

Proportional Teacher Distribution



Published On: 09 June 2015

Organisation: District Administration of Luwu Utara

Country: Indonesia

Level of government: Local government

Sector: Education

Type: Organisational Design, Public Service

Launched in: 2011

Overall development time: 2 year(s)

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Description

Uneven teacher distribution has remained a persistent problem in Indonesia, resulting in inequitable education services. Luwu Utara's local government has adopted a participatory approach to address these challenges. The approach considers both the supply and demand sides of teacher distribution. It strengthens local government's ability to measure the impact of teacher shortages and make better-informed policies based on data-driven analysis. Concurrently, community members are empowered to engage in decision-making processes and perform oversight roles that hold local government accountable.

The local government conducted an in-depth analysis of teacher distribution, confirming a serious imbalance of teachers between rural and urban schools. This led to the formation of a multi-stakeholder forum with NGOs, government officials and community members. Various stakeholders actively engaged in each stage of the implementation process, which included advocacy for regulation and oversight of implementation. Other efforts to promote public awareness and participation included radio talk shows and articles written by citizen journalists.

Under the pilot program, the local government reassigned 128 teachers to underserved primary schools and redistributed 37 secondary school teachers. Public support and continuous monitoring and evaluation help sustain this program.

Why the innovation was developed

- Numerous local governments had attempted to redistribute teachers but failed due to a lack of political will and public support.
 - Teacher allocation are often dependent on political factors instead of school needs.
 - Local governments typically acted alone without garnering public input, while civil society lacks knowledge and platform to voice their concerns.
 - Teachers are reluctant to relocate as they consider reassignment a punishment for underperformance instead of an opportunity for career development.
 - Uneven teacher distribution causes schools to fail the nationally mandated minimum service standards.
 - Other problems include a mismatch of teachers' qualifications and school needs, and students suffering from poor education services.
 - In order to address these challenges, the local government of Luwu Utara applies transparency and greater community participation.
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Objectives

Develop staff capacity, Improve access, Improve effectiveness, Improve service quality, Improve social equity, Improve user satisfaction

- To proportionally distribute teachers according to school needs and teacher qualifications, promoting better quality and equitable educational services in all schools.
 - To help districts provide a minimum level of public service standards.
 - To increase public participation and trust in public services.
 - To improve data collection and analysis on teacher distribution within the district.
 - To promote collaboration among government agencies, civil society, and citizens.
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Main beneficiaries

Civil Society, Families, General population, Government bodies, Government staff, Low-income groups, Students, Young people

- Local Government
- Teachers
- Schools
- Community and Students

Results

Efficiency

- improved student-teacher ratio by subject, teacher qualifications, the required number of teaching hours and classroom sessions per year.
 - The initiative has helped more teachers meet certification standards and qualify for further promotion.
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Service quality

Accessibility:

- Underserved schools have an adequate number of teachers.
- The initiative has allowed more students better access to quality education services.

Responsiveness:

- The approach provides a platform for community members to voice their concerns and allows the local government to access public input.

Reliability:

- The innovation provided the local government with better information and helps officials to make evidence-based decisions on teacher distribution and staffing needs.
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User satisfaction

- Survey results indicated that all reassigned teachers were satisfied with their reassignments.

Development

Design

Since numerous other districts in Indonesia had previously attempted similar teacher redistribution programmes but had lacked the political will to implement such changes, the Luwu Utara district administration invited community members and civil society to participate in the conception and implementation of the initiative. The administration collaborated with the NGO Lembaga Pelatihan dan Konsultasi Inovasi Pendidikan (LPKIP) to conduct a situation analysis of teacher distribution in the district. Concurrently, a number of NGOs and professional associations of teachers formed a multi-stakeholder forum, called Forum Komunikasi Peduli Pendidikan (FKPP), which also consisted of representatives from NGOs, government and civil society organisations.

Using LPKIP's analytical results, FKPP urged the local government to implement a regulation on teacher distribution. Responding to this request, the local government formed a technical team to manage the programme. A series of discussions took place to further promote public participation and transparency. Stakeholders including journalists, heads of teacher associations, teachers, and community leaders discussed teacher distribution and basic educational issues on radio talk shows. In addition, citizen journalists wrote about their personal experiences with public education. All of these efforts contributed to a greater conversation about teacher distribution and encouraged public participation in developing policy that led to real change.

Testing

- The programme was piloted at primary schools within the district, from which 128 teachers were reassigned.
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Implementation

Tools used:

- Strengthening of civil society organisations who participated in analysing, planning, and monitoring and evaluation activities, and collaborated with LG in facilitating democracy café (warung demokrasi) dialogues.
- Formation of multi-stakeholder forum which advocated and garnered public support for the teacher distribution policy with the local government's support.
- Formation of a technical team which compiled and analysed teacher distribution data and drafted the regulation and implementing guidelines.
- Policy advocacy – information about the teacher distribution regulation was disseminated through coffee shop dialogues, online articles, and local radio talk shows.
- Monitoring and evaluation - the multi-stakeholder forum and citizen journalists conducted a satisfaction survey with reassigned teachers after the relocation took place.

Resources used:

- Luwu Utara allocated IDR 148 million (USD 14 800) in 2012 and IDR 160 million (USD 16 000) in 2013 for outreach activities.
 - The local government provided FAKTA IDR 24 million (USD 2 400) to facilitate a series of public discussions. FAKTA is NGO based in Jakarta for strengthening community-based organisations.
 - The local government provided the Indonesian Teachers Association with IDR 110 million (USD 11 000) to support teachers' professional development.
 - The local government allocated IDR 35 million (USD 3 000) within its education budget to pay for teacher relocation. IDR 600 million (USD 60 000) was set aside to build new houses as an incentive for teachers reassigned to remote areas. In addition, a monthly incentive of IDR 500,000 (USD 50) is provided for teachers in remote areas.
 - Lembaga Pelatihan dan Konsultasi Inovasi Pendidikan (LPKIP) was awarded IDR 18 million (USD 1 800) to train the staff of the district education office on data collection, verification and analysis.
 - FAKTA was commissioned IDR 50 million (USD 5 000) to conduct a satisfaction survey among reassigned teachers.
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Diffusion

- Luwu Utara serves as a good example that may be replicated in other levels in the education system as well as other local districts.
- Following the success of the programme at primary school, Luwu Utara reassigned 37 secondary school teachers.
- The district of Barru in South Sulawesi is currently adopting the same model in its teacher distribution initiative.
- Luwu Utara's neighboring district, Luwu, and Simeulue district in Aceh, have shown an interest in adopting Luwu Utara's model.
- The Ministry of Education and Culture and the Ministry of Home Affairs are interested in promoting this practice for national replication.
- The Luwu Utara District Head and Deputy have been invited to national events to share their success and model.
- Countries struggling to meet minimum service standards in education and dealing with teacher absenteeism may benefit from this approach.

Challenges and solutions

- Objections from teachers assigned for redistribution due to the misconception that redistribution was a form of punishment. The solution to this challenge was to clearly explain and communicate the importance of the initiative for their career development and its value, meaning and significance of teacher distribution as a means to improving public services.
 - Inconsistencies in the collection and availability of data in various locations that complicated the problem analysis. The solution was careful validation and verification of data by analysts.
 - Poor policy advocacy skills of civil society organisations. The solution was strengthening civil society organisations' capacity through training and workshops on policy advocacy.
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Partnerships

Lembaga Pelatihan dan Konsultasi Inovasi Pendidikan (LPKIPI)

Civil Society

LPKIPI undertook data collection and analysis on teacher distribution in the district. The NGO also trained staff at the district education office on proper data management methods

Fakta

Civil Society

FAKTA facilitated a series of discussions in the “democracy café” where stakeholders debated teacher distribution and basic educational issues.

FKPP (communication forum for education promotion)

Civil Society

Other notable partners included the heads of numerous district departments, professional teachers associations, local media outlets including Adira radio, and citizen journalists. All were crucial as members of the multi-stakeholder forum and technical team in developing and issuing the new decree and accompanying implementing guidelines, as well as raising awareness about the decree and providing monitoring throughout the implementation process.

Teras Adira radio

Civil Society

Same as above

Professional teachers associations

Civil Society

Same as above

Lessons Learned

Lessons Learned

- External actors, such as civil society, can serve as an important stimulus and technical/supporting partner to the local government to implement the initiative.
 - The community must have an independent platform to raise its concerns and perform its public oversight role.
 - For countries with similar data collection limitations, the data management systems should be strengthened, including systematic data updates and maintenance.
 - Transparency in data and information sharing with the community is important to improve programme effectiveness.
 - Participatory discussions involving a broad spectrum of public stakeholders are crucial for the programme's success.
 - The multi-stakeholder forum should undertake continual training and capacity building to ensure that they have sufficient capability to monitor programme implementation.
 - Commitment of government leaders is crucial to the sustainability of the programme, in providing legitimacy and motivation to field staff.
 - A high-level government champion can help to ensure that essential inter-sectoral cooperation is continued.
 - Political support from the legislature is important to secure budgetary resources and supporting regulations.
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Conditions for success

- The key to the success of this programme was the effective two-way communication between the local government and the public.
 - Each activity initiated by local government should include community members.
 - Support the institutionalisation of public participation.
 - Local government should embrace the transparent publication and sharing of information (open access to public information).
 - Minimise the “politicisation of education” through the use of evidence-based policy making and transparent procedures.
 - Luwu Utara found that by embracing public participation, it was able to successfully carry out its new regulation on Proportional Teacher Distribution.
 - All stakeholders were knowledgeable about the issues and committed to tackling teacher absenteeism, consequently there was no major resistance.
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Other information

N/A