhancing knowledge of subject matter and pedagogical skills in the classroom. BERMUTU (2008-2014) also aims to measure teacher quality and performance by: (1) the increased number of teachers meeting academic qualifications mandated by the Teacher Law; (2) the increased number of primary and junior secondary teachers in BERMUTU districts using classroom instruction with general and age-specific pedagogy; and (3) a reduction in teacher absenteeism.

AusAID supports the Indonesian National Educational Standards Agency (BSNP) through the Australia-Indonesia Basic Education Program (AIBEP). AIBEP (June 2006 to March 2010) aims to develop professional standards for teachers; a whole school development program (to improve the management of schools); capacity development for governance of education services (to P4TKs); and increased resource mobilization.

AusAID also supports the Learning Assistance Program for Islamic Schools (LAPIS). LAPIS (June 2004 to December 2009) invests in high-impact local and international initiatives, coordination with existing Australian projects relevant to the Islamic education sub-sector, the establishment of synergies with other donor initiatives, and the establishment of strategic interventions including teacher improvement. LAPIS-PGMI⁸ supports the development of seven educational faculties and their departments of primary education to develop the new degree level primary teacher education course (including school-based management, pedagogy, the provision of textbooks, library development, and basic English language training).

A Sector-wide Approach Program (SWAP) is being formulated through joint European Commission, World Bank and AusAID funding. The objectives of this program, called SISWA, are: 1) to give schools and districts access to programs and knowledge in order to spread good practices, by (2) developing a system of delivering quality programs which is not dependent on donor assistance. Although USAID does not intend to provide funding to the donor pool, it intends to work in partnership with the SWAP when feasible.

JICA introduced a program, the Indonesian Mathematics Science Teacher Education Project (IMSTEP), which initially focused on pre-service teacher development, from 1998 to 2003. From 2003 to 2005, the follow-up program supplemented the work of the KKGs and MGMPs to improve the quality of junior secondary education. The program operates in conjunction with the LPTKs, in the State Universities of Yogyakarta and Malang, and the *Universitas Pendidikan*

⁸ PGMI is *Pendidikan Guru Madrasah Ibtidayah* (Teacher Education for Madrasahs).

Indonesia (UPI) in Bandung. From January 2006 to October 2008, JICA supported the program for Strengthening In-Service Teacher Training Education of Mathematics and Science (SISTTEMS) at the junior secondary level.

III. FINDINGS

A. PRE-SERVICE TRAINING

Background

Both teacher training colleges and universities provide pre-service teacher training programs; this assessment targeted those based at universities. Universities across Indonesia offer undergraduate teacher training prior to commencement of employment as a teacher. The average duration of a pre-service education program is 4½ years of full-time study. Universities offer four discrete pre-service teacher training programs: (1) primary; (2) junior secondary; (3) senior secondary; and (4) vocational.

The coursework includes subject matter knowledge, pedagogy (general and age-specific), methods courses, and practical experiences. It also includes the use of demonstration lessons (in a microteaching laboratory or within demonstration schools), observations and visits to schools with their local communities.

The assessment team sought to determine stakeholders' applications toward education theory and practice, standards for teacher quality, and the extent to which innovative teaching strategies are integrated within the pre-service education coursework and demonstrated or practiced throughout the program.

Overview of Findings

How well do pre-service courses in Indonesia's higher education institutions prepare students to be effective classroom teachers?

"The curriculum is mediocre," said one stakeholder interviewed by the assessment team. "Lecturers do nothing," said another. "We don't have adequate facilities," a university lecturer responded. His colleague disagreed: "Our teachers have everything, except that they are not creative or imaginative in the classroom." "University courses are cosmetic; they have no impact on quality," said an in-service trainer. While comments regarding quality teaching were lively, the majority of stakeholders maintained that of all mechanisms for teacher training, teachers who had undertaken a university course were more aware of the need to strive for quality teaching and learning in the classroom.

Gap Analysis

Below are the major gaps in pre-service education programs that were identified by the assessment team and stakeholders:

- **Theory and Practice Gap.** Putting theory into practice continues to be a challenge. The role of master/key trainers in the teaching practice component is unclear and often appears to be a "once-off" role rather than a continuing resource.

- **Creativity Gap.** The majority of stakeholders agreed that university lecturers knew their subject matter but were poor role models in imparting creative, imaginative, innovative teaching methodologies that would prepare potential teachers to be able to transfer skills to the classroom.
- **Capacity Gap.** Lecturers confirmed that they required additional training in a range of innovative teaching methodologies, new technologies, and classroom observation techniques.
- **Facilities Gap.** University facilities for teaching practice – such as microteaching laboratories, language laboratories, and science laboratories – were inadequate and out-dated. Access to a demonstration or laboratory school was sporadic. In addition, there were also inadequate or no library facilities.
- **Inclusive Education/Special Needs Gap.** Inclusive Education, a government mandate, is not integrated into the coursework for pre-service teacher education.
- **Bilingual Gap.** Bilingual English in teaching subject matter, especially mathematics and natural science, requires strengthening. Universities cannot adequately provide quality laboratories, reading/reference material, and teaching methodologies to cope with the increasing demand for English language courses.

Bilingual Teacher Education

In primary school, and often as early as kindergarten, children are introduced in an integrative manner as early as possible to the English language as part of the national curriculum. Hence, schools select teachers with competency in teaching learning activities in both Bahasa Indonesia and English. Pre-service and in-service teacher training programs require teaching materials in language cognition and phonics.

Every district in Indonesia is expected to have at least one school that reaches international standard (RSBI/SBI)⁹. GOI has stated that mathematics and natural science subjects should be taught using the combination of English and Bahasa Indonesia (bilingual) as the language of instruction as well as the materials. This means that the teachers of those subjects should be able to understand and use English. The inability of the teachers in English, however, seems to be the most challenge. To anticipate such challenge, a few universities and TTCs run bilingual classes for mathematics and natural sciences to prepare teachers that can teach at those RSBI/SBIs. The students in these classes are taught bilingually both in the subject matters and teaching methodology. The Universitas Negeri Makassar (UNM) was the pioneer of this program that commenced in 2007. One year later some other universities (UNIMED, UNESA, UM, and UNP) also started the same program. The university lecturers of the bilingual classes might experience the same challenge with the RSBI/SBI teachers, i.e. the use of English in teaching.

What is the most effective way to improve pre-service teacher education to impact student achievement? The combination of theory and practice, their balance, and the continuum of

⁹ RSBI means *Rintisan Sekolah Berstandar Internasional*

learning to become a more effective teacher¹⁰ are believed to be essential to teacher quality improvement. In April 2009, *Teacher Certification in Indonesia: A Strategy for Teacher Quality Improvement* (focusing on in-service teacher training) espouses the use of videotaping demonstrations of teaching practice to determine “good teaching”. However, the technology required to videotape is not available or minimal in most universities, and follow-up diagnostic sessions to discuss improving the quality of teaching are limited in in-service or pre-service education programs in Indonesia. Technological awareness is poor or under-used by lecturers. Some universities visited were still using roneo¹¹ equipment because they did not have photocopiers, let alone media technology. Putting theory into practice requires further consideration in order to prepare students to be effective classroom teachers.

In summary, stakeholders maintained that the balance between theory and practice was appropriate but the methods, equipment, supervision, diagnosis/lessons learned, and follow-up were poor during the practical sessions, thereby limiting the optimum benefits of teaching practice.

Discussion of Specific Questions

Do courses offer a useful balance of theory and practice? Is there a teacher internship or is student teaching a course requirement?

The debate between the “mix” of education theory and practice offered in pre-service education courses is almost non-existent amongst education stakeholders, predominantly due to the universal structure of education programs that leave limited scope for flexibility. Typically all university education courses are structured accordingly:

1. Theory (university coursework presented by lecturers)
2. Practice
 - a. Peer-teaching practice (practice undertaken in the lecture room or through observation in the field, often called field observation)
 - b. Microteaching (16 sessions of 1-2 hours interspersed during coursework in a microteaching laboratory or in a demonstration/laboratory school)
 - c. Teaching Practice/Practicum (2-4 months continuous practice in a school under the mentorship and supervision of a trained teacher with observation visits by a university lecturer, undertaken at the end of the coursework)¹²
 - d. Community Service in schools (particularly in remote areas and often combined with Student Teaching)¹³
 - e. Classroom action research.

¹⁰ The continuum of teaching includes pre-service, induction, in-service, mentoring, professional development, teacher observation and follow-up.

¹¹ A roneograph (or mimeograph) is a rotary duplicator with handle (operated manually without electricity) that uses a stencil through which ink is pressed.

¹² Student teaching is referred to as PPL – *Program Praktek Lapangan*.

¹³ Community service in schools is referred to as KKN – *Kuliah Kerja Nyata*.

It is important to note that there is significant institutional variation in teaching practice. A few classroom teachers interviewed mentioned that some lecturers only observed their teaching practice “once at the beginning and once at the end.” In addition, not all universities have access to a nearby demonstration/laboratory school in which their education program students can practice. Nevertheless, both the practical and theoretical components of coursework are compulsory requirements in order for students to graduate from a pre-service education program.

Theory

University lecturers¹⁴ offering pre-service teacher education programs confirmed that their approach to imparting knowledge to their students was biased toward theoretical knowledge. Both students and lecturers interviewed by the assessment team thought that the balance between theory and practice was useful and that the subject matter knowledge of lecturers was adequate. In response to a survey, 94 percent of students indicated that their lecturers appeared to know their subject matter. However, only 67 percent of students indicated that teaching aids were regularly introduced in the coursework and that the lecturers were too textbook-oriented. Lecturers maintained that they had insufficient teaching aids, as well as reference material, particularly in Bahasa Indonesia. Desired teaching aids include, for example, materials that demonstrate active learning, such as geometry sets, mathematical blocks, phonetics cards, clocks, a range of scientific equipment, and wall charts. In many cases, these are low cost materials that can be made by the lecturers and students themselves, although many lecturers are not aware which aids are most effective for teaching and learning.

Students surveyed commented that their lecturers required extra training in presenting the subject content in creative, innovative, and imaginative ways. Lecturers also acknowledged that they needed to increase their teaching capacity and suggested training in the following areas:

- Developing educational materials
- Evaluation and classroom assessment instruments
- Innovations in teaching and learning based on constructivist¹⁵ learning theories
- Implementation of active learning
- ICT and media technology
- The fundamentals of school management
- Classroom management (especially for classes with high numbers of students)
- Classroom action research (CAR)
- Group work.

Lecturers indicated that they required training and capacity building in a range of teaching strategies and methodologies, as well as new technologies, to enable their students to teach the

¹⁴ Lecturers are also commonly referred to as professors.

¹⁵ Learning theories fall under three main philosophical frameworks: (1) behaviorism (focusing only on the objectively observable aspects of learning); (2) cognitivism (going beyond behavior to explain brain-based learning); and constructivism (focusing on learning as a process in which the learner actively constructs or builds new ideas or concepts).

methodologies in the classroom. When asked whether they practiced group work in the coursework, both lecturers and students responded that they didn't because the classroom and facilities were not conducive to group work, maintaining that group work is when students sit at desks placed in a manner such that they are in small groups facing each other. The philosophy of group work was not articulated. What is apparently not emphasized is that teachers should be prepared to teach in a range of methodologies, including self-paced learning, peer learning, to cater for all student learning styles. No lecturer, teacher, or student interviewed mentioned teaching methodologies other than active learning, nor did they mention differing teaching and learning styles.

Practice

Lecturers were inadequate role models for innovative teaching methodologies that therefore led to inadequate practice by their students. The practical component of teacher training in pre-service courses comprised less than 30 percent of the overall program, the microteaching laboratories were insufficient, and the two-month student teaching periods were poorly supervised. Both lecturers and students agreed that the amount of time for practice was adequate but that the methods, equipment, supervision, diagnosis/lessons learned, and follow-up were poor, therefore not gaining the optimum benefit from the practical sessions.

In addition, facilities were extremely poor, out-dated and minimal for demonstrating or practicing theoretical concepts. These include microteaching laboratories, science laboratories, reference libraries, and language laboratories. With the increase in enrolments in English language courses and subjects, the English laboratories are over-used by all university departments, resulting in broken equipment. Education faculty members highlighted the need for language laboratories dedicated to education students, more equipment, and improved teaching reference materials and reading books. Students surveyed commented that they preferred native English speakers as lecturers for English language courses. Most stakeholders interviewed confirmed that English language graduates were still not fluent in speaking and were often poor at writing skills.

Is the management of multi-grade classrooms part of the curriculum? Is the PAKEM approach a part of student preparation? Is there a practical classroom (student teaching) application for it?

Few university staff knew the concept of multi-grade teaching (the teaching of students from a range of grades in one classroom, generally in rural and remote schools), and few universities were implementing it within their coursework.

University lecturers had heard of PAKEM and were "working toward" its full implementation. PAKEM – active, creative, effective and joyful learning¹⁶ – is also referred to as student-centered learning or contextual teaching and learning (CTL) in junior secondary schools. However, although lecturers and students knew of the concept of active learning, it was dubious whether they knew why it was being taught in the classroom. Not all faculty members described PAKEM in a uniform manner, each having their own understanding of it and its implementation in the

¹⁶ PAKEM is the acronym for *Pembelajaran Aktif Kreatif Efektif dan Menyenangkan*, which means Active, Creative, Effective and Joyful Learning, or commonly referred to as active learning.

classroom. A stakeholder remarked that “what is needed is a model for the way PAKEM really should be in the classroom.” In one university there was a debate regarding “Who should be active – the teacher/lecturer or the student?” One university stakeholder commented that “the percentage of teacher activity must be less than the percentage of student activity.” Some teachers in an elementary school admitted that they did not fully implement it or practice it themselves because “there are too many students in the classroom.” Subsequently, lecturers reinforced their need for further explanation/debate/training on learning theories.

Undergraduate students in pre-service university teacher training programs knew of PAKEM and had practiced it in their microteaching sessions, and expected that they would use it during their student teaching block (practicum). All 111 students at ten different universities surveyed had some degree of confidence that they could apply active learning in the classroom when they became a teacher – 21 percent were very confident; 60 percent were confident; and 19 percent were somewhat confident. Students with less confidence suggested that they needed more practice in PAKEM.

How do pre-service education courses prepare teachers for instruction in junior secondary schools? – Are classroom techniques such as PAKEM as well as subject area specialties well taught?

Lecturers stated that in order to prepare teachers for instruction in junior secondary schools, both subject matter and teaching methodologies were offered in the coursework. However, students commented that, to improve the coursework, lecturers should model the active learning and student centered approach in both the subject matter and the methodology classes. A few university staff admitted that they modeled classroom techniques only during microteaching classes.

Beginning later in 2009, there will be a one-year professional post-baccalaureate program¹⁷ (PPG) that provides teacher certification at the secondary and primary levels. This is an important innovation in the education system in Indonesia. Within this year-long program, universities will offer subject-matter courses with different orientations – one version with a pedagogical and methodological orientation and one without this orientation.. For example, they will offer courses in physics for educators as well as other courses in physics. However, the main pitfall is that even though there will be courses that incorporate methodology, some subjects, such as science, require laboratory sessions to incorporate the practice teaching, and the laboratories are inadequate, poorly funded, lack equipment, and have out-dated equipment and reference materials. One university commented that the priority subjects for PAKEM were English, mathematics, and science.

Some universities were familiar with the World Bank’s program *Better Education through Reformed Management and Universal Teacher Upgrading (BERMUTU)*, whose goal is the improvement in the quality and performance of teachers through enhancing knowledge of subject matter and pedagogical skills in the classroom, including reforms to the pre-service training of teachers. Others had heard of USAID’s *Decentralized Basic Education* program (DBE2)

¹⁷ Professional Teacher Education, *Pendidikan Profesi Guru*.

and Managing Basic Education (MBE) program which focus on active learning. Universities maintained that such programs were useful but their impact in the classroom was yet to be determined (“students are still not active” said a stakeholder). However, they were keen to determine the success of programs, through research, and continue their successes, such as active learning workshops. Instead of expanding to other regions, some stakeholders preferred that donor should “go deeper, rather than stretching themselves thinly.”

What are the differential impacts on junior secondary education compared with primary education teacher training, and what are the recommendations to USAID?

Repeatedly, stakeholders maintained that it was more difficult to prepare teacher education students to become primary teachers than it was to prepare them to become junior secondary teachers. This was because primary teachers require preparation to teach *all* subjects, not just a specialization, as well as the methodologies to teach across a range of subjects. Stakeholders were also unanimous in their recommendation for further intensive support for primary teacher education rather than divergent or additional support for junior secondary teacher training, in an effort to reinforce their request for “deeper” support.

Gaps identified in junior secondary teacher education include subject content in mathematics, science and English. This was predominantly due to the inadequacy of science and English labs to teach subject matter effectively and at a higher level of competency.

We recommend that USAID continue assistance to junior secondary teacher education under their DBE3 program. However, for further investments in teacher education, we recommend that USAID intensifies its support for primary teacher education training in Indonesia for the following reasons:

- Student achievement in primary school, particularly in Grade 6, continues to be below international standards.
- Supporting pre-service and in-service primary teacher education would be a smoother transition into USAID’s next phase of support to teacher training in Indonesia.
- USAID could further build upon the successes of DBE2 (improved teacher training in primary schools) as DBE3 (junior secondary school quality improvement) is yet to exhibit the successes of DBE2 currently demonstrates.
- Stakeholders unanimously requested continued, targeted, “deeper” support for primary teacher education in favor of additional support for secondary teacher education, in order to make an impact in the area of greatest numbers (of teachers and students) and of greatest need.

Emphasis for intensifying support should focus on the following areas:

- Standardization of selection and admission procedures of applicants into primary teacher education courses to ensure quality applicants.
- An emphasis on elementary education in Bahasa Indonesia language skills – reading and writing.
- An emphasis on elementary education in mathematics.
- An emphasis on elementary education in English language skills – reading, writing and speaking.

To what extent are special needs covered in coursework?

"Data presented by UNESCO shows that Indonesia had the worst record in the world in relation to school attendance by children with disabilities and Helen Keller International reports that 66,000 children with disabilities attend school within the Sekolah Luar Biasa (special school) system of an estimated total of between 1-1.5 million children with disabilities (UNESCO, 2008, 48: Helen Keller, 2008)."

Review of Education Development Models, Robert Cannon & Rina Arlianti
November 2008, page 57

“Special needs” refers to students with disabilities – emotionally, physically, mentally, and socially – who require additional or specific assistance. In the context of Indonesia, the GOI incorporates special needs in Inclusive Education (IE) – the policy to include every eligible school-age child within the government education system – disabled, disadvantaged, indigenous, over-aged, disenfranchised and the poor. All stakeholders visited and interviewed understood the concept of Inclusive Education.

However, Inclusive Education is a new policy and hence it has only recently been introduced into some universities. Most universities refer to a separate unit or division with the role of catering for Inclusive Education, such as the Special Education Unit of the Universitas Negeri Surabaya (UNESA) that services university students with special needs. In most situations, university staff responded that the policy of Inclusive Education had not yet been incorporated into any coursework within the institution, including education programs.

Lecturers interviewed by the assessment team indicated that lecturers have not yet been fully trained in Inclusive Education and were unsure how to incorporate it into their coursework so that students would be able to apply it in the classroom after graduating. However, some faculty members indicated that Inclusive Education does not need to be in their coursework because there are not many primary or junior secondary students that have special needs in regular government schools. They maintained that students with “major” disabilities go to *Sekolah Luar Biasa* (special schools). The majority of stakeholders interviewed by the assessment team had not yet understood the government’s mandate to mainstream students with special needs into regular schools, and therefore they had not commenced a comprehensive strategy for introducing and integrating the Inclusive Education policy into the coursework of pre-service education programs. An exception is the *Universitas Muhammadiyah Malang* (UMM) in

East Java; this university is in the design stage of establishing a Center for Inclusive Education, the first in Indonesia.

Conclusions and Comments (Areas for Special Consideration)

Areas that require special consideration include the following:

- Increased capacity of university pre-service education lecturers and staff;
- Learning theories;
- Standard-based curriculum;
- Quality Assurance;
- Improved microteaching facilities and laboratories schools;
- Development of teaching materials;
- Improved bilingual capacity of university pre-service education lecturers;
- Support for Center for Inclusive Education currently being established at the *Universitas Muhammadiyah Malang (UMM)*; and
- Funding and support for educational research.

For USAID to have an impact into raising the achievement of primary and junior secondary school students through improving the quality of teacher training, particularly pre-service teacher training, the recommendations focus on two areas for consideration: (1) increased capacity of university pre-service education lecturers; and (2) support for a Center for Inclusive Education currently being established at the *Universitas Muhammadiyah Malang*.

Increased Capacity of University Pre-Service Education Lecturers

The entry point for increasing the capacity of university pre-service education lecturers would be targeted universities through the formation of a *Center for Effective Schools* within each university, with an emphasis on primary teacher training. This would complement MONE's initiative to establish "PPG" (Pendidikan Profesi Guru, or Professional Teacher Education) as a means to prepare graduates of teacher's colleges (e.g. UPI, UNY)) and non-teacher's colleges (e.g. UNPAD, UI, ITB) to become professional teachers. PPG alumni are to receive certificates as professional teachers to teach at various levels.

Support for Centers for Effective Schools (CES)

The establishment of *Centers for Effective Schools*, one in each province and located within target universities would provide a focal entity at the district level through which research, capacity building of lecturers, technology education, continuing professional development, networking, and public outreach could occur. (See Diagram 1, page 58).

The Centers for Effective Schools (CES) model offers a particularly useful combination of advantages and linkages and deserves support. It has already been action-tested at the State University Makassar (see description of this program below). It could help strengthen selected university providers and could provide the focus for training needs assessments, mentoring in the field, monitoring and evaluation, and reflection of quality issues in the implementation of teacher training. Some units/subjects could be available for concentrated study during semester

break. Areas of research and/or training could include inclusive education (and child labor issues – returning children engaged in exploitative work to school), gender issues, constructivist theories, school leadership, and classroom assessment. The programs (doctorates, master's, postgraduate diplomas and bachelor degrees) could be available in full-time, part-time and external study, such as through distance education methods. Learning methods could include the internet, World Wide Web, CD-ROMs and/or print materials. A reference library could also fit within the CES. The *Centers for Effective Schools* would also serve as a pilot model for the establishment of further centers in other provinces.

Those people interviewed claimed that many teacher-training programs lack follow-up activities to insure that they bring significant impact to their teaching tasks. Some models to accommodate this gap can be found in some higher teacher training colleges, such as Center for Effective School (CES/PSE) of the State University of Makassar (UNM) and PSMS (Center for Mathematics and Science School) of the State University of Surabaya (UNESA).

CENTER FOR EFFECTIVE SCHOOLS
THE CASE OF UNIVERSITAS NEGERI MAKASSAR (UNM)
5 Steps for Program Implementation

- *Needs Assessment and/or Competence Test.* Two kinds of instruments are used to assess the targeted participants: 1) *Questionnaires*, 2) *Competency tests of pedagogy and subject matter.*
- *Program and Material Development.* The results of the assessment are used as a basis for designing and developing the kinds of intervention and materials needed to bring about improvement.
- *Program Implementation:* Execute the program in an appropriate mode of delivery.
- *Monitoring and Mentoring:* Follow-up to make sure what has been taught during the program is really implemented in the classroom. This is usually done by assigning lecturers to visit schools and hold discussions with targeted individuals.
- *Evaluation and Reflection:* This last step involves gathering together the targeted group again to reflect on what has been happening in the class. The teachers can then also share best practices and discuss problems and constraints they have found in implementation. The constraints found at this stage become the basis for the Center's follow-up in order to improve the program.

The UNM Center has already involved 215 schools with 1,543 teachers, 519 school principals, 149 vice principals, 124 school supervisors, 94 school committees, and 106 other stakeholders (local legislatures, local Dinas heads, and relevant NGOs) as participants in various effective school activities. Administratively, the Center for Effective Schools is an official unit of the State University at Makassar and reports to the Rector through the Vice Rector of Cooperation and Development Affairs. The structure consists of a Director, Secretary, Manager of Research and Development, Manager of Education and Training, and personnel with different types of

expertise. The funding of the center's activities comes from different sources, such as schools, the provincial government budget, the district government budget, foreign companies, state-owned companies, and private companies. Usually, prior to the implementation of a program, the Rector signs an MOU with relevant parties or institutions, depending on the level of partnership. In some cases, however, other parties who need the service of the Center sometimes directly contact it and make an agreement for program implementation without a prior MOU.

B. IN-SERVICE TRAINING

Background

"Overall, out of 2.7 million teachers, only one million meet current qualification requirements, and 1.7 million will need some form of upgrading. New mechanisms will need to be established to undertake such a big task"

Teacher Certification in Indonesia: A Strategy for Teacher Development
April 2009, 96

In-service education in Indonesia consists of a wide variety of programs or pathways to upgrade teachers now employed in the teaching service. Recent reviews of teacher education quality and particularly the teacher certification process in Indonesia provide an important foundation for the short assessment implemented by this team. In particular the publication noted above, *Teacher Certification in Indonesia: A Strategy for Teacher Quality Improvement* (April 2009) gives an in-depth and up-to-date perspective on the state of in-service and certification processes. The traditional and newer pathways to upgrading training are essential to understanding the background of in-service training:

The Traditional Pathways

- *Full university attendance* to complete additional academic study.
- *Distance learning through the Open University (Universitas Terbuka)*. Teachers undertake formal study through distance learning packages and then attendance in local workshops organized by the university.
- *Attendance in courses conducted by the national P4TK* (currently subject specialist training agencies but whose role will be changing to Train-the-Trainer activities) and *through the provincial LPMP* (one such organization in each province, now with a quality assurance role but which continues to conduct teacher training programs).

The Newer Pathways

- *Distance learning programs through 23 teacher training universities (LPTK)*. The HYLITE program, currently undergoing piloting through a consortium of LPTK, is an innovative attempt to upgrade elementary school teacher qualifications from D2 to S1.
- *Local in-service activities provided through the school teacher working groups (KKGs and MGMPs)*.

- Forums conducted by Districts in which exemplary (model) learning activities (will be) presented and discussed.
- Professional teachers associations organized around teaching subject matter (will be) encouraged to create interest and support for teachers desiring personal improvement.
- Universities develop mechanisms to recognize prior learning experience (RPL).
- Scholarships that cover at least part of the cost of study are provided by the government to assist teachers in upgrading to SI. In 2008, 270,000 teachers were funded from decentralized budgets (of the districts) for primary, junior secondary, senior secondary and vocational training teachers.
- Non-credit workshops.
- Workshops for familiarization with government policies.

The assessment team explored stakeholders' perceptions of the effectiveness of many of these pathways, including the capacities of the various institutions and organizations to implement these training programs, the linkages among the implementing bodies, and the policy and implementation gaps that hinder progress. In addition, the team made special note of unique or innovative efforts to raise the quality of in-service teaching and which of these might be highlighted for priority attention.

Overview of Findings

How effectively do current training courses and workshops improve the learning impact of classroom teachers?

There is little hard data available to answer the key question above. In general, true 'performance assessment' is not yet occurring and that in itself is a *gap* that requires attention. Anecdotal data collected by this assessment team shows that teachers do feel that their performance as teachers has improved as result of teacher training; they feel more confident and able to implement participatory classes. Some Dinas officers say that despite teacher training, the teachers are not creative or innovative but Dinas officers are not always engaged in quality upgrading activities. In general, however, the impact of training on classroom teachers is not yet clearly established and comprehensive studies of this are needed.

The Impact of Training

"The impact of training in transforming Indonesian educational institutions is not clearly established at all. The effects of training are arbitrary and, too often, dependent on the unplanned interactions of returning trainees, their supervisors and opportunities in their working environments. Much training leads nowhere except to unrealized potential, frustration and waste."

Cannon and Arlianti, 2008, 79

Gap Analysis

Despite the lack of hard data, the team was able, through interviews and discussions with the various stakeholders, to identify a set of gaps in in-service education programs:

- **Numbers Gap.** The size of the problem. Out of 2.7 million teachers, only one million meet current qualification requirements; 1.7 million teachers will need some form of upgrading.
- **Coordination Gap.** In practice, in-service teacher training programs are implemented by many institutions (teacher training colleges and universities, LPMP, Open University, Department of Education, at all levels, and a wide range of donors). In practice too, there is little coordination among all the players in terms of trainers, materials and approaches. The stakeholders are often "not on the same page."
- **Creativity Gap.** "Our teachers have everything...EXCEPT...they are not creative or imaginative in the classroom." In terms of creativity and innovation in the classroom the assessment team learned that it is very limited. More typically the teachers tend to imitate or use what they received in the training, without going beyond that.
- **LPMP Gap.** This gap exists mainly because LPMP is in a transition period from its old role as BPG (*Balai Penataran Guru*), trainers of teachers, to its new role as an education quality assurance institution. In terms of teacher training capacity, the gap is huge. For example, in East Java there are 23 LPMP instructors for 541,000 teachers.
- **ICT Gap.** The demand for more ICT is there. The assessment team heard many calls for more, better and longer duration ICT training at many levels.
- **References Gap.** Universities ask for more references (books, journals, as well as media) on teacher education BUT, they emphasize, these should be in Bahasa Indonesia, not English.
- **Performance Assessment Gap.** Typically, needs assessments are not conducted before training activities are planned and implemented. Moreover, there is important need for post-training follow-up, including performance assessment in school classrooms.
- **Monitoring and Evaluation Gap.** There is a lack of monitoring and evaluation following trainings.
- **The Standards Gap.** There is a framework of indicators but it is not yet being used.
- **Portfolio Gap.** The key aspect of this gap is that the current portfolio approach to recognizing prior learning (RPL) by teachers does not assess actual teaching performance. It needs to focus on what teachers know and will be able to do. It is unfortunate too that in the past this approach has been stunted by significant plagiarism and related practices. New regulations have purportedly lessened these practices. This past experience with portfolios may be an inhibiting factor in using this approach to assess current learning and teaching skills.
- **Facilities Space Gap.** Classroom observations show that classrooms overall, both in schools and at teacher training programs are barely adequate small for current class sizes. Teachers and teacher trainings are being asked to provide active learning but that requires more space, and class sizes are expected to get even larger.
- **Inclusive Education Gap.** The Government of Indonesia has approved a regulation that mandates inclusive education (IE) as an important part of the educational system but what is

known about IE appears very limited at universities and elsewhere. “Inclusive education” is a term that encompasses a wide range of social exclusion factors.¹⁸ This is a very serious gap, requiring prompt attention given that Indonesia has a very poor record in relation to school attendance of children with disabilities. (See Annex 6 for a complete definition of Inclusive Education).

- **Sustainability Gap.** There is a perception among stakeholders, at lower levels of the system in particular, that while there may be well-intentioned efforts to improve teacher quality, some of these efforts are not sustainable; when donor money runs out, the efforts will stop. One example of this perceived gap is technology-intensive courses.

All of these gaps have important negative effects on in-service education, and it is difficult to prioritize them because they are closely linked. They are gaps in a chain of in-service education and training effectiveness that weakens the entire system. Nevertheless, gaps in coordination, performance assessment, inclusive education and sustainability deserve special attention.

The assessment team also identified a number of *innovative* efforts at making in-service training more effective. These are listed in Annex 5; two are selected for special attention in the discussion of conclusions on in-service training.

Discussion of Specific Questions

The specific questions posed for the assessment of in-service training fall into three subject groups: (1) distance education, (2) materials, methods and trainers, and (3) credit for teacher training courses.

Questions of Distance Education

How many institutions offer undergraduate course credit through distance education "packages"?

Distance learning packages for in-service teacher training are specially designed to improve teachers' qualifications from diploma certificate to SI. Based on a Directorate of Higher Education (DGHE) assessment, only 23 universities and teacher training colleges are approved to offer such packages. Some of the leading public teacher training universities still have not received such approvals. The training program (input, process and expected output) is designed by the DGHE. The learning delivery is done in three modes: via Internet, self-directed learning by modules and periodic site visits by professors. Training materials for these programs, such as curricula and syllabi, are all prepared by a team at the DGHE office. To

¹⁸ “Social exclusion describes a process by which certain groups are systematically disadvantaged because they are discriminated against on the basis of their ethnicity, race, religion, sexual orientation, caste, descent, gender, age, disability, HIV status, migrant status or where they live. Discrimination occurs in public institutions, such as the legal system or education and health services, as well as social institutions like the household, and in the community.” Inclusive education focuses on these factors: Nasreen, M. and Sean Tate. *Social Inclusion: Gender and Equity in Education SWAPs in South Asia: Bangladesh Case Study*. Kathmandu: UNICEF/South Asia, 2007.

some extent many trainers use an 'adoption and adaptation' process based on modules that have been previously published and used by the Open University and SEAMOLEC (Southeast Asia Ministries Open Learning Education Center).

What is the quality of these packages?

This is an important research question, but there was inadequate time for the team to review and assess the quality of these packages.

How much distance teacher training is being done through ICT?

Both students and lecturers have indicated that most of the ICT equipment used in the teaching and learning process is comprised of computers, but this too is a research and evaluation topic beyond the time limitations of the assessment team.

What is the impact of this technology on teacher education?

As observed in this assessment, the impact of ICT is perceived as great by teachers. Many teachers taking distance education courses have never before experienced ICT as a medium of instruction. Most teachers are not computer literate. Teachers appear to be proud to receive ICT training. It also raises the image and reputation of a school.

Many materials are uploaded by the lecturers for students to download where accessible. In this assessment, students noted that IT training centers are very useful in terms of accessing materials. Student tasks are also often delivered by lecturers via e-mail. Students can send back their work to lecturers and receive immediate feedback from them. Also in interviews for this assessment, students commented that with computer skills they can not only download information they need to enrich teaching materials that they will present but also they can also better prepare their students for national final examinations. Students complained because there is only one semester of computer classes. They suggested that there should be an additional semester to make them more comfortable and skillful in dealing with computers. The computer can also be used as a tool for materials development.

Questions of Materials, Methods and Trainers

Are LPMP and P4TK training materials, trainers and methods meeting teachers' needs?

LPMP. The training materials used by LPMP are basically the materials the trainers received when they attended the same program in Jakarta. However, some trainers do make minimal adjustments in the materials through adoption and adaptation of whatever they think needs to be done. There is no factual information on the extent to which the training materials being developed consider the teachers' needs because the materials were actually developed by a team organized by a TOT provider in Jakarta. To some extent, however, this effort has involved trainers from several LPMPs across the country.

Each LPMP has about 20-30 trainers or instructors who are supposed to provide in-service training for all teachers in the province. Most of the trainers or instructors at LPMPs are senior teachers who must go through a selection process set up by the Directorate General PMPTK. In terms of qualifications and teaching experience, they are qualified to be teacher trainers.

The training methods applied in teacher training at LPMPs range through lecturing, workshops, simulations, discussions, group work and presentations.

LPMPs are organizations in transition, from a traditional role as training organizations to a quality assurance role. As noted, LPMPs are generally understaffed and their institutional capacity to implement quality assurance would appear to require significant strengthening. As training organizations, LPMPs coordinate with the P4TKs for content and material development by subject area. A P4TK is a Center for Training of Trainers (TOT) that provides training and upgrading of teachers' professional skills through mastery of school subject matter. There are 12 P4TKs throughout the country, with each having a specific focus. The P4TK in Bandung, for example, is for science and mathematics. Upon completion of TOT, "Key Teachers" are expected to train their colleagues at a training center supported by the local government (e.g. KKG/MGMP). This expectation, however, has yet to be realized and there seems to be very little impact from the proposed cascading of information from key master trainers. Lack of financial support is often cited as a reason for this weakness. Lack of planning and follow-up to training might be another explanation. The government supports P4TK activities through block grants but there appears to be difficulty in managing these grants efficiently.

In providing its training, the P4TK emphasize the importance of work practice. For this laboratory and practice equipment plus library resources are needed and are regarded as important support for good training.

P4TKs have received support from USAID. For example, in Subang there is a training program for headmasters and committee members. Besides upgrading teacher professional skills, various teaching materials are introduced, including how to develop syllabi, using learning models, SWOT ("Strengths, Weaknesses, Opportunities, and Threats") analyses, and teaching plans. P4TK cooperation with other institutions such as universities, KKGs and MGMPs remains quite limited.

The challenges facing P4TKs also include lack of teaching equipment, not enough attention to follow-up training, unclear impact on improving teaching quality performance, 'sustainability' (lack of a feeling of 'ownership' of the programs), and trainees seen as not being creative; only replicating materials given by the centers without improvement or modifications.

Is the teachers' use of the PAKEM approach *refreshed and supported* for primary, junior secondary and kindergarten?

Most teachers of primary, secondary and kindergarten classes to some degree already understand the philosophy of active learning. However, in terms of the *practice* of so-called Student Active Learning in the PAKEM version, teachers have only heard about it. Only a small number of primary and kindergarten teachers, in districts where a DBE2 project has been introduced, have applied PAKEM in their classrooms. Those teachers agree that PAKEM has

been effective in increasing the learning engagement of students and made the students more motivated and more expressive and outspoken in group and classroom discussions. Teachers also acknowledge that both teachers and students enjoy teaching and learning with the PAKEM approach. Teachers did note that PAKEM is more process-oriented in contrast to the cognitive aspects required in study for the National Examination.

Questions of Credit

What percentage of in-service students is seeking credit for teacher training courses?

Most teachers who attend in-service training are looking for course credit transfers to qualify as SI graduates. Statistical data on this question could not be obtained by the assessment team and may not be available.

Are teachers being given course credit for past experience—a factor especially relevant for in-service teacher training?

Past experience has been recognized widely in in-service teacher certification programs. Teachers who are qualified for a certification program may submit a portfolio of their past teaching experience and past learning experience. These are assessed in order to qualify a person as a certified teacher. Course credit programs, however, do not yet recognize such experiences. Some teachers and Dinas staff also do not agree with or support ideas and efforts related to the recognition of teachers' learning past experience for course credit, such as proposed by the BERMUTU program.

In terms of the teachers' certification concerns, their past experiences are described in teachers' portfolios and are assessed by two teacher certification assessors. All past learning and teaching experiences are scored based on an assessment guideline set up by the Department of Education.

How is credit being assessed and by whom?

There appears to be no major assessment related to credit course training and RPL (Recognition of Prior Learning) portfolios and such credit is not yet recognized or implemented by all teacher-training institutions. The BERMUTU project has proposed guidelines for RPL recognition assessment and the DBE2 project has been working with university partners to transfer equivalent amounts of training into credit for courses.

When asked about RPL in this assessment, teachers, some Dinas officers, and many lecturers supported the idea. There are two issues about RPL, however, that require further exploration: (1) do teachers really attend the courses they claim for course credit? and (2) how credible is the institution that provides the training? One university administrator noted that in the past

there had been considerable cheating in the certification process, particularly in the submission of portfolios, although the amount of cheating has been reduced in the past year through the implementation of new regulations.

What are the possible factors keeping some teachers from registering for credit?

Based on the information gathered in this assessment, there are several factors that may keep teachers from registering for course credit;

1. *The Cost Factor.* Many teachers do not seek course credit because they are not able to pay the tuition fees. Scholarships available to teachers are still not sufficient for all teachers.
2. *The Age Factor.* Some teachers do not want to go to college because they are already close to retirement. Their attitude is "Why bother?"
3. *The Family Factor.* Other teachers in fact want to go to college for their SI, but they just cannot leave their family behind. For a single breadwinner, the basic salary is not enough to cover a family's expenses.
4. *The Health Factor.* Another factor that may cause teachers not to take courses for credit is because they are not in good health or that physically they are not strong enough to travel back and forth to go to a city (or a campus) to attend lectures every day or every weekend.

Conclusions and Comments (Areas for Special Consideration)

Make a chain from the links

As observed by Cannon and Arlianti (2008, 78), a project may develop the capacity of teachers through training to use active learning and teaching methods but actual classroom change requires more than this. Usually *supportive leadership and active participation* of others are necessary. The same authors ask a question similar to the key question posed for this assessment of in-service training: *how can the impact of (a) well-regarded training for capacity development lead to organizational and institutional change, and how might such change be sustained?* Their simple answer reflects the findings and conclusions on in-service training here: "make and maintain connections or *make a chain from the links.*" These linkages build networks of people that are potentially self-sustaining. The strategies listed to build those links, already successfully used in Indonesian basic education, are entirely relevant to future efforts in in-service training in Indonesia:

- Support government policies and structures; work with and through existing organizations such as school clusters and local government.
- Address concerns identified by stakeholders through capacity review. Capacity review is also a professional development, organizational development, and institutional development tool so its use reaps considerable synergistic benefits.
- Use local trainers, especially from local schools and beneficiary organizations.
- Train multiple stakeholders together.

- (Give) ongoing support and advice; mentoring.
- Use a whole school approach to improvement.
- Build on local innovations, and
- Provide study visits to comparable and successful organizations in local areas.

This team's assessment of in-service training has identified areas that require special consideration. These are echoed in the strategies noted above and in the gaps identified in this study. Priorities should include:

- Increased emphasis on basing in-service training programs on teachers' needs assessments in order to better diagnose teachers' current performance and prioritize content of the training programs.
- Supporting a functional teachers' performance assessment system.
- Increased emphasis on follow-on support after teachers' trainings.
- Strengthening ICT at all levels.
- Supporting increased purchase of library references for teacher training institutions, including books and journals in Bahasa Indonesia as well as media.
- Supporting selected nascent innovation efforts and build their capacity. In particular:
 - Support a *Center for Effective Schools* in each province (building on the effort started at the State University of Makassar).
 - Support for a Center for Inclusive Education currently being established at the Universitas Muhammadiyah Malang.
- Supporting efforts that lead to greater coordination at all levels, including the DBE programs, donor collaboration, and a focus that targets province-wide coordination of in-service and pre-service strategies, particularly important given the many gaps in coordination.

Finally, as a general strategy for *focusing* funding, and as recommended by Cannon and Arlianti (2008), consider emphasis on "*enclaves of community practice*" (for example, in Malang but also other areas as well).

The links are all there but there is a need to forge a strong and sustainable chain for teacher education in general and in-service education in particular.

C. TEACHER PROFESSIONAL NETWORKS (KKGs AND MGMPs)

Background

The demand and need for a better quality of education requires the relevant stakeholders to better serve the clientele in order to meet their needs and increase achievement. One of the important elements is the teacher who is able to demonstrate his/her professional competence and favorable teaching delivery. Many have claimed, however, that the quality of teachers is still unsatisfactory. Many teachers fail to facilitate student-centered learning which can be interactive, creative, innovative, joyful, encouraging, and challenging. Therefore, it is imperative that dedicated efforts be made to improve the professional competence of teachers.

One of the efforts is the establishment of KKG and MGMP. A KKG is a primary school teachers' working group where teachers in the same school cluster periodically meet to share their knowledge and experience and discuss or solve problems encountered in the classroom. Each KKG has its own chairperson to coordinate and plan agenda for every meeting. The MGMP functions are similar with KKG except that an MGMP is a working group for secondary subject teachers at the district level. Each subject in the curriculum has its own MGMP network. The activities of MGMP are also very similar to those of KKG. The MGMP is usually chaired by a key teacher who manages the activities of the periodic meetings. The other important forums are the primary school principal working group (Kelompok Kerja Kepala Sekolah, or KKKS) and the secondary school principal working group (Musyawarah Kerja Kepala Sekolah, or MKKS) which are expected to increasingly improve the capacity of the forum members in school management. Two other forums are the primary school supervisors working group (Kelompok Kerja Pengawas Sekolah, or KKPS) and the secondary school supervisor working group (Musyawarah Kerja Pengawas Sekolah, or MKPS) whose individuals also need training in line with the teachers.

The establishment of KKG, MGMP, and KKKS should have bridged the gap, since they are intended for solving problems, testing and developing new ideas to improve the quality of teaching and learning, as well as improving teachers' professionalism. However, these working groups have not yet made significant contributions to the improvement of teachers' competence. There are still some constraints faced by the working groups to initiate and implement active and effective activities for teachers and school principals.

Overview of Findings

How effective are the teacher professional development networks (KKGs and MGMPs) in improving teacher quality? What are the gaps and constraints in preparation of their facilitators and mentors that impact on their effective responses to others' needs? Does the JICA IMSTEP program effectively address teachers' needs? How and how not?

KKG and MGMP are the teacher forums that play significant and strategic roles to improve the professional competence of teachers. Their objectives are to (i) solve teaching-learning problems, (ii) test and develop new ideas to improve the quality of teaching and learning, and (iii) improve teachers' professionalism. The main activities of these forums are to (i) develop professional competence of the teachers, (ii) improve teachers' capability in preparing lesson plans and teaching of lessons based on topics or themes from the curriculum, and (iii) discuss teaching and learning issues, such as: preparation for teaching, including preparing the steps within a lesson, preparing and testing teaching aids and performing peer teaching.

Gap Analysis

The major gaps identified in the teacher professional development networks (KKG and MGMP) are:

- **Effectiveness Gap.** The KKG and MGMP forums are not yet effective in facilitating the improvement of teacher quality, in terms of competence and skills in subject matter and pedagogy. It is still difficult to achieve the mentioned objectives above.
- **Management Gap.** Based on the team reviews on some documents, it has been noted that the forums are still facing problems, especially in terms of management and local government attention. In the field study, the team found that most of the forums are not running well because they are not well-managed. The principals need to pay closer attention to asking their teachers to attend the regular meetings.
- **Coverage Gap.** Some donors have been involved in organizing and providing budgets for the activities of the KKG and MGMP, but the coverage is still too small. The related institutions, such as district Dinas and LPMP are supposed to disseminate the programs to other non-targeted KKGs and MGMPs.
- **Resource Persons Gap.** The lack of resource persons is one of the gaps in improving the quality of teachers through the KKGs and MGMPs. The number of LPMP instructors is too small compared to the number of teachers in each province. There is also a limited number of Master/key teachers who have attended Training of Trainers (TOT).
- **Coordination Gap.** The lack of coordination between LPMP and provincial and district Dinas is one of the gaps. There is no direct authorized coordination between LPMPs that are responsible for in-service teacher training and for teacher quality assurance, and the district Dinas that has direct coordination with the schools.
- **Budget Gap.** There is also a gap in the budget to run the meetings of KKG and MGMP. Teachers need money for transport fare to attend the forums, providing snacks, meals, drinks, as well as honorarium for the resource persons.
- **Time Gap.** Certified teachers are required to have at least 24 teaching hours a week to be eligible to receive double salary. However, teachers must leave their students to attend the

meetings at KKG or MGMP. There can, therefore, be a perverse correlation between taking the time for professional development and a teacher's compensation.

- **Needs Assessment Gap.** Ideally the intervention for teacher professional development provided by the KKG and MGMP, in terms of modes of delivery, pedagogy and subject matter, should be based on needs assessments in order to meet the needs of the participants. There is a lack of such needs assessments.
- **Follow-Up Gap.** Most KKGs and MGMP activities lack follow-up. The ramification of this is that there is no data as to whether or not the KKG and MGMP activities have had an impact on teacher performance.
- **Resistance to Innovation Gap.** Resistance to innovation is another constraint, especially among the senior teachers. They may be reluctant to improve themselves because they have been teaching for a long time, because they already have much experience or that they might not be able to change the way they teach any more.

Despite the weaknesses, KKG and MGMP are the professional forums for teachers that enable teachers to regularly meet to solve their problems, share good practices, and improve their quality. Some teachers are aware that teachers' quality improvement should be done by the teachers themselves; they cannot rely only on the government's interventions.

Discussion of Specific Problems

I. How effective are the teacher professional development networks (KKGs and MGMPs) in improving teacher quality?

a. What are the main objectives of KKG and MGMP in teachers' professional development?

In general, KKG and MGMP are intended to improve professional capacity of teachers. Their key principles consist of collaboration, a focus on practical rather than theoretical knowledge, grass-roots support, a focus on topics that relate to the local context, and the capacity for on-going consultation and discussion during the progress of programs (Jalal et al., 2009).

The teachers' professional activities include the development of teaching and learning activities, consisting of curriculum development, learning to use materials, learning to use PAKEM and developing skills in using learning resources, class management, evaluation and the use of textbooks and reference books. Every KKG and MGMP sets up its own objectives based on its local needs and conditions, and these local needs and conditions should be clearly articulated in their action plans.

In carrying out the management of KKG and MGMP, DITJEN PMPTK has prepared a Standard Operational Procedure to follow in which the KKG and MGMP personnel have their own tasks and responsibilities: (1) determining a key school as a venue of KKG or MGMP meetings, which is accessible and has good facilities, (2) designing programs based on the guideline of KKG and

MGMP, KKG and MGMP Standard Operational Procedure, and Standard Operational Procedure of curriculum development, (3) proposing programs, (4) implementing the programs, (5) making a report of the programs implemented, (6) preparing a plan a sustainable program for the coming year, (7) assisting the team of monitoring and evaluation, and (8) making a report of the implemented KKG and MGMP programs and sending it to sponsors and/or district Dinas.

b. What are the main activities of KKGs and MGMPs?

The government, through the LPMPs, provides block grants for KKGs and MGMPs. These grants are mainly used for curriculum development, learning material development, development of learning methods, preparation of learning aids, classroom action research, scientific writing, and professional development programs.

c. How effective are the teacher professional development networks (KKGs and MGMPs) in improving teacher quality?

As long as the activities are run well and the meeting schedules are effective, the KKG has been considered by many to be helpful and effective in improving and enriching pedagogical knowledge and teaching techniques of the teachers, particularly those who come to the meetings regularly. Visiting experts, however, such as university lecturers, are needed as resource persons to facilitate the activities because often the chairperson, even if he or she is a senior teacher or a school principal, may not be knowledgeable and confident enough to lead the discussion and to provide input or update information on the various topics discussed. A Cluster Resource Center (CRC) of a DBE2 partner school is also expected to be set up in at least every district, if not at every cluster or sub district, as a learning resource center for teachers in the district.

The MGMP is usually chaired by a key teacher, who manages the activities of the periodical meeting. However, the meeting is not always held as scheduled due to ineffectiveness of management. Many teachers believe that the MGMP can function better if it has a facilitator as a resource person who is expert in the field of study of each MGMP. The MGMP also needs to be facilitated with a resource center for teachers to attract more teachers to come to meetings at the center. School principals, teachers, Dinas officers, and even university professors agree that the MGMP can be effective to enhance teachers' classroom performance provided its agenda and activities are well-managed by an experienced senior teacher such as key teachers.

• What do you see as gaps in improving teacher quality through KKGs and MGMPs?

One of the gaps in improving the quality of teachers through KKG and MGMP is the lack of resource persons. The number of LPMP instructors is too small, compared to the number of teachers in each province. Key teachers who have attended TOT are also limited in number.

Another gap that the respondents identify is the lack of coordination between LPMP and provincial and district Dinas. There is no direct authorized coordination between LPMP that is

responsible for in-service teacher trainings and for teacher quality assurance and MONE that has a direct coordination to schools.

Budget is also considered as a gap in operating the meetings of KKG and MGMP. Teachers need money for transport fare to visit the forums. Providing snacks and drinks and maybe lunch is already a custom for them in conducting a meeting. They also need to provide an honorarium for resource persons if they invite lecturers from universities.

As noted previously, certified teachers are required to have at least 24 teaching hours a week to be authorized to get double salary. Teachers, however, must leave their students to attend the meetings at KKG or MGMP. So, conflicts in scheduling create constraints in participation. The meetings should be managed in such a way that they do not coincide with the teachers' teaching time.

Another constraint is the isolation of schools in some areas. Teachers have to spend money for transport and meals and in a number of cases lodging to attend local cluster meetings. They ask the principals to release them to attend the meetings. Schools may provide support for the teachers from grants provided by the central government for schools (BOS)¹⁹, school operational budget, or other sources.

Resistance to innovation is another constraint, especially among the senior teachers. They may be reluctant to improve themselves because they think that they have been teaching for a long time; they have already got much experience or they might not be able to change the way they teach any more.

- **What needs to be included to make the networks more effective?**

To make the networks more effective, the networks should be well managed and equipped with ICT facilities. Every school should have ICT facilities that are accessible for teachers. This would make it possible for teachers to benefit from the networks even if they could not attend in person due to conflicts with their classroom teaching. They can follow the activities through the use of ICT facilities. A "Whole District Approach" (WDA), to be described later, offers an overall implementation and funding strategy that encompasses working through and building the capacity, including ICT, of the professional networks.

The team also found that some CRCs of DBE2 have been well-managed and equipped with excellent resources and ICT facilities. These centers appear to provide excellent services and activities for teachers in the cluster. As will be indicated again later in Chapter V on Strategies and Approaches, there is a need to build on the successes of current DBE programs, including successful centers with ICT facilities.

- **How do the current KKGs and MGMPs affect the classroom teachers' performance?**

¹⁹ BOS stands for *Biaya Operasional Sekolah* (School Operational Budget).

Most teachers who participate in KKG or MGMP do apply the new methodologies they have learned in their classrooms. The rest do not seem to do different things from the way they usually do in teaching. PAKEM as a teaching strategy is now commonly talked about and applied in teaching at schools of DBE2 coverage. Even this strategy has been disseminated to other schools by teachers who have been trained and by the school supervisors.

- **Do you develop the training materials by yourself? Did you consider the teachers' needs in developing training materials? If so, please explain how.**

The training materials used at KKGs and MGMPs under DBE coverage are provided by DBE, while at other clusters, the materials are ready materials from MONE, which has trained the master/key teachers.

2. What are the gaps and constraints in preparation of KKG/MGMP facilitators and mentors that impact on their effective responses to teachers' needs?

One of the gaps and constraints in the preparation of KKG/MGMP facilitators and mentors in effective responses to teachers' needs is the lack of funding. The DBE program assists some facilitators of KKGs and MGMPs, but DBE coverage is small. The program is expected to be disseminated to other teachers. Some facilitators who are creative and who realize the importance of empowering teachers cover their own expenses and conduct their activities at KKG and MGMP.

There are not enough trainers. The trainers are also teachers who also have to teach at their respective schools. They are master/key teachers who have been trained in TOT program. LPMPs have trainers or tutors, but they are also very small in number in comparison with the number of teachers that they have to serve.

In the TOT, the training uses some facilities which are not available in the KKGs/MGMPs. These additional facilities, teaching media, and ICT equipment can help trainers in training teachers to simulate teaching learning activities, to provide and to revise learning materials.

KKGs and MGMPs do not currently function as professional networks for teacher professional development. They do gather problems, but there is little sharing and the focus is on limited topics, such as lesson plan preparation and test item writing. There is little emphasis on teaching strategies and innovative teaching methodologies or best practices that one may have done in his/her classroom. Teachers also have little time to be away from their classes.

- **Who should provide training in preparing facilitators and mentors for KKGs and MGMPs?**

The facilitators and mentors attended TOT at the central government provided by DG of PMPTK and at provincial level conducted by provincial Dinas. LPMPs also provide tutors (*widyaiswara*).

- **What are the characteristics to become facilitators and mentors?**

The facilitators are recruited from master/key teachers, LPMP tutors, and lecturers from higher education. The facilitators and mentors have been trained in TOT at the national level or provincial level.

- **What methods have been used in the training?**

The method used at KKG and MGMP is commonly the method provided by DBE2 that is popularly called PAKEM (active, creative, effective, and joyful learning). In some places, the method is expanded with the word “innovative” and makes the abbreviation PAIKEM.

3. Does the JICA IMSTEP program effectively address teachers’ needs? How and how not?

The Government of Indonesia strengthens the teacher training institutions of the country through technical cooperation with JICA to develop the Mathematics and Science Teacher Education at higher education called JICA IMSTEP for Primary and Secondary Education in Indonesia.

The purposes of the IMSTEP project are:

- To improve the capability of the graduates of the faculty of mathematics and natural sciences (FMIPA) of three universities: Universitas Pendidikan Indonesia (UPI), Universitas Negeri Yogyakarta (UNY), and Universitas Negeri Malang (UM)
- To improve the quality of undergraduate education system in these three Universities
- To improve the Academic Degree of in-service teachers.
- To strengthen the administrative and management system of the three Universities.

The activities are to survey and monitor the current situations at primary and secondary schools, to strengthen the management system for utility and equipment, to improve teaching methods, evaluation methods, curriculum and syllabi, to produce textbooks, manuals, and guides, to install utility and equipment, to hold seminars and workshops, and to publish newsletters and journals.

This project develops teacher professionalism through lesson study using collaborative learning. The procedures consist of planning and preparing lessons, doing open learning and observation, and reflection and feedback.

The team was not able to obtain specific evidence of the effectiveness of IMSTEP, but it is important to note that IMSTEP is part of a progression of JICA programs over time. The original IMSTEP program took place between 1998 and 2003. An IMSTEP Follow-up Program took place between 2003 and 2005. This was followed by the SISTTEMS (Program for Strengthening In-Service Teacher Training for Science and Mathematics), which targeted all junior secondary science and mathematics teachers in three districts and restructured the district-level in-service teacher training by introducing the Lesson Study professional

development process to help teachers examine their teaching practice. JICA, in an Inception Report (May 2009) for the next stage of its program continuum (called PELITA), observed that its programs had achieved a significant result within two years and that the "target districts' ... National End-of-Level Examination average scores have increased" in addition to a shift of teachers' attitudes from teacher-centered to student-centered teaching processes. Scaling up this process and these programs, the team was told, is a problem.

PELITA (Program for Enhancing Quality of Junior Secondary Education), JICA's new program, has just begun and is due to be implemented over a four-year period from March 2009 to February 2013. Its purpose is to strengthen the capacity of national as well as local education administration and schools in order to disseminate and implement participatory school-based management (PBSM) and the Lesson Study (LS) approach. The program is being implemented in six districts and three cities in Banten, West Java, Yogyakarta, East Java, West Sumatera, South Kalimantan, and North Sulawesi.

Conclusions and Comments (Areas for Special Consideration)

Areas that require special attention in relation to the empowerment of the teacher professional development networks (KKG/MGMP) include the following:

- KKG and MGMP need financial support for conducting their activities.
- The number of trainers is too small to serve the huge number of teachers in each province.
- KKG and MGMP can function as teachers learning centers where teachers that have received TOT in Jakarta and in provincial level, for example, or other trainings and skills could share their new knowledge with other teachers.
- KKG and MGMP require good management from the related institutions; LPMP, District DIKNAS, and universities.
- Resource persons are required to regularly run the meetings of KKG and MGMP.
- USAID should consider using the existing well-managed CRCs of DBE2 as a model to support the professional development programs of KKGs and MGMPs.
- There is a need to establish a Center for Effective Schools at a university in each province. One of the functions of such centers could be to strengthen the KKG and MGMP organizations.

D. DEMAND FOR TEACHING EDUCATION

Background

The Government's plan to improve the skills and performance of teachers is widely recognized as the key challenge to improving education quality in Indonesian schools, the outcome of which is improved student performance. The Indonesian government (GOI) has stipulated various policies and programs aimed at improving teacher quality. Those programs are implemented by the GOI and the donors through programs such as DBE (USAID), BERMUTU (World Bank), LAPIS (AusAID) and IMSTEP (JICA).

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 on which the Team focused 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?

With the policies that give incentives to increase teachers' abilities and welfare, questions are raised as to whether the teaching profession becomes more attractive. Are there more high school graduates that are interested to enter academic faculties? If yes, why, and what is the effect on the selection system to enter universities? Will selection become tighter (i.e. more selective) and thereby increase the quality of the students entering the teaching profession? All these questions will be answered based on the results from the field study, questionnaires, and analysis of institutional data.²⁰

Overview of Findings

Is the demand for teacher education changing?

Gap Analysis

- **Quota gap for admissions.** With the implementation of the Teacher Law, more students are applying to education faculties and are willing to become teachers. The GOI sets the admissions quota for each institution. However, the institutions recommend to the GOI the quota for the next academic year.

²⁰ Efforts were made to obtain institutional data from each institution visited, however only three universities returned the institutional data profile form.

- **Quality gap in admissions procedures.** With the increasing number of applicants universities are able to be more selective in the admissions procedures (high quality), or admit a larger number of students into teaching (low quality).
- **Quality gap in the effects of admissions procedures on programs.** For institutions that maintain a quota based on facilities and the availability of “qualified” lecturers, there is no reported drop in program quality, even if the total number of students admitted increases (high quality). However, institutions that admit larger numbers of students as demand increases are hard-pressed to provide the same level of instruction and adequate facilities as they provided for lower enrollments (low quality).
- **Quality gap with respect to certification.** The demand for certification through portfolio of prior learning and experience is increasing. However, the effectiveness of the portfolio as an indicator of what teachers know and are able to do is minimal to non-existent according to all respondents.
- **Policy gap with respect to certification.** The Teacher Law is intended to increase teacher competence, and thereby raise student achievement. However, the portfolio assessment of certification without additional professional development does not contribute to the professionalization of teaching, because it is not associated with raising teacher quality, only with raising teacher salaries. Most teachers who benefit from certification without completing the SI degree are senior teachers who will be retiring in the next five years. This provision contributes to enhancing teacher welfare, but not their quality.
- **Knowledge gap of the impact of the Teacher Law on teacher demand.** While we can state with confidence that the number and quality of students applying for admission to Education Faculty is increasing, it is still too early to determine whether graduates will be better teachers. Another unknown is whether these presumably more highly skilled certified professionals with the SI degree will remain in teaching, or if, as in the case of many other countries, they decide not to teach, or leave teaching within their first five years.

Discussion of Specific Questions

Is the applicant pool for teaching degrees improving?

In most of the universities that were visited, the pool of applications to enter education faculties has increased. However, the response of universities to this increase in applications varies. Some universities have responded by raising enrollments. They accommodate the increase in the number of students by establishing parallel classes and hiring more lecturers. Other universities have responded by maintaining low enrollments according to their capacity of classrooms and lecturers and becoming more selective in the students they admit.

Demand for in-service teacher training is also increasing. This change is related to the Teacher Law that requires teachers to have a minimum of an undergraduate education to be certified. The majority of teachers have only a D2 diploma. Consequently, the new Teacher Law has

increased demand for access to an undergraduate program. Several options have emerged for teachers currently in-service. These include: the regular teacher education programs that are taken part-time for teachers living near a university, professional teacher training in certification, as well as distance education teacher training.

Likewise, the demand for in-service teacher training through distance education is increasing. The State University of Makassar, the University of Muhammadiyah, and the State University of Medan are some of the universities that have been appointed by the government to conduct in-service distance education. Distance education is conducted through various methods such as residential, tutorial visits, and on-line trainings. The Distance Learning Program (PJJ) is supported by the central government directly to universities as well as by at least one donor (USAID). However, most distance education programs are still pilot projects and not available in all districts. In South Sulawesi, these programs are conducted in only eight districts while in North Sumatera these programs are being conducted in thirty districts.

The objective of PJJ is to help teachers, especially those who live in remote areas, to earn an SI degree without having to leave their classrooms. While it is still too early to assess the effectiveness of these pilot projects, issues of sustainability are already being raised. The availability of facilities, infrastructure and expertise to support IT requirements and space are examples of the challenges that will befall universities and local governments if and when donors and the central government stop their support. In addition, it is doubtful that teachers in remote areas will be able to afford to obtain an SI degree through distance education programs without scholarships and other financial support from the GOI. While it is possible that district governments might support distance learning, their support will depend on their budget capacity and competition with other priorities.

Demand is increasing at Islamic state universities as well. Indonesia has about 30,000 Islamic primary and junior secondary *madrasahs* (day schools) and 14,000 *pesantren* (boarding schools), 90 percent of which are private and 10 percent of which receive government funds. These schools are the responsibility of the Ministry of Religious Affairs (MORA) through the director general of Islamic Higher Education (DIKTI). *Madrasahs* are often less expensive than public schools but vary in the quality of teaching.

The comparative advantage of Islamic State Universities is the provision of affordable education tuition fees and the emphasis on Indonesian Islamic humanism. They predominantly provide the teachers for *madrasahs* and *pesantren*. However, they also aim to produce graduates with global competitiveness. Stakeholders interviewed from Islamic State Universities mentioned that they were proud of the fact that their graduates entered both Islamic and government schools as teachers. Hence, leaving aside policy issues, Islamic State Universities could be further supported as international universities to enable them to develop wider networking with recognized universities in the world in areas such as student exchanges, research, and community services.

Currently, AusAID supports the Learning Assistance Program for Islamic Schools (LAPIS), commenced in June 2004 and finishing in December 2009, in Banten, West Java, East Java, Riau, Lampung, South Sumatra, West Sumatra, Bangka Belitung, West Kalimantan, and West Nusa

Tenggara. LAPIS invests in high-impact local and international initiatives, coordination with existing Australian projects relevant to the Islamic education sub-sector, establishment of synergies with other donor initiatives, and the establishment of strategic interventions including teacher improvement. LAPIS has prioritized the need to assist 805 Islamic schools.

The LAPIS-PGMI component supports the development of seven educational faculties and their departments of primary education to develop the new degree level primary teacher education course. The universities in the LAPIS-PGMI consortium work closely with 81 *madrasahs* to support the placement of student teachers and provide contextual settings for both lecturers and student teachers (including school-based management, pedagogy, the provision of textbooks, library development, basic English language training, and alternative income generation). APIS-PGMI has 81 partner *madrasahs* in East Java, Lombok NTB, and South Sulawesi. Teachers that have followed LAPIS-PGMI indicated that the program was very useful, particularly the sessions on teachers' self-development.

What is driving the increase?

Our research included surveying of 111 students from 10 institutions on their motivations or other reasons for choosing academic faculties and their intentions to become teachers. With the increase of the pool of applicants who want to enter education faculties, it shows that with the various incentives of the government, the teaching profession is becoming more attractive, particularly to young people.

Based upon institutional responses, the increase is mainly due to higher salary and more opportunities to enter teaching profession. Results from the field research indicates that students' motivation to apply for admission to the teaching faculty is their perception that they will have a greater opportunity for employment when they graduate, they will receive a higher salary, and a desire to be a teacher. Besides financial motivation, the career survey also shows the following reasons:

1. Teaching was an ambition / a dream
2. To share knowledge and educate people
3. Teaching is a noble profession
4. To serve the nation/community
5. To improve the quality of education

Are there more and/or better qualified applicants to education?

Candidates for teacher education have improved for pre-service teachers. This issue can be demonstrated by increasing scores on admissions tests as well as the competitiveness that becomes stronger because the number that is accepted becomes less compared to the number of high-school graduates that apply. For example, in one university visited (UNM) the quota of students accepted is kept low due to the limits in facilities and faculty. The lower quota enhances the quality of the incoming students (i.e., the number of applicants is increasing, but the number of students accepted is controlled, allowing the university to be more selective in its admissions). Higher quality students, higher ratio of applicants to acceptance, and lower

student faculty ratio all enhance institutional competitiveness to receive external funding from the government and private sector, which more than compensates for the loss of income from low enrollment and smaller class sizes. The university's rector declared their desire to become an internationally recognized higher education institution, but expressed the need for support for lecturers outside of the country for the S3 degree as well as for linkages with other universities in the United States.

Are TTC's more selective?

Admissions criteria are established by each institution and vary by institutional mission and priority. For example, the requirements of accepting new students at the State University of Makassar include passing a three-part entrance exam that assesses the student's academic, subject study, and talent potential. In State Islamic University, the requirements to accept a new student are the ability to read and write Al-Quran, a minimum height of 150cm, and passing the written as well as the interview tests.

As indicated above, responses to the increased demand vary by institution. In several universities (e.g. UNM, UNESA) the requirements for students to be accepted have increased. For instance, at UNM the percentage of students admitted has dropped from 90 percent of applicants being admitted before the Teacher Law to 25 a ratio of 1:7 in 2008. However, we also found examples of universities substantially increasing enrollments, which makes it harder to argue that all TTC's have become more selective.

What is the impact of the teacher certification provision of the Teacher Law on teacher quality?

The Teacher Law of 2005 stipulates all teachers must be certified by 2014. All universities visited are conducting teacher certification by assessing teachers' portfolios. Assessors consist of lecturers from several universities as well as others drawn from LPMP and P4TK. To be certified, a teacher should obtain 850 points. Those who are not able to achieve the minimum score are required to follow an eight-day workshop²¹ to remediate areas of weakness and satisfy minimum standards for certification. In practice not all teachers are able to meet these requirements. For example, among 80 teachers that applied for certification in the Alaudin Islamic University, only 20 teachers fulfilled the requirements, while the remaining teachers followed the eight-day workshop. Of the sixty teachers who followed the workshop, forty teachers passed the final test conducted at the end of the eight-day workshop and were certified. Portfolio assessors believe that teachers who complete the workshop training in addition to the portfolio and pass the final test are better qualified and improve their teaching more than teachers who earn certification by passing the portfolio alone.

Besides providing certificates for in-service teachers, universities are now providing the teaching professional certification at the end of pre-service preparation. College/ University students are allowed to teach only after they complete SI qualifications and earn their teaching professional

²¹ The number of days and hours varied by institution. Most provide between 80 and 90 hours in one to two week formats.

certification. The placement of the coursework leading to teacher professional certification varies by institution. In most institutions, the coursework is integrated with the SI qualification coursework. In one institution (UNM), the SI qualification requirements are completed first, followed by the teacher professional certification coursework (post baccalaureate certification). The tradeoff is that the integrated program qualifies teachers more quickly, while the additional year of professional studies increases students' subject matter knowledge. Regardless of whether the professional teacher certification occurs during the undergraduate programs or afterwards, they all require two-semester of coursework. The main contents of the two-semester coursework are teaching practice and teaching methodology.

It is still too early to reliably assess the impact of teachers' qualification and certification on teacher quality improvement. However, several teachers who have already been certified mentioned that an increase on the students' scores on the national exams is a sign that raising teacher qualifications and requiring certification is leading to improvements in student performance outcomes.

What percentage of TTC graduates enter the teaching profession?

The assessment team found that essentially universally, teacher training institutions had no data that tracked graduates; this is a shortcoming that perhaps USAID might consider addressing. The Student Survey that included 111 respondents from ten universities revealed that 80-90 percent of Education Faculty students plan to enter the teaching profession upon graduation. The survey found that teaching is especially attractive for women graduates in a society that maintains the traditional female role in the household. Those who do not entering the teaching profession usually have their own businesses, or apply for jobs as public officials in other fields and in private companies.

Conclusions and Comments (Areas for Special Consideration)

- Areas that require special consideration include the following: Limit enrollments to highly qualified students entering pre-service teacher education.
- Improve the current system of institutional accreditation to enhance the focus on teacher quality in pre-service and in-service programs.
- Use performance standards for teachers and the indicator frameworks to drive the curriculum, accreditation, and certification processes.
- Support distance education for teachers in remote areas by expanding and sustaining over the long term the best practices from current pilot projects.
- Introduce on-going professional development post certification (i.e. induction).
- Standardize the admissions criteria and professional teaching requirements in pre-service teacher education.
- Study the impact of raising teachers' qualification and certification to determine the impact they are having on teaching performance.
- Plan for the large increase in demand for qualified teachers that expected to begin in 2014 with the retirement of senior teachers.

IV. LESSONS LEARNED

GOI Teacher Training System

- 1) **No System Gaps.** Despite the gaps in implementation outlined in this report, when viewed as a teacher training system, there do not appear to be major gaps in the overall Indonesian system of teacher training. Most of the elements considered essential to training and improving teachers appear to be in place, and there are no major new areas that need investment. One possible exception is the area of performance standards for teachers. The system has various teacher standards that are mostly broad concepts and teachers are seldom held to any performance standards. AusAID is supporting the Indonesian National Educational Standards Agency (BSNP).
- 2) **In-Service Teacher Training System Underfunded.** The in-service teacher training system is badly underfunded, and many key institutions (such as LPMP) are providing limited and not entirely useful services to a huge population of districts, schools and teachers. In any given year, the LPMP in a province provides in-service teacher training opportunities for fewer than one-half of one per cent of the teachers in the province. Key in-service teacher training institutions like the LPMP are consumed by the certification of teachers and their new quality assurance role. Even well-resourced programs, such as the Decentralized Basic Education (DBE) or the Better Education through Reformed Management and Universal Teacher Upgrading (BERMUTU) programs, are working with a small fraction of the districts, schools and teachers. Available resources are far too thin to achieve short-term impact.
- 3) **Limited, and/or Not Well Trained, Personnel.** It appears that the Government of Indonesia (GOI) has established systems (such as KKG, MGMP and LPMP) without adequately staffing or building the capacity of those employed to operate these systems. KKGs, MGMPs and LPMPs have the mandate to improve the quality of teachers but not enough personnel or adequately trained trainers or managers to carry out the mandate.
- 4) **Too Many Objectives.** The GOI objective of certifying teachers and enhancing pre-service training in the long-term and providing in-service training opportunities in the short-term are comprehensive and laudable. Moreover, they are probably necessary to overcome the legacy of the past and improve the quality of basic education. Nevertheless, many activities are not well done and/or are making a very marginal impact. The lack of resources spread over many activities will worsen in the short- to medium-term as the wage bill for an increasingly certified teacher work force consumes huge amounts of MONE resources.
- 5) **Coordination and Follow-Up are Poor.** Coordination to achieve a common goal appears to be a problem throughout the teacher training system. Pre-service and in-service programs seldom communicate between themselves. In-service teacher training program providers seldom follow-up with the teachers they trained. Donor-sponsored teacher training programs are often not coordinated with GOI (central, provincial, district) programs and objectives. The more successful programs give a management role to the GOI at all levels.

- 6) **Seedlings to Saplings.** The system has a number of promising, innovative initiatives that can be encouraged to grow from seedlings into saplings, especially in universities. Some institutions are developing effective links with schools and/or have developed *Centers for Effective Schools*. USAID could also consider experimenting with providing resources to selected LPMPs to see if and how effective they might become when compared with universities. Rather than going to scale too soon, USAID should consider focusing on pilot programs that share good practice, and developing agents of change to disseminate good practices to service providers. It is far too ambitious to expect or claim student learning gains in a five-year USAID program; investments in teacher training are necessary and important factors for achieving student learning gains but not sufficient alone.
- 7) **Practical Classroom Experience.** A wide variety of needs were expressed by stakeholders and many are important, but pre-service and in-service providers, teachers and principals interviewed emphasized the need for practical technical assistance and materials that are not currently readily available in Indonesia. Although university professors/lecturers are not always up-to-date in classroom realities or best practices, in many areas universities are the only or best agent to disseminate best practices and bring together the supply and demand of teachers. Courses should have well designed materials, trainers that are experienced practitioners, programs that are participative and practical, and linked to school management, community participation, and district governments.
- 8) **Tool Kits.** It appears that there are a number of policy areas that USAID could assist the GOI to address through providing high-quality local and international technical assistance. For example, the GOI does not have high-quality teacher performance standards and a performance monitoring system that ensures teacher quality. The current accreditation system does not work. As it stands now, teachers may be certified but, aside from a requirement of 24 minimum hours worked, there are no standards or system to monitor the performance of the newly certified teachers and no system to monitor and assess classroom performance.

USAID's DBE Program

- 9) **Build upon the Success of DBE.** There are a number of DBE successes in school and district management, student-centered methods and materials, and junior secondary and life-skill training. These core areas should be the basis for future activities but USAID should be cautious about going to scale too quickly.
- 10) **Better Coordination.** Although DBE has produced some fine products and expanded the use of good school and district management practice and student-centered learning methods, stakeholders continue to complain that the DBE is uncoordinated with inputs that are not well linked or sequenced between DBE components.
- 11) **The Magic is Gone.** Because the coordination between DBE components is not effective, the synergy of linking good management and governance practices with good teaching methods and materials seems to be lacking. Currently, the exceptionally important interaction with local government appears to be isolated from DBE2 and DBE3.

- 12) **Humpty Dumpty.** USAID should consider putting DBE1, DBE2 and DBE3 back together again at the provincial level (one contractor does all three components in one province). In addition, USAID should consider dropping the “Jakarta at the Center” management model and decentralize the program to the provincial level. USAID should focus its resources in a limited number of provinces and districts if it hopes to achieve short-term impact.
- 13) **District Level Focus.** USAID, and its implementing partners, should work at the provincial level to establish an engine of change, such as a *Center for Effective Schools* at a university to implement programs at the district level. Among other things, the implementer and the center should work to:
- a. Improve the articulation between teacher training agents;
 - b. Establish better coordination among donors and GOI institutions aimed at common goals;
 - c. Reinforce and complement the World Bank’s BERMUTU program;
 - d. Reform policy and fiscal management to provide resources to districts solely for teacher training so that districts can “demand services”;
 - e. Establish innovative and sustainable programs within the existing GOI teacher training system; (e.g. establish model schools of best practices that are located in real communities in each target district.
 - f. Focus on developing programs customized for the province and districts, with a Whole District Approach, that feature useful and manageable products such as tool kits, policy analysis, and/or performance monitoring systems aimed at supporting KKG, MGMP, and MKKS at cluster schools.
 - g. Strengthen LPMP as a quality assurance institution.

V. STRATEGIES AND APPROACHES FOR IMPROVING TEACHER TRAINING IN INDONESIA

Of all the gaps identified in this analysis, the "Strategy to Performance Gap" is one of the most difficult to overcome. There are many reasons for this including inadequate or unavailable resources, poorly communicated strategy, actions that are poorly defined, inadequate performance monitoring, uncommitted leadership, and unclear accountabilities for execution.

Learning from best practices and lessons learned, the team proposes the following strategies and approaches and, in striving for clarity, have provided a diagrammatic snapshot of how improvements in teacher quality could occur (see Diagram 1). The overall strategy and approach calls for attention and focus at several levels.

At the national level USAID must collaborate and coordinate more closely, directly and through its contractors, with MONE and MORA, as well as with other donor efforts (e.g. JICA's PELITA program and Lesson Study efforts; BERMUTU, and, for Islamic education, the LAPIS program supported by AusAID). The size of the educational challenge calls for focused donor collaboration as well as alignment and harmonization efforts with the Government of Indonesia patterned on ideas from The Paris Declaration.

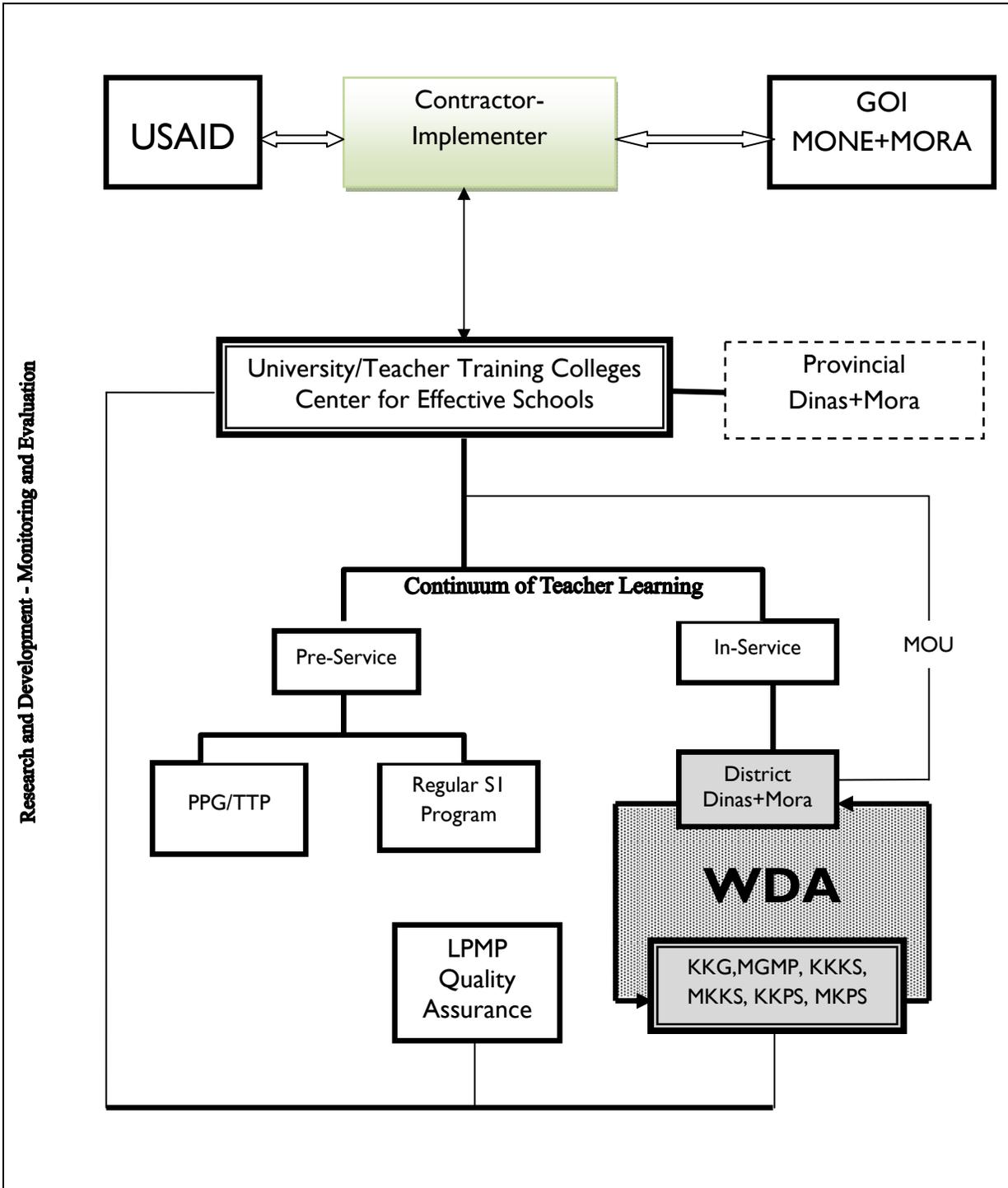
At the provincial level, a key entry point would be through universities, and especially through the proposed Centers for Effective Schools attached to them in each province. The new role of the LPMP as a quality assurance institution is also an entry point at this level for teacher quality improvement. Strategically, and for more concentrated effectiveness, contractors should also focus, in operational terms, on the provincial level with continuing but much more collaborative efforts. Instead of channeling funding through separate contractors to implement separate educational management and governance and teacher quality improvement efforts, fund all the efforts in each province through one contractor, with adequate funding and staffing for maximum impact.

A key to the overall strategy is to support programs that foster a *continuum of teacher learning* from pre-service and in-service training, with prior needs assessments and follow-up after trainings, true supportive mentoring, and monitoring and evaluation that includes active and timely feedback loops to all concerned stakeholders.

At the Provincial and District levels, we recommend that the overall strategy emphasize a "Whole District Approach" (WDA) (see Diagram 2) in which the focus is on improving all aspects of education in a district, working through the Dinas and Tendik (the teaching staff division), with quality assurance assistance from the LPMP, funding and support from the Provincial Dinas, and subject matter training and materials support from the relevant P4TKs, all working through and building the capacity of professional networks such as KKGs, MGMPs and others, and programs linked to the schools and to teachers and principals. More details on the stages of this approach appear below. A WDA approach offers greater focus and concentration of efforts on the many elements that must be linked to provide effective teacher

development and, most importantly improved student learning and achievement. This approach is also described below in more detail:

DIAGRAM I
Improving Teacher Quality Programs



The flowchart (Diagram 1) shows that USAID as the donor or sponsor will collaborate with another party acting as a contractor to implement the program in coordination with GOI consisting of MONE and MORA as the entry points. The selected contractor shall collaborate with teacher training colleges (TTC) as implementers at provincial level. The TTCs then coordinate with provincial DINAS and MORA to discuss and seek for effective ways in implementing the program.

There are two main tasks of the TTCs to perform, namely pre-service and in-service training.

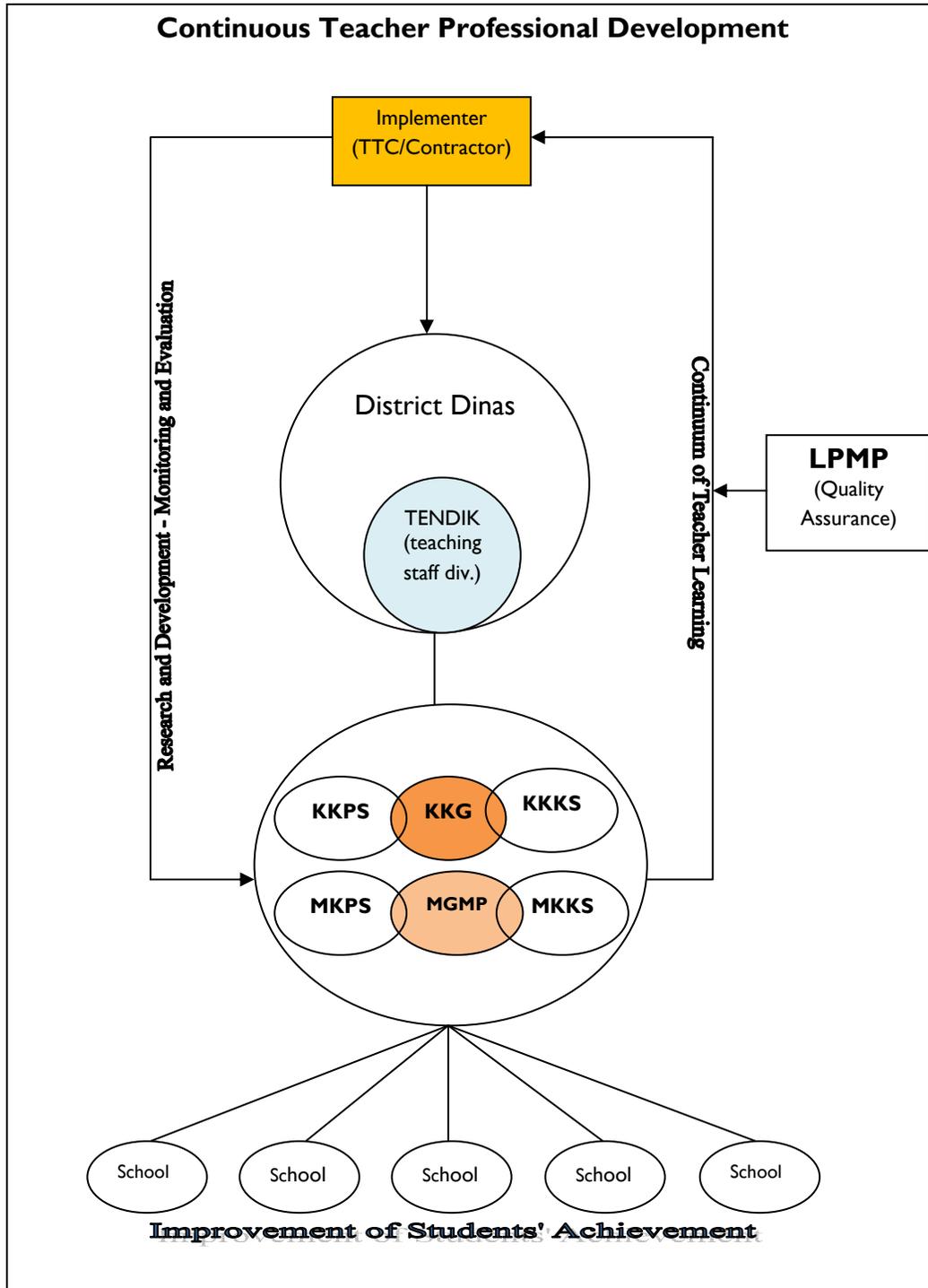
For pre-service training, TTCs will run undergraduate (SI) program in teacher training education and PPG (*pendidikan profesi guru/professional teacher education*) that is a one-semester or one-year program after graduating from SI.

For in-service training, TTCs will run teacher qualification upgrading and non-qualification professional development (e.g. short trainings, workshop, and mentoring). In regard to the latest one, TTCs in cooperation with district DINAS and MORA will implement the program by focusing on strengthening KKGs and MGMPs at each cluster. The relevant P4TKs may also be involved in providing subject matter expertise, materials, and training, as needed.

At the district level, the implementer will use a whole district approach in implementing the program; meaning that all teacher working groups in the district are involved and all closely relevant and related stakeholders are empowered to support the program.

LPMPs will play their main roles to perform quality assurance in various proper ways, such as monitoring and evaluation. The result of the monitoring and evaluation will become input for TTCs to improve their activities.

DIAGRAM 2
The Whole District Approach of In-Service Teacher Training



The Whole District Approach (WDA) for In-Service Teacher Professional Development

WDA is an approach that tries to proportionally engage and involve all relevant institutions and stakeholders in the working-group based in-service teacher professional development. The approach has nine stages:

- (1) the introduction (socialization) of the programs to the district legislature of education division and relevant officials of district government,
- (2) a capacity-building program for the relevant officials who are expected to directly be involved in the program,
- (3) a capacity-building program, especially on needs assessment and organizational management, for all chairpersons of teacher working groups in the district,
- (4) a program designed by each teacher working group based on their need assessment results,
- (5) the execution of teacher professional development programs in each cluster by each working group under control of an implementer (e.g. LPTK and contractor) and direct coordination of district and sub-district Dinas,
- (6) capacity building on academic supervision of teaching performance for school supervisors and principals,
- (7) mentoring and monitoring by personnel in charge,
- (8) quality assurance by LPMP, and
- (9) reflection and follow-up by all relevant institutions and individuals.

This initiative, by empowering all relevant stakeholders, would involve these stakeholders in a comprehensive understanding of the programs and can easily incorporate them into their agenda and budgeting plan. This comprehensive whole district approach also has the potential to sustain the programs after the nine stages have been completed.

The Whole District Approach (WDA) can be viewed as a kind of district-level capacity-building in cooperation with a Teacher Training College, LPMP and district government/Dinas. The approach is basically to choose one district and having all schools within the district to be the target of a program intervention. This means that relevant institutions and personnel in a district should get involved to various degrees and would share the responsibilities of making the program successful, with particular attention to the responsibility of keeping the program sustainable once the project is over. With such an approach both the stakeholders would be more likely to have the same perceptions of fund allocation in sustaining the program since it is designed for all schools in the district. If the program is successful the district would become a model, making it easier to replicate by other districts and by other donors. .

The Whole School Approach: Ramifications

The whole school approach is one in which a training package is designed to involve school principals, teachers, school supervisor, Dinas officers, parents and other stakeholders based on their roles and functions within the school management. Every stakeholder understands the objective of the training and how each of them should play their roles in the school management when a teacher or school principal applies what they have learned in the training. In other words, teachers will be supported by the school principal and other teachers and the

wider school community is instrumental in the effective implementation of the training (everyone gets on the same page).

This approach needs well-sequenced and coordinated activities at the school level. With such an approach every stakeholder feels that they are part of the program and are responsible for the success or failure of a program. This approach has shown great success when applied by DBE1 and DBE2 at primary schools.

Constraints of such program may be because the program will be more complex with a larger scope training program as well as a larger number of people to be trained, and of course longer time periods and greater costs.

Enclaves of Practice

In keeping with the strategies and approaches noted above, the strategy of focusing on "Enclaves of Practice" (Cannon and Arlianti, 2008) or areas where there seems to a concentration of innovative efforts and practices, would seem to offer an effective way to build on creativity and energy in a specific geographical area. Malang has been noted as one such area but others may also be identified.

There are three simple premises to the teacher development continuum as proposed here:

- What teachers know and can do is the most important influence on what students learn.
- Recruiting, preparing, and retaining good teachers is *the central strategy* for improving schools.
- School reform cannot succeed unless it focuses on creating the conditions under which teachers can teach ... and teach well.

VI. RECOMMENDATIONS

The purpose of this analysis of pre-service and in-service teacher education and professional development in basic education in Indonesia is to examine what aspects of teacher training are most and least effective and what strategies and investments could be employed to ensure improved educational quality, better alignment with the GOI's plans and priorities, and greater student achievement. The analysis is also intended to explore strategies and interventions that can be used to address problems that impact teacher training and hinder improved student achievement. Based upon the preceding analysis, the following are recommendations to USAID.

First, USAID should strengthen existing teacher education institutions. While there are many stakeholders involved in improving teacher quality, the teacher training institutions have the most comprehensive engagement in both pre-service and in-service teacher education and professional development. To achieve the objective of strengthening existing teacher education institutions, we recommend the following actions:

- Establish and support a *Center for Effective Schools* in each province in a lead teacher education institution, as well as other centers of excellence such as the Center for Inclusive Education in Malang.
- Increase the capacity of teacher education lecturers and staff, including improvements in their bilingual capacity, and engagement with international networks for improving teacher quality. With appropriate support, an important locus for the capacity development of lecturers would be each *Center for Effective Schools* at targeted universities. These Centers, among other things, would provide lecturers with opportunities for research and the development of teaching skills and knowledge through professional guidance and training programs that address weaknesses identified by students and the lecturers themselves. The Centers would also complement the PPG (Pendidikan Profesi Guru or Professional Teacher Education initiative of MONE.
- Improve the facilities of teacher education institutions, particularly their ICT facilities, libraries, laboratories, and classrooms.
- Establish professional development schools or laboratory schools located in real communities that reflect the challenges of teaching and learning within each district. These laboratory schools should be models of best practices and places for pre-service and in-service training.
- Introduce on-going professional development post-certification (i.e. induction) for beginning teachers.
- Expand and support current training programs at each point along the continuum of teacher learning, which includes pre-service, induction, preparation for master/key teacher, preparation for headmaster, preparation for supervisor, etc.

- Standardize the admissions criteria and professional teaching requirements in pre-service teacher education.

Second, in coordination with MONE and MORA, USAID should strengthen existing institutions and organizations, principally teacher training colleges plus selected P4TKs, which are engaged in providing in-service professional development. As the report observes, the policy structure for teacher quality, is comprehensive, but not yet well coordinated or articulated so that the total system operates effectively and harmoniously. To achieve the objective of strengthening in-service institutions and organizations, we recommend the following actions:

- Locate the nexus of activities at the district and provincial levels by adopting what we refer to as the “Whole District Approach.” A major advantage of the Whole District Approach integrates all levels of the education system (national, provincial, district, and school) across the continuum of teacher learning (pre-service, in-service, advanced professional training) and is integrated by research and development on one hand, and the range of quality assurance activities on the other.
- Continue to strengthen distance learning programs including: facilities, programs/software, content, and capacity building.
- Improve the facilities of in-service teacher training institutions, particularly their ICT capacity.
- Provide technical assistance to strengthen the management and effectiveness of the KKG and MGMP.
- Support distance education for teachers in remote areas by expanding and sustaining over the long-term the best practices from current pilot projects.

Third, USAID should strengthen and enable the accountability system that is being put in place. We conclude that there is, at this time, no functioning teacher performance assessment system to regulate teacher education curriculum, certification criteria, or professional development program objectives and outcomes. Recently, in a positive step forward to strengthen the accountability system, the GOI has established eight national standards and is in the process of producing indicator frameworks for assessing teacher performance. However, they have not yet been implemented. To enable the accountability system that is being put in place to work and to strengthen its weaknesses we recommend the following actions:

- Improve the current system of institutional accreditation by using the standards and indicator frameworks to ensure pre-service and in-service teacher education programs by design and in practice are in alignment with the teacher competency standards.
- Improve the current system of teacher certification to ensure all candidates regardless of pathway (pre-service, in-service, portfolio) meet the competency standards for what teachers should know and do.
- Strengthen the role of the LPMP to focus on quality assurance at the provincial and district levels by increasing the capacity of their management and staff to be able to develop

benchmarking and other monitoring and evaluation instruments. The LPMP also needs support to disseminate models of best practices to districts, schools and teachers; to collaborate with the PMPTK at the national level and the Center for Effective Schools and Districts (e.g., WDA) to map teachers' competencies and professional development needs by district.

In addition to analyzing the teacher education system in Indonesia, the report also provides an analysis of USAID's programs in the sector and makes the following recommendations for improvement:

- Improve coordination of USAID efforts across implementers. USAID's initiative has been based on a comprehensive approach to school improvement, but the implementation has been fragmented, divided by various implementers, and implemented in phases. For example, school management should not be separated from reforms in teaching and learning methods. Our recommendation is that these various parts need to be reconnected.
- Improve collaboration with other donors, particularly the World Bank (BERMUTU), JICA (Lesson Study), and AusAID (LAPIS).

VII. INVESTING IN TEACHER EDUCATION IN PAPUA: A SPECIAL CASE

The purpose of this special section of the report is to provide USAID with a contemporary assessment of teacher training needs in Papua and information on options for investing in the sub-sector as part of the 2010-2014 Country Assistance Strategy. It is, however, only a brief snapshot of teacher training in Papua, based on a limited set of interviews and observations with about 50 people and eight teacher training institutions, government offices and primary and junior secondary schools.

Context

Papua (the Indonesian northern half of the island of New Guinea) is the largest province in Indonesia, with about three times the area of Java. However, it has a population of only about 2 million people, making for one of the lowest population densities in the archipelago. Notwithstanding the relatively small numbers of people, annual population growth rates are high (about a 48 percent increase in the last decade) with a large in-migration of non-indigenous Indonesians, especially in the larger towns. It is estimated that within a few years Indonesians who are not indigenous to Papua will be the majority population (and, in the process, effect a change in faith of the majority to Islam). The culture of Papua is ethnically diverse, and language, social structure, leadership systems are closely related to the four ecological zones of the country. Most of the indigenous people live in the Central Cordillera, which averages over 3,000 meters and has a series of snow-covered peaks over 4,600 meters. Over half the province is very convoluted, with steep slopes of greater than 40 percent.

Recent economic growth rates have been high, averaging over 10 percent per year, particularly in the mining sector. Papua has large potential deposits of gold, copper, natural gas and oil and mining generates almost 75 percent of Papua's domestic product, with fisheries and forestry also prominent industry sectors. Plans for conversion of the rainforest to oil palm and bio-fuels may cause climate change and disenfranchise indigenous Papuans from their traditional landscapes and lifestyles. Only about 10 percent of the population is engaged in wage and salary employment, and about a third of that work force is employed by the education sub-sector.

Taken together, these circumstances – many which are changing rapidly – have disadvantaged indigenous Papuans, whose sphere of influence is declining and whose regions are impoverished within an otherwise potentially wealthy area. Diseases like, malaria, tuberculosis, HIV/AIDS and high infant mortality seriously impact the health of ethnic Papuans. Poor educational opportunities limit participation in the modern economy and encourages welfare dependency and alienation and is fueling social disfunctionality. Papua is rapidly evolving into a two-tiered society where urban middle class indigenous Papuans and non-indigenous Papuans are prospering, while rural indigenous Papuans fall further and further behind.

Education in Papua

Although Papua has made significant strides in increasing access to educational opportunities, the quality, equity and relevance of education in Papua appear to be problems. At independence from the Dutch, Papua had few schools, and most of those were run by missionary groups and provided only a basic education of three years. Over the last forty

years, the number of schools has expanded rapidly, especially in urban areas where basic education increasingly became available through secondary school. Despite this progress, there are a number of problems and issues with basic education in Papua, including, among others:

- About 70 percent of indigenous children live in remote rural communities with few, if any teachers;
- Teaching conditions in rural and isolated areas are poor with no housing, shortages of food supply, poor sanitation and lack of clean water;
- More than 70 percent of the 25,000 teachers in Papua are under-qualified (do not have SI level or university degrees);
- There is high teacher absence in rural schools;
- School dropouts are high and both highland and coastal peoples are involved in migrations (highland - slash and burn agriculture; coastal – following fish migrations) making the provision of education services difficult;
- Little administrative support (teachers, equipment, materials, books) is provided for interior, coastal, remote and isolated areas;
- Class sizes for remote and isolated areas are often very small and pupils must travel long distances to school and/or work to support their families;
- The quality of education outside of urban areas is very poor, especially in reading, languages, math and science, within urban areas on par with rest of country (mediocre to poor);
- Importance of education to many communities is low, especially since there is high unemployment and underemployment among secondary school graduates;
- On the other hand, urban schools visited in Jayapura were similar to primary and junior secondary schools visited in other parts of Indonesia with apparently good teachers, very engaged and energetic principals, and decent management support coming from Dinas.

Entry Points for Possible USAID Assistance to Teacher Training

University of Cendrawasih (UNCEN)

UNCEN is the only tertiary level institution offering teacher education in Papua. The School of Education at UNCEN has 170 lecturers, in which 75 percent are S2 graduates, 10 percent are S3 graduates, and the rest are S1 graduates. This school has been partnering with DBE2 in conducting teacher training. The school consists of four department with 13 study programs, namely: (1) Counseling and Guidance, (2) Kindergarten Teacher Education (PGTK), (3) Primary School Teacher Education (PGSD), (4) Sport Education, (5) Math Education, (6) Physics Education, (7) Chemistry Education, (8) Biology Education, (9) Indonesian Language Education, (10) English Education, (11) History Education, (12) Geography Education, and (13) Civics Education (PPKn).

The PGSD program has about 500 students and 18 lecturers. PGSD has been conducting the pre-service S1 regular program and a HYLITE program. The HYLITE is a distance learning program and intended to qualify D2 graduates for S1 certification. The delivery is done in combination with residential, module, and computer-based systems. The residential program is done twice a semester in three weeks modules. The learning materials were developed by the LPTK consortium with the budget from DIKTI. PGSD has also been sending lecturers to attend training on PAKEM (active learning) both in Makassar and Jayapura. The PGSD curriculum includes multi-grade class (*pembelajaran kelas rangkap*) and inclusive education (*pendidikan anak berkebutuhan khusus*).

Findings:

- The Dean of the School of Education, who, however, is about to retire, and younger faculty were very engaged, while older faculty members were lackluster.
- Faculty self-appraisals suggested needs in improving lecturers' qualifications especially at the S3 level but also in terms of pedagogy and subject matter areas;
- The University not well maintained, suggesting a need for training in University management and systems;
- University personnel claimed needs for library, laboratory, ICT and micro-teaching facilities;
- Many claimed that balance between theory and practice needs to be addressed with more focus on practical application.

LPMP

The LPMP in Jayapura was an attractive, well-maintained campus that is apparently vastly under-utilized. Officials at the LPMP maintained that fewer than 1,000 teachers were trained each year out of a possible 25,000 in the province. The recruitment of teachers for training is done by the district Dinas and the training by LPMP focuses on the subject matter for national examination. The LPMP uses the modules produced by the central government and has no other source of materials. According to the LPMP officials, the KKG/MGMP forums are weak because there are very limited funds available for in-service training and/or training at the KKG/MGMP level.

LPMP Suggestions for assistance

- Need for technical assistance for capacity building both in content and pedagogy for LPMP instructors;
- Need for facilities (although the facilities appeared to be more than adequate)
- There should be follow-up in schools after the LPMP training to assure that what have been trained is implemented;
- Need best practices in practical training models;

- Need more training for school supervisors and principals.

Provincial Dinas

The Provincial Dinas claimed that there was a shortage of teachers. In many areas there are schools which only have one to three teachers, and teachers are not well distributed across the province. To overcome the shortage, the Provincial Dinas has established a Teacher Training College (TTC) which provides the equivalent of a D2 program. The TTC has branches in four different districts, namely Merauke, Timika, Nabire, and Sorong. The curriculum was designed based on local needs and the instructors consist of teachers who are SI graduates. The students are recruited from local communities; once they graduate from the program they are expected to return as teachers in their indigenous primary schools. These teachers also are expected to play a role as community and religious leaders and health practitioners. The TTC has produced about 300 graduates over the last two years. The funding for infrastructure has been provided by the provincial government and operational costs have been provided by the district government. Other issues raised by the provincial government officials included:

- Low teacher quality, with about 80 per cent under-qualified in rural areas; and
- In response to a need to reduce the number of dropouts in rural areas, the provincial government has established “small primary schools” program consisting of the first three years of schooling, with the graduates of these small schools sent to residential schools for years 4, 5, and 6.

District Dinas

There are about 3,000 teachers in Jayapura; about 2,800 of them are civil servants with 70 percent female teachers. The District Dinas trains about 300 a year. In conducting training for teachers, Dinas involves UNCEN, LPMP, supervisors, and key teachers. The District Dinas, however, maintained that the monitoring and evaluation of their training is weak and is an area they would like to improve. In addition, the District Dinas has not done training for school supervisors in more than two years and needs to improve the performance standards and indicators of good supervision. The District Dinas also indicated that they need to develop indicators for monitoring and ensuring the quality of certified teachers. Other areas cited by the District Dinas for improvement include:

- improvement of teacher quality in terms of subject matters and teaching methodology;
- capacity building especially in school management for school principals; and
- mapping of teacher competencies in specific subject matter areas.

Conclusions and Recommendations for Papua

Overall, the pre-service and in-service teacher training system in Papua is relatively weak. There is only one institution offering pre-service training and only a few organizations offering in-service training opportunities. The pre-service teacher training institution (UNCEN) may be a better institution than it showed in our single visit, but it appeared to need a good deal of capacity building in terms of university management and technical skills before it can become a strong agent for change in pre-service teacher training. The LPMP had eager people who

appeared to know their limitations and the limitations of teachers and had good suggestions for addressing in-service teacher training issues. The LPMP, however, was focused on the certification of teachers (in line with MONE priorities) and until the certification of teachers is complete in five years or more it appears that it is unlikely that the LPMP will have the resources or the focus on in-service teacher training to make much inroads into upgrading teachers. The Provincial and District Dinas have very small pre-service or in-service teacher training programs that appear worthwhile but, by themselves, they will have little impact on teacher training.

It would appear that any investment course that USAID should take in Papua depends in large part on the objectives it wishes to achieve.

If the objective of the USAID program in Papua is a “pro-poor” program focused in the indigenous people, USAID may wish to explore working closely with the Provincial government and its teacher training college program focused on training indigenous people to become teacher/health/community leaders in remote areas.

If USAID’s objective is to provide more generalized support to teacher training in Papua, USAID may wish to:

- Provide institutional capacity support to the few institutions that are working in pre-service and in-service teacher training in Papua, including UNCEN and the Provincial LPMP;
- Improve the articulation and coordination between the existing agents for teacher training in Papua, including UNCEN, the LPMP, and the Provincial and District Dinas;
- Upgrade the faculty of the UNCEN and LPMP, especially in their ability to offer high-quality, practical pre-service and in-service training programs to the teachers of Papua;
- Continue to introduce UNCEN and the LPMP to the very good products of the DBE 1, 2 and 3 programs;
- Establish a *Center for Effective Schools* at UNCEN or the LPMP so that its focus is on one or both of these institutions. Use the *Center for Effective Schools* to develop customized tool kits, policy analyses, performance monitoring systems, and other products aimed at supporting teachers or groups of teachers (KKG/MGMP) to help themselves;
- Explore ways to work with the World Bank’s BERMUTU program, AusAID and other donor programs to maximize the use of resources and impact of the USAID program.

ANNEXES

ANNEX I: SELECTED LIST OF DOCUMENTS CONSULTED

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ANNEX 2: LIST OF INDIVIDUALS INTERVIEWED

ORGANIZATION	NAME	POSITION
JAKARTA		
USAID	Dan Moulton	DBE Expert
	Thomas Chesney	DBE Expert
	Stuart Weston	DBE Expert
JICA	Masuda Tomoko	JICA Expert
	Shuhei Oguchi	Education Evaluation/School Management PELITA (Program for Enhancing Quality of Junior Secondary Education)
World Bank	Andrew Ragatz	Expert
	Siwage Dharma Negara	Research Analyst, Education
	Ritchie Stevenson	Education Expert, BERMUTU
	Dandan Chen	Senior Economist
AusAID	Diastika Ranwidiati	Program Manager, Education
UNICEF	Angela Kearney	Representative for Indonesia
	Neven Knezevic, PhD	Project Manager, Mainstreaming Good Practices – Basic Education
	Jiyono Jiyono	National Office for Education
Cardno Acil	John Pettit	Program Manager, Professional Development of School Supervisors & Principals
Cardno Acil	Vivien Casteel	Senior Education Advisor (Educational Quality Assurance and Improvement)
Sampoerna Foundation	Ron Perkinson	CEO/President
	Kenneth J. Cook	Institute Director, Teacher Institute
SOUTH SULAWESI		
Muhammadiyah Islamic University (UNISMUH)	Dr. Irwan Akib, MPd	Rector
	Rahman Rahim	Vice Rector 1
	Darwis Muhdina	Vice Rector 3
	Erwin Akib	Vice Dean, Faculty of Education
Islamic State University of Makassar (UIN)	Prof. Dr. Azhar Arsyad, MA	Rector
	Dr. Abdul Karim T, MAg	Vice Dean 3
	Dra. Djuwairiah Ahmad, M.	Head, English Department
	Dra. Kamsinah, MPd. I	Secretary, English Department
	Dra. Mardiana Mhum	Lecturer, English Department
	Dra. St. Syamsudduha, MPd	Head, Biology Department
	Drs. Suddin Bani, MAg	Secretary, PGMI Department
State University of Makassar (UNM)	Prof. Dr. H. Arismunandar, MPd	Rector
	Prof. Dr. Andi Iksan, MKes	Vice Rector 2
	Drs. Syatir Mahum	Head, Bureau of AUK

ORGANIZATION	NAME	POSITION
	Drs. Muslimin, MPd	Head Program/Lecturer, PGSD
	Muh. Idris Jafar	Lecturer, PGSD
	Mappasoro S.	Lecturer, PGSD
	Widya Karmila Sari A., MPd	Lecturer, PGSD
LPMP	Prof. Dr. H.A. Qashas Rahman, MHum	Chief, LPMP, South Sulawesi
	Drs. Rusdi, MPd	Chief, FPMP
	Drs. Mansyur Bennu, MA	Widyaiswara
	Drs. Muh. Hidayat, MSi	Widyaiswara
	Drs. Amir Daud	Widyaiswara
	Dra. Aisyah Jafar, MM	Widyaiswara
	Drs. Muh. Abduh Makka MSi	Widyaiswara
	Drs. H. Usman Karateng	School Supervisor
	Drs. Syahrir Malle	Headmaster, PAM Complex Primary School
	Drs. H. Sarea, MPd	Headmaster, Jr. Secondary I Pallangga
	Astuti Nurdin Yudhar, SPd	Teacher, Jr. Secondary 4 Sungguminasa
	Kianto, SPd, MPd	Teacher, IKIP I State Primary School
	Rudi, SSi, Msi	Deputy Chief
	Fahrawaty, SS, MEd	Deputy Chief
City Office of Education (Dinas Pendidikan Kota Makassar)	Ahdar	Chief, Personnel Section
KKG and MGMP (School Teachers' Working Groups)	Drs. Nurdin Tawang	Head, MGMP
	Muh. Julia Taswan, SPd	Headmaster, Cilalang Primary School
	Abdul Kadir, SPd	Head, KKG Rapocini
	Drs. H. Johani, MPd	Headmaster, SMPN 33
	Drs. M. Ramli	Head, Islamic Primary School
	M. Asyidin	MGMP member
	Wantik Aksari Basri, SPd	Teacher, SD Cilalang
	Andi Asriani, SPd	Headmaster, SD Tidung I
	St. Fahimah, SPd	Headmaster, SD Gunung Sari
	Jusman, SPd, MPd	Headmaster, SD Perumnas 3
	Hj. Yassing, SPd	Headmaster, SDI BTN IKIP I
M. Sawir, SPd	Teacher, SD INPRES, Rapocini	
PAPUA		
Universitas Cenderawasih	Prof. Dr. B. Kambuaya, MBA	Rector
	Festus Simbiak	Dean, School of Teacher Training
	Daud Kaigere	Head, PGSD (SI)
	Meiki Wasfle	Coordinator, HYLITE
LPMP	Epi Ganapi	Seksi PSI
	Semuel Selly	Staff, PMS
	Ponco	Widyaiswara

ORGANIZATION	NAME	POSITION
	Amiruddin	Widyaiswara
	Maria S.	Widyaiswara
	Saul Bleskadi	Widyaiswara
Provincial Dinas	Paul Y. Indubri	Secretary, Provincial Dinas
	Saul	Staff, Ketenagaan
	Debora Rumbino	Secretary
	Klemens	Kabid, SMP
	Bonor Simanullang	Kasi Kurikulum, TK/SD
	Suhaenah	Primary School/Kindergarten Supervisor
	Richard Hutapea	SMP/SMA Supervisor
	Nur Bi Adji	Kasubag Pegawai
ACEH AND MEDAN		
University of Nommensen	Dr. Jongkers Tampubolon	Rector
		Vice Rector, Academic Affairs
		Vice Dean, Academic Affairs of School
		Head, PGSD Department
		2 Lecturers, PGSD
Universitas Negeri Medan (UNIMED)	Prof. Selamat Priono Ahmad, PhD	Vice Rector, Academic Affairs
	Deflin Sibarani	Vice Rector, Cooperation
	Ibnu Hajar	Vice Rector, Academic Affairs of FPI
	Ramli Sitorus	Head, PGSD Department
	Khairul Anwar	Study Head, PGSD
	Kadar Cheng	Registrar
		Dean, FIP
		3 Lecturers
Provincial Dinas of North Sumatra	Muhlis	Head, Secondary Education
	A. Marpaung	Staff
	Iwan Setiawan	Head, Monitoring & Planning
	Hermanus Godang	Head, National Education Network
	Zuraeda	Head, Training
District Dinas of Medan	Ramli Tarigan	Program & Quality Improvement of Education
	T. Manulang	Staff
	Nani Rangkuti	Staff
SD Percontohan Medan (Model Primary School)		Principal
		3 Teachers
Universitas Syiah Kuala (UNSYIAH), Banda Aceh	Prof. Dr. Ir. Samsul Rizal, MEng	Vice Rector, Academic Affairs
	Ismail, PhD	Program Coordinator, DBE FKIP
District Dinas of Banda Aceh	Sofyan Sulaiman	Head, DIKNAS, Aceh
	T. Angkasa	Kabid Dasar
	Mustafa Usman	Advisor, MGMP
	Nasir	SMP Principal

ORGANIZATION	NAME	POSITION
	Syarifah	SMP Teacher
	Natsir	DBE2 University Advisor
LPMP		3 Staff
IAIN Ar-raniry (State Institute for Islamic Studies)	Prof. Dr. H. Yusny Saby, MA, PhD	Rector
EAST JAVA		
East Java Province Education and Culture Agency	Retno Widjaningsih	Director, Pre-School, Elementary School and Inclusive Education Division
	Ning Mei Rilil Tari SPd	Staff, Pre-school, Elementary School & Inclusive Education Division
Surabaya State University	Prof. Dr. Budi Jatmiko, MPd	Vice Rector, Academic Affairs
	Drs. I Nyoman Sudarka, MS	Dean, Education Faculty
	Sujarwanto	Vice Dean, Academic Affairs/Education Faculty
	Dra. Suryanti, MPd	Director, PGSD Program
LPMP	Salamun, PhD	Director, LPMP
	Muhyidin	Instructor
	Dahat	Instructor
	Mahfud	Instructor
	Drs. Budi Winasis, MM	Instructor
	Haris	Instructor
Surabaya Education Agency (Dinas Pendidikan Kota Surabaya)	Drs. Sahudi, MPd	Director, Surabaya Education Agency
	Dra. Eko Prasetyoningsih MPd	Director, Basic Education Division
State Elementary School (SDN) Mojo 4	Sutowo	Principal, SDN Mojo 4
	Retnonani SPd	Teacher, 6th Grade
	Dra. Enny Susilowati	Teacher, 2nd Grade
Malang Muhammadiyah University (UMM)	Prof. Dr. Sujono, M.kes	Vice Rector, Academic Affairs
	Soeparto	Vice Rector, International Affairs
	Drs. H. Fauzan, MPd	Dean, Teacher Training and Education Faculty
	Dra. Thathit Manon Andini, MHum	Vice Dean, Education Faculty on Student Affairs
	Drs. Jarot Sugiyono, MSi	Director, PGSD
	Dra. Elly Purwanti	Secretary, PGSD
Malang State University (UM)	Dr. H. Kusmintardjo, MPd	Vice Rector, Academic Affairs
	Drs. H. Ahmad Samawi, MHum	Vice Dean, Education Faculty on Finance Affairs
	Dra. Usna Nurindrias Tutik	Director, Administration Division, Faculty of Education
	Drs. H. Sutarno, MPd	Director, PGSD Program on Faculty of Education
	Drs. H. Sutrisno, S.Pd, MPd	Director of KSDP (Pre School)

ORGANIZATION	NAME	POSITION
	Supriyono	Staff
	Dra. Ratna Trieka Agustina, MPd	Lecturer, English
	Harti Kartini	Lecturer, Pre-School & Elementary School Education
	Sumanto	Lecturer, Fine Art Study
	Rumidjan	Lecturer, Bahasa Language
Dinas Malang	Drs. H. Shofwan, SH, MSi	Director
	Zubaidah	Director, Teacher Functional Division
	Swarkana	Director, Curriculum Division
WEST JAVA		
Universitas Pendidikan Indonesia (UPI)	Dinn Wahyudin	Education Faculty
	Didi Suryadi	LPPM
	Ade Sadikin	SPS
	Adeng Chaedar Alwasilah	Vice Rector
P4TK, Bandung	Henry Sukarman	Head, P4TK
	Ading Martin	Facilitator
	Dedi Herawadi	General Affairs
	Wita Sutrisno	Staff
	Iwan H.	Evaluation Section
	Komarudin	Staff
	Rella Tunella	Instructor
	Elly H.	Research Development
	M. Syarif	Instructor
	Krisnawati	Program Section
	Maman Wijaya	Instructor
	N. Hunazenah	Staff

ANNEX 3: ILLUSTRATIVE INTERVIEW INSTRUMENT

Interview instruments similar to that which appears below were tailored for Teachers, Headmasters, Supervisors and District Education Officers; Professors, Lecturers, Teacher Education Faculty; Trainees and Trainers; Vice Rectors, LPMP Directors and Instructors, and P4TK Directors; KKGs and MGMPs; Deans; and Donors.

Questions for Deans, School of Education and PGSD Directors

The following sub-questions are indicative of the areas of inquiry on this topic but not all-inclusive. They are provided as guidelines. Follow-up or additional questions are encouraged as necessary.

I. How effectively do current in-service training courses and workshops improve the learning impact of the classroom teachers?

A. Effectiveness of In-Service Training Program

- What types of in-service training courses and workshops are offered by your institution/organization?
- In general, how effectively do you think current in-service training courses and workshops are improving the learning impact of classroom teachers?
- How (in what ways) are the current in-service training courses and workshops affecting classroom teachers' performance?
- What do you see as gaps in the in-service training courses and workshops? What needs to be included in these courses and workshops to make them more effective?

B. Training Materials

- Tell us about your training materials used in the in-service training courses and workshops?
- Are these materials developed here (in your institution/organization)?
- Do you consider the teachers' needs when you developed these materials? Please explain.
- How do you find out about the teachers' needs?
- Have you adapted (from other sources) the in-service training materials used here? From where?

C. Distance Education Objectives

- What are the objectives of the distance training packages?
- Do the distance training packages meet the objectives?

D. Obstacles

- What do you see as the obstacles (barriers) that keep teachers from registering for credit for in-service courses and workshops?

E. Are there any other ideas or comments that you have not yet given that you would like to add at this time concerning the effectiveness of in-service training courses and workshops?

II. How Well Do Pre-Service Courses In Indonesian Higher Education Institutions Prepare Students To Be Effective Classroom Teachers?

A. Theory

- Is activity-based learning/student centered learning (PAKEM) a part of student preparation?
- (if no) Why not?
- (if yes) How? Tell me more
- Is management of multi-grade classrooms part of the curriculum?
- (if no) Why not?
- (if yes) How? Tell me more
- What is your understanding of inclusive education? (students with physical, emotional, and social problems – “disadvantaged” students – “education for all”)
- How has this institution included/integrated inclusive education in the coursework?

B. Are there any other ideas or comments that you have not yet given that you would like to add at this time concerning the effectiveness of pre-service training courses?

ANNEX 4: STUDENT SURVEY

GAP ANALYSIS OF PRE-SERVICE TEACHER TRAINING IN BASIC EDUCATION IN INDONESIA

Introduction

The assessment team surveyed 111 undergraduate teacher education students selected at random from 10 of the 12 universities visited during site visits in Indonesia. It was originally intended to collect ten respondents from each university however the assessment was conducted during semester break. The aim was to identify gaps in the quality of teaching and teacher training programs from the perspective of current students.

Table I: Summary of Respondents

Province	City	University	Type	No.
Aceh	Banda Aceh	UNSYIAH – <i>Universitas Syiah Kuala</i>	Public	6
		IAIN Ar-Raniry – <i>Institute Agama Islam Negeri</i>	Private	0
North Sumatra	Medan	UNIMED – <i>Universitas Negeri Medan</i>	Public	27
		<i>Universitas Nommensen</i>	Private	7
East Java	Surabaya	UNESA – <i>Universitas Negeri Surabaya</i>	Public	10
	Malang	UM – <i>Universitas Negeri Malang</i>	Public	10
		UMM – <i>Universitas Muhammadiyah Malang</i>	Private	11
South Sulawesi	Makassar	UNM – <i>Universitas Negeri Makassar</i>	Public	12
		UNISMUH – <i>Universitas Muhammadiyah Makassar</i>	Private	9
		UIN – <i>Universitas Islam Negeri</i>	Public	9
Papua	Jayapura	UNCEN – <i>Universitas Cenderawasih</i>	Public	10
				111

Note: Student surveys were not collected from IAIN Ar-Raniry University due to arriving after closing time.

Student Profile

Of the 111 students surveyed, 72 were female (65%). Stakeholders indicated that up to 90 percent of students enrolled in teacher training courses were female.

Most respondents were in semester 4 (31%), which is the second year of teacher training; semester 5 (23%), the third year, or semester 8 (22%), the fourth year of teacher training. Education courses are generally conducted over four and half years.

The survey asked students why they were interesting in undertaking an education program. They were provided with three options, and the choice of including an alternative response (“other”). Twenty-two percent (22%) indicated that it was easier to be admitted into teacher education, 13 percent responded that it was easier to be employed by the government, and 8 percent indicated that they were interested in teachers’ higher salary¹. Two percent (2%) of students did not respond to the question. There was no significant difference between males and females.

¹ Law No 14, December 2005, introduced significant salary improvements for teachers

However, most respondents (55%) indicated “other” reasons not provided in the questionnaire. These included:

- Teaching was an ambition / a dream (26%)
- To share knowledge and educate people (18%)
- Teaching is a noble profession (10%)
- To serve the nation/community (10%)
- To improve the quality of education (9%)
- Come from a family of teachers (8%)
- Teaching opens up career opportunities (8%)
- Parental influence (3%)
- To be a role model (3%)
- To only work half a day to be with my family (3%)
- Teaching was not my first choice (2%)

Quality of Teacher Training

On average, respondents indicated that their class size is 40 students (38%), 50 students (13%), or 30 students (13%). Only 4 percent indicated that there were 60 students in their class and only 3 percent indicated that there were 20 students in a class.

Eighty percent (80%) of students interviewed thought that their education course offered a useful balance between theory and practice. Regarding the teaching of active or student centered learning, 90 percent of surveyed students responded that their teachers/lecturers applied active learning in the classroom. Eighty-five (85%) of students indicated that their lecturers applied various and innovative teaching techniques in the classroom. Most students (96%) indicated that their lecturers appeared to know the subject content. However, only 67 percent indicated that teaching aids were used on a regular basis in their coursework. In addition, only 65 percent of interviewed students indicated that information and communication technologies (ICT) is currently used in the teaching-learning process. There was no significant difference in the views of males and females.

Of the 111 students, 61 percent responded that they had undertaken methodology subjects in their education course. Males and females responded similarly. From these respondents, 60 percent indicated that they were confident that they had been adequately prepared to apply active learning in the classroom. Twenty-one percent (21%) indicated that they were very confident that they could apply active learning in the classroom with slightly more males (25% compared with 21% of females) responding that they were very confident. A further 19 percent of students said that they were only “somewhat confident”. All students that had undertaken methodology subjects, therefore, had some degree of confidence that they could apply active learning in the classroom because no-one responded that they were not confident.

After Graduating

Students surveyed were asked whether they actually intended to enter the teaching profession after graduating from their teacher education course. Most students (94%) responded that they did intend to enter the teaching profession, with only 4 percent indicating that they would not

become a teacher. A further 2 percent indicated that they were not sure. More females (96%) than males (90%) intended to enter the teaching profession after graduating. Eight percent (8%) of males said they wanted to enter the teaching profession to become principals, whereas no female respondent mentioned an aspiration toward a higher teaching appointment.

Of the 6 percent of students that did not want to enter teaching, half were males and half were females. The females indicated that they would undertake their own business or enter a creative field. The males intended to establish their own business or conduct writing/research.

Interestingly, of the 94 percent that did want to enter the teaching profession, 36 percent indicated that they would establish their own business while being a teacher to gain an extra income to support their family. Thirty-two percent (32%) of females responded that they would become a businesswoman while teaching, whereas 44 percent of males indicated that they would go into business while teaching.

Improvements to Teacher Training

Survey students were encouraged to suggest improvements to teacher training. All students provided an answer. These included:

- Creative/innovative/active learning/student centered learning/various teaching methodologies/quality teaching techniques (27%)
- Improved facilities – science labs, micro-teaching labs, comfortable learning environment (21%)
- ICT, media and internet technologies (20%)
- Improved lecturers – subject content, disciplined, arrive on time (11%)
- Books/Library (6%)
- More practical experience (5%)
- Teaching materials, including how to make them (5%)
- English education and native-speaking English lecturers (2%)
- Study tours for professional (self) development (2%)
- Student loans (1%)

Provincial Differences

Class sizes appeared to be highest in Aceh Province with 83 percent of respondents indicating that there were, on average, 60 students in their class. In North Sumatra, 63 percent of respondents indicated that there were 40 students per class, while 63 percent of South Sulawesi students indicated that there were between 35-40 students per class. In East Java 58 percent of students and 50 percent of Papuan students responded that there were between 30-40 students in their class.

The mix between education theory and practice appears to be less balanced in Aceh Province according to its students. Papuans (100%), South Sulawesi (94%), East Java (87%), and North Sumatra students (63%) responded that their courses offered a useful balance of theory and practice. Only 20 percent of Aceh students indicated that their education courses had a useful balance of theory and practice.

There was no significant difference between provinces regarding student responses on the application of active learning in the coursework, with the exception of South Sulawesi. Between 90-100 percent of students maintained that active learning was being taught, whereas 77 percent of South Sulawesi students responded that it was being applied in the coursework. All Papuan students interviewed maintained that their teachers were using various and innovative teaching techniques. In other provinces between 80-89 percent of students responded favourably.

Teaching aids in education coursework are used least often, according to students, in East Java (58% of student responses) and North Sumatra (54%) than in other provinces (80-100%). All students in Papua indicated that ICT was not used in their coursework. ICT was more likely to be used in education coursework in East Java (90%) and North Sumatra (83%).

Aceh students were least likely to become a teacher after graduation (80%) to work in the creative field whereas Papuans were most likely to enter the teaching profession (100%). South Sulawesi (57%) and East Java students (39%) were most likely to establish their own business while teaching than students of other provinces (0-31%).

Summary

While most students indicated that active learning was conducted in their course, and that most lecturers were knowledgeable in their subject area, they indicated that improvements were required in the teaching of learning methodologies when they were given the opportunity to comment. Students indicated that they would prefer more creative and innovative teaching methodologies and more practical experience. They indicated that their lecturers required training in presenting various teaching methodologies and strategies. Many complained that their lecturers lacked discipline, arrived late to the lectures, and did not seem committed to lecturing. More importantly, most students indicated that teaching facilities needed to be improved, particularly scientific laboratories and micro-teaching laboratories. They also commented highly on the need for ICT training and facilities, and the need for improved media and internet facilities.

Students surveyed indicated that they intended to become teachers after graduating, although many would take on additional work, generally in the form of a self-owned business to gain an extra income, despite the introduction of increased teacher salary since Law 14 in December 2005.

ANNEX 5: LIST OF SELECTED INNOVATIONS

The following innovative efforts related to improving teacher quality were described to the assessment team during field visits and in Jakarta.

The Center for Effective Schools, Makassar, South Sulawesi.

The Universitas Muhammadiyah Malang brings teachers to the university each year to learn about what the students are learning.

In Surabaya, teachers are sent to UNESA (Universitas Negeri Surabaya) for a teacher professional development course on innovative models of teaching techniques.

The Universitas Muhammadiyah Malang is in the process of starting a "Center for Inclusive Education" (just a design as yet).

"One Roof Management" (Surabaya) Using one building for SD and Junior Secondary education; useful in crowded urban areas.

Area Focus (Surabaya). In each area, focus on one best school for development, then gradually develop the surrounding schools.

PSMS (Pusat Science and Mathematics Sekolah). Attached to the Universitas Negeri Surabaya (UNESA), this small center acts as a catalyst to coordinate young teachers and develop materials. The center was started in 2000 by Prof. Mohammad Nur. Recommended highly by Muchlas Samani, Director of Human resources at the Ministry of National Education (MONE).

Mapping teachers' skills/trying to achieve a balance of good and bad teachers among schools: send more good teachers to bad schools and vice versa.

Mergers: Re-grouping schools to improve quality.

Tackling Discrimination Problems" (Surabaya). An attempt is being made to draft/enroll "lower class students" into better private schools (through subsidies)

PAKEM and DBE are making worthy innovative efforts.

The Sampoerna Foundation was the feature of a major "acara" or event at a secondary school in Malang on Friday, June 17, 2009. The major event at the school was to celebrate the Sampoerna Foundation's donation to the school (scholarships, equipment etc).

ANNEX 6: DEFINING INCLUSIVE EDUCATION

What is Inclusive Education?

“Inclusive education has evolved from the idea that education is a basic human right for all children. In keeping with the Education for All aims, it is based on the principle that all learners have a right to education irrespective of their individual characteristics or differences. An inclusive policy does not only mean the right to access to school, but the right to be included on an equal basis within the mainstream classroom, whenever possible. Inclusive education must therefore be developed as a total approach to overall school development. It not only requires teacher development, but also requires support and awareness from within the entire education system and the wider community in which the school exists.”

Working Definition of Inclusive Education

A consultative workshop in 2001 and a national seminar in 2003 produced the following working definition of inclusive education:

(It is) “an approach to improve the education system by limiting and removing barriers to learning and acknowledging individual children’s needs and potential. The goal of this approach is to make a significant impact on the educational opportunities of those (1) who attend school but who for different reasons do not achieve adequately and (2) those who are not attending school but who could attend if families, communities, schools and the education system were more responsive to their requirements.”

From:
Access and Inclusive Education Framework
PEDP-II
Bangladesh
Final Draft
September 2005

ANNEX 7: SCOPE OF WORK

A.1. ACCOUNTING AND APPROPRIATION DATA

TBD

A.2. TITLE

Gap Analysis of Pre-service and In-service Teacher Training Programs in Basic Education.

A.3. PURPOSE

USAID/Indonesia seeks technical assistance through the GEM II BPA to conduct research on the gaps in the quality of teaching and teacher training programs and strategies or interventions that can be used as models for ensuring quality, alignment, and achievement.

A.4. SCOPE OF WORK

BACKGROUND

As a key step in improving the quality of basic education, the Government of Indonesia (GOI) enacted legislation for the certification and academic upgrading of teachers. Since 2003, USAID/INDONESIA has been assisting the GOI to better prepare teachers, principals, community members, as well as district and national officials for their roles and responsibilities in running public and private schools. There is a growing realization that USAID/Indonesia is determining how to collaborate further on helping teachers achieve certification for teachers while simultaneously ensuring that learning and student achievement occurs.

In preparation for a new five-year strategic design that will shape basic education activities from 2010-2014, USAID Jakarta requires several gap assessments. The new Strategic Assistance Objective, "Improving Education Quality in Indonesia", will be funded by \$210 million total or approximately \$40 million annually. It will follow immediately on an initial six-year education strategy (2004-2010) that will have disbursed \$133 million for the Strategic Objective, "Improved Quality of Decentralized Basic Education [DBE] in Indonesia." The new Assistance Objective includes two Strategic Objectives:

SO 1 Improving the Quality of Basic Education

SO 2 Improving Quality and Leadership in Higher Education

A gap assessment on the quality of teacher training, required for program planning under the new SO1, will be funded by this SOW. An Indonesian researcher will also be recruited to assist with the work, translations and technical arrangement. The Indonesian researcher will be hired by the contractor.

A.5. THE TASK

To take advantage of the opportunity provided by the surge in demand for four year degrees, USAID plans to improve pre-service and in-service training for teachers so that their students learn and achieve more in their classes. Teacher training effectiveness needs to be determined in the following selected programs: in-service and pre-service in teacher training colleges and universities, LPMP (Education Quality Assurance Councils), P4TKs (Centers for Teacher & Educ. Personnel Development & Empowerment), HYLITE (Hybrid Learning for Indonesian Teachers) Program, Kelompok Kerja Guru (KKG), and the Musuawarah Guru Mata Pelajaran (MGMP). The researchers will gather information to help with the achievement of this goal and also report their conclusions on the intended and unintended current impacts of the teacher certification law. It will also be the assessment team's task to determine how USAID's future education strategy can synchronize effectively with the BERMUTU project and

SWAp policy conditions. Through visits to teacher training colleges (TTCs) and education departments in universities, and relevant interviews, the team will research and report on the following questions:

1. How effectively do current in-service training courses and workshops improve the learning impact of classroom teachers? How many institutions offer undergraduate course credit through distance education ‘packages’ and what is the quality of their ‘packages’? Are LPMP and P4TK training materials, trainers and methods meeting teachers’ needs? Is the teachers’ use of the PAKEM approach refreshed and supported for primary, junior secondary and kindergarten? How much distance teacher training is being done through ICT and what is the impact of this technology on teacher education? What percent of in-service students is seeking credit for teacher training courses? Are teachers being given course credit for past experience—a factor especially relevant for in-service teacher training? How is credit being assessed and by whom? What possible factors are keeping some teachers from registering for credit for in-service training?

2. How well do pre-service courses in Indonesian higher education institutions prepare students to be effective classroom teachers? Do courses offer a useful balance of theory and practice? Is the PAKEM2 approach a part of student preparation? Is there a practical classroom (student teaching) application of it? Is there a teacher internship or is student teaching a course requirement? Is management of multi-grade classrooms part of the curriculum? How do courses in teacher training colleges and university education departments prepare teachers for instruction in junior secondary schools i.e. are classroom techniques such as PAKEM as well as a subject area specialties well taught? To what extent are special needs covered in coursework?

3. Is the demand for teaching education changing? Is the applicant pool for teaching degrees improving? Are there more and/or better qualified applicants to education since the Teacher Law was passed, as anecdotal evidence suggests? If the applicant pool has increased and improved, what is driving this: the higher salaries for teachers or faltering opportunities elsewhere? Are TTC admissions more selective or are larger classes accepted with a larger applicant pool? What are the enrollment number, dropout rate and graduation rate in TTCs and other education undergraduate programs? Has this changed over the past 10 years? On average how many years does it take a TTC student or a university education major to obtain a degree? What percent of TTC graduates on average enter the teaching profession? What labor markets attract those who don’t become teachers? What percent of graduates are unemployed in the formal labor market for the year following graduation?

4. How effective are the teacher professional development networks (KKGs and MGMPs) in improving teacher quality? What are the gaps and constraints in preparation of their facilitators and mentors that impact on their effective responses to teachers’ needs? Does the JICA IMSTEP program effectively address teachers’ needs? How and how not?

5. Based on USAID’s DBE accomplishments, the activities of other donors, the need for sustainability, and the answers to 1, 2, and 3 above, what teacher training investments should USAID consider to address the problems that hinder improved student achievement? Answers to this question should be presented in a format that clearly links individual issues to possible solutions such as a matrix.

A.6. TIMELINE, REQUIREMENTS AND DELIVERABLES

Time and Timeline: Five weeks in country (30 working days)

Three days US preparation time prior to departure

In-country activities to begin no later than June 22

Final report due no later than July 31

Deliverables: Implementation plan and interview questions 1 week after arrival
Bulleted presentation to Mission before report is drafted
Draft report one week before departure
Final report due on departure

The contractor's draft and final reports shall succinctly address the issues outlined under "Tasks;" The report may be supported when appropriate by annexes with supporting detail. Suggested length is 50 pages of text with unlimited annexes, graphs and illustrations.

A.7. METHODOLOGY

The gap assessment team will conduct desk studies, interviews and site visits. USAID Jakarta will provide electronically some preparatory reading materials for introductory desk study. The team itself will develop and provide a methodology for obtaining information relevant to the questions and issues listed above. This should include a roster of questions the team will pose to teacher training staff and other stakeholders, quantitative data to be gathered, an implementation work plan and interview instrument/question roster. These will be submitted to USAID before interviews begin and no later than one week after arrival in country. All logistics for site visits, meeting schedules, travel and lodging arrangements as well as necessary translation services will be the contractor's responsibility. USAID Jakarta will draft a letter of introduction for the gap assessment team that will be sent ahead of time to offices and institutions that the team will contact.

A.8. TEAM COMPOSITION

The Mission requests a team of three professionals, supported by adequate administrative staff (logistics and interpretation) for completion of this assessment. The team should be lead by an expatriate familiar with USAID and Indonesia and experienced with writing complex reports that integrate material from several team members. One member should be an Indonesian education professional who lives in Indonesia and is fluent in English.

Expatriate team members should have past experience with teacher training, pre-service and/or in service. Prior research on comparative quality of teaching in neighboring countries (e.g. Thailand, Malaysia, or the Philippines) may provide helpful comparisons on measures promoting better achievement, so preference should be given to candidates with this advantage. None of the team should have affiliations or commitments that might hinder their objectivity in the assessment.

A.9. PROPOSAL

In addition to the requirements for proposal submission (see page 2) cover letter, the offeror is expected to also develop and provide the following:

- a) A notional project plan for performing the task, including methodology for prioritizing interviews and types of questions to be asked;
- b) Information on the contractor's experiences and/or past performance on performing similar tasks;
- c) Explanation of team composition and how the offeror proposes to divide the team in terms of geography, skill mix, and schedule.

A.10. TECHNICAL DIRECTIONS

Technical Directions during the performance of this task order shall be provided by the Contracting Officer's Technical Representative (COTR) as indicated in the COTR designation letter.

A.11. TERM OF PERFORMANCE

- a) Work shall commence upon signing the award. The estimated completion date is estimated to be 30 days after the start date of the performance period.
- b) Subject to the ceiling price of this task order and the prior written approval of the Task Order COTR.
- c) It is the contractor's responsibility to ensure that the Task Order COTR-approved adjustments to the original estimated completion date do not result in costs incurred that exceed the ceiling price of this task order. Under no circumstances shall such adjustments authorize the contract to be paid any sum in excess of the task order.
- d) Adjustments that will cause the elapsed time for completion of work to exceed the original estimated completion date by more than 30 calendar days must be approved in advance by the Task Order Contracting Officer.

A.12. WORK DAYS ORDERED

- a) Functional Labor Category, Work Days, and Cost Labor Category & Discounted Daily Rates, Workdays and Cost/Amount TBD – to be added later
- b) Subject to the ceiling price established in this delivery order and the prior written approval of the Task Order Cognizant Technical Officer, the contractor may adjust the number of hours/days actually employed in the performance of the work by each position specified in this order. The contractor shall attach a copy of the Task Order Cognizant Technical Officer's approval to the final voucher submitted for payment.
- c) It is the contractor's responsibility to ensure that the Task Order Cognizant Technical Officer-approved adjustments to the workdays ordered for each functional labor specialist do not result in costs incurred which exceed the ceiling price of this delivery order. Under no circumstances shall such adjustments authorize the contractor to be paid any sum in excess of the ceiling price.