

# Coherence in Strengthening Community Accountability for Remote Schools in Indonesia

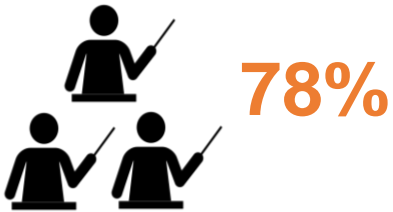
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Affiliations:      \* World Bank Indonesia      ^ RISE Programme

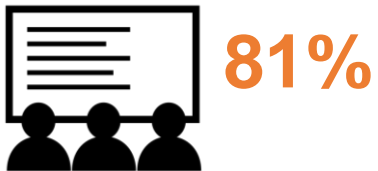
# The KIAT Guru Intervention

# Motivation: High teacher absenteeism and low learning outcomes in remote areas

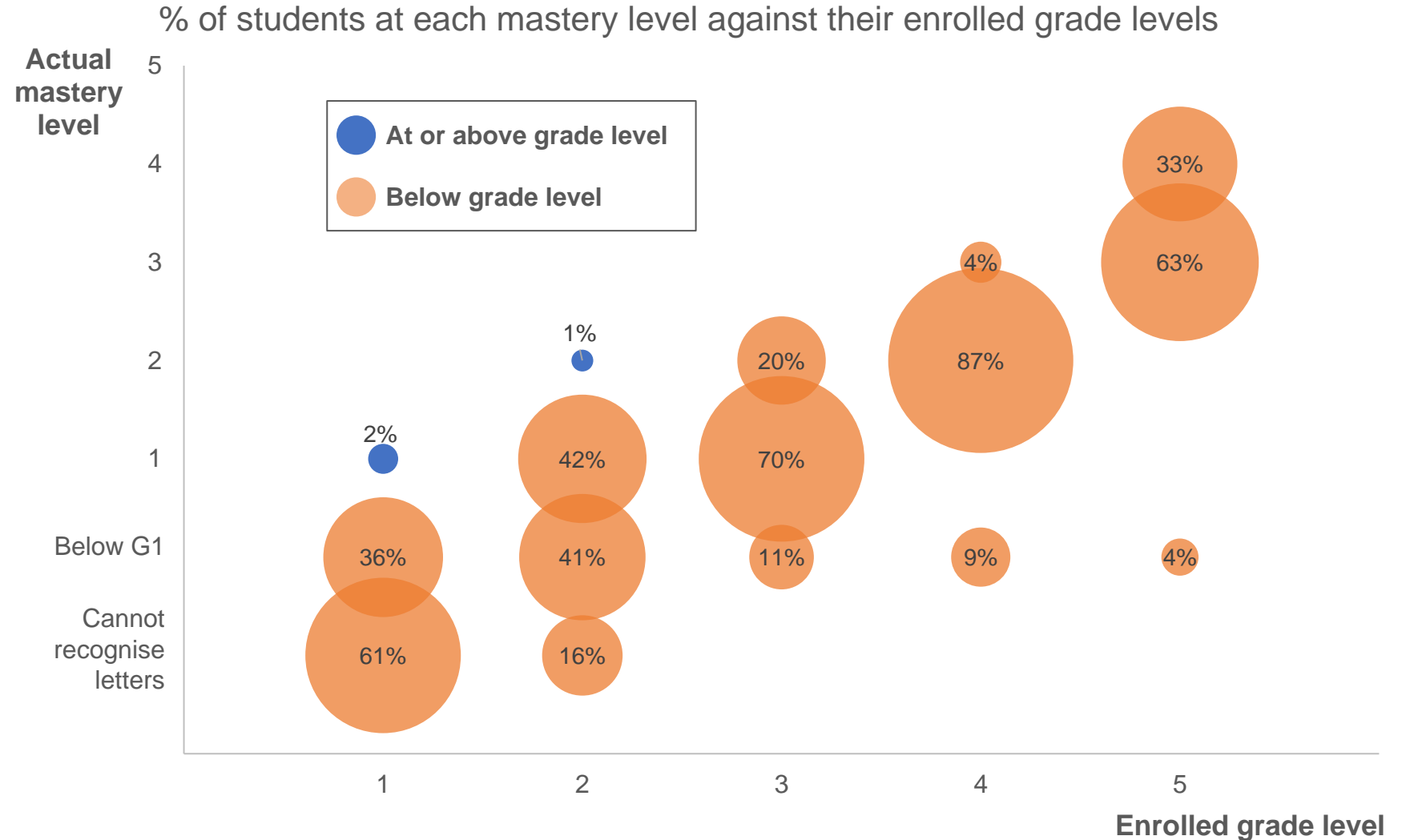
Teacher presence  
in school



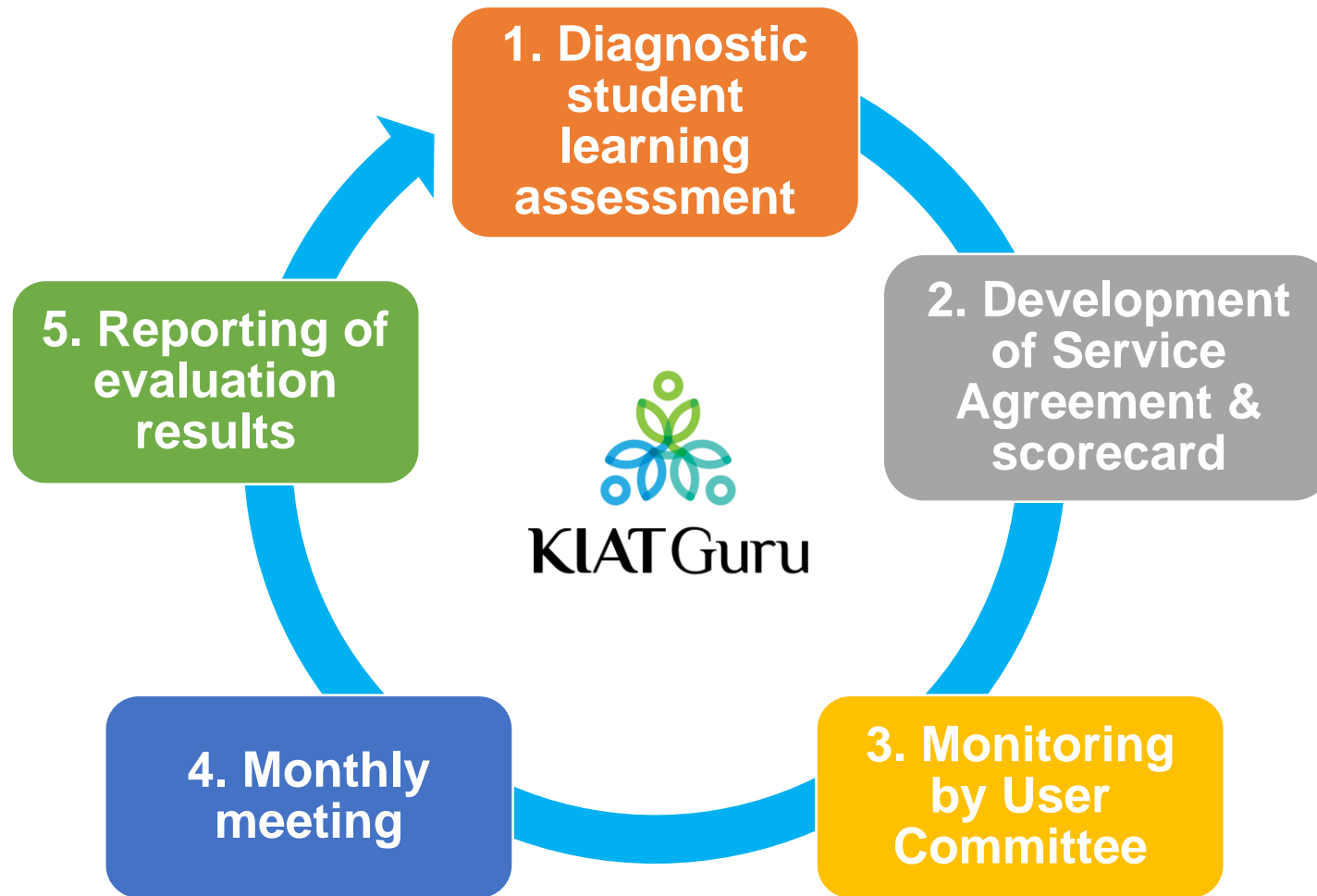
Teacher presence  
in classrooms



Baseline results from 270  
remote primary schools



# KIAT Guru implemented a Social Accountability Mechanism (SAM)...



Implementation covers 203 remote primary schools in 5 lagging districts

## ... and tested three different treatments to motivate teachers

**SAM**

Social Accountability Mechanism (SAM) with full teacher remote-area allowance (TSA)

**SAM+Cam**

SAM + TSA based on **teacher presence**, recorded by camera application, and verified by user committee

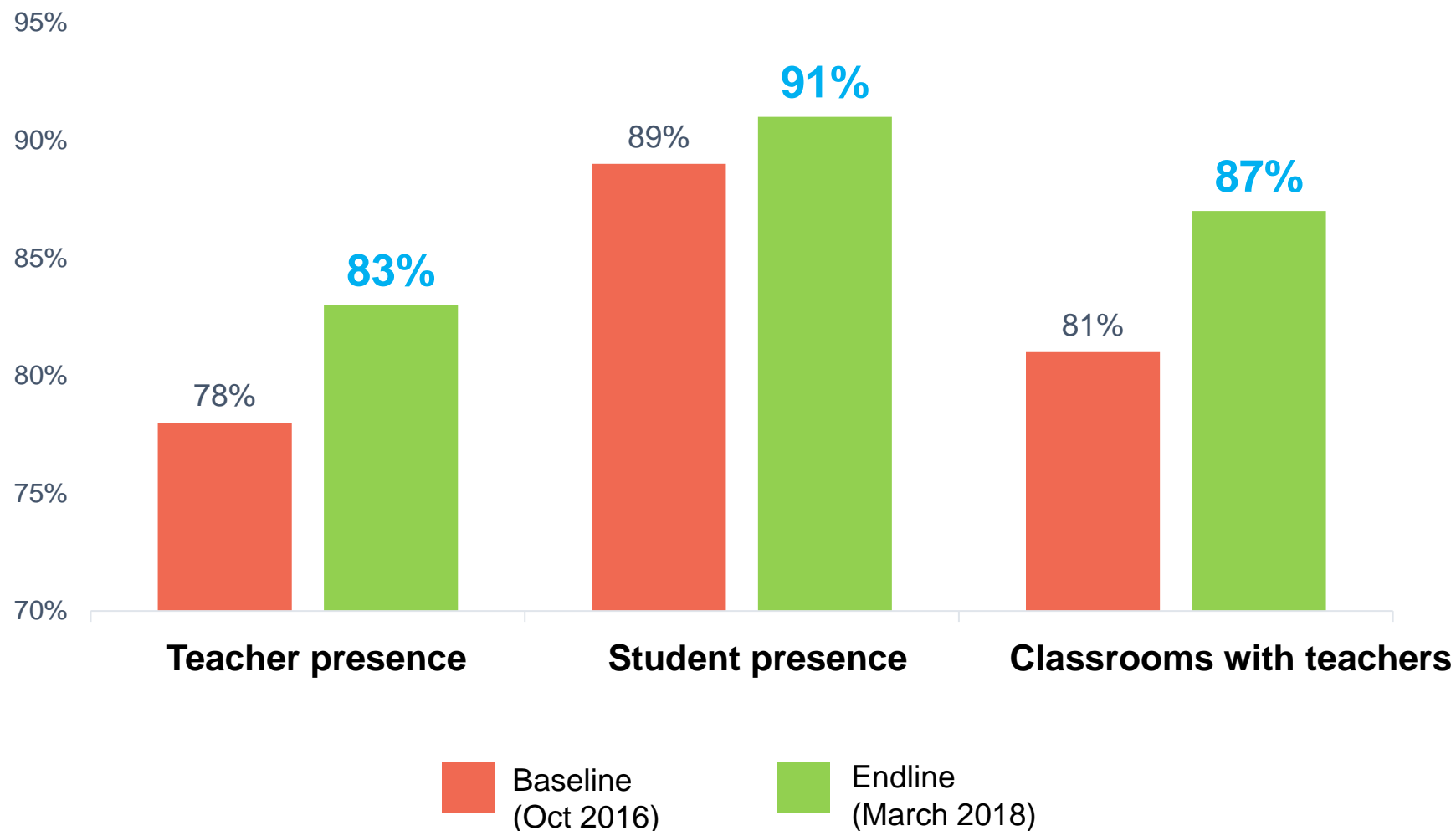
**SAM+Score**

SAM + TSA based on **teacher service performance score**, evaluated by user committee

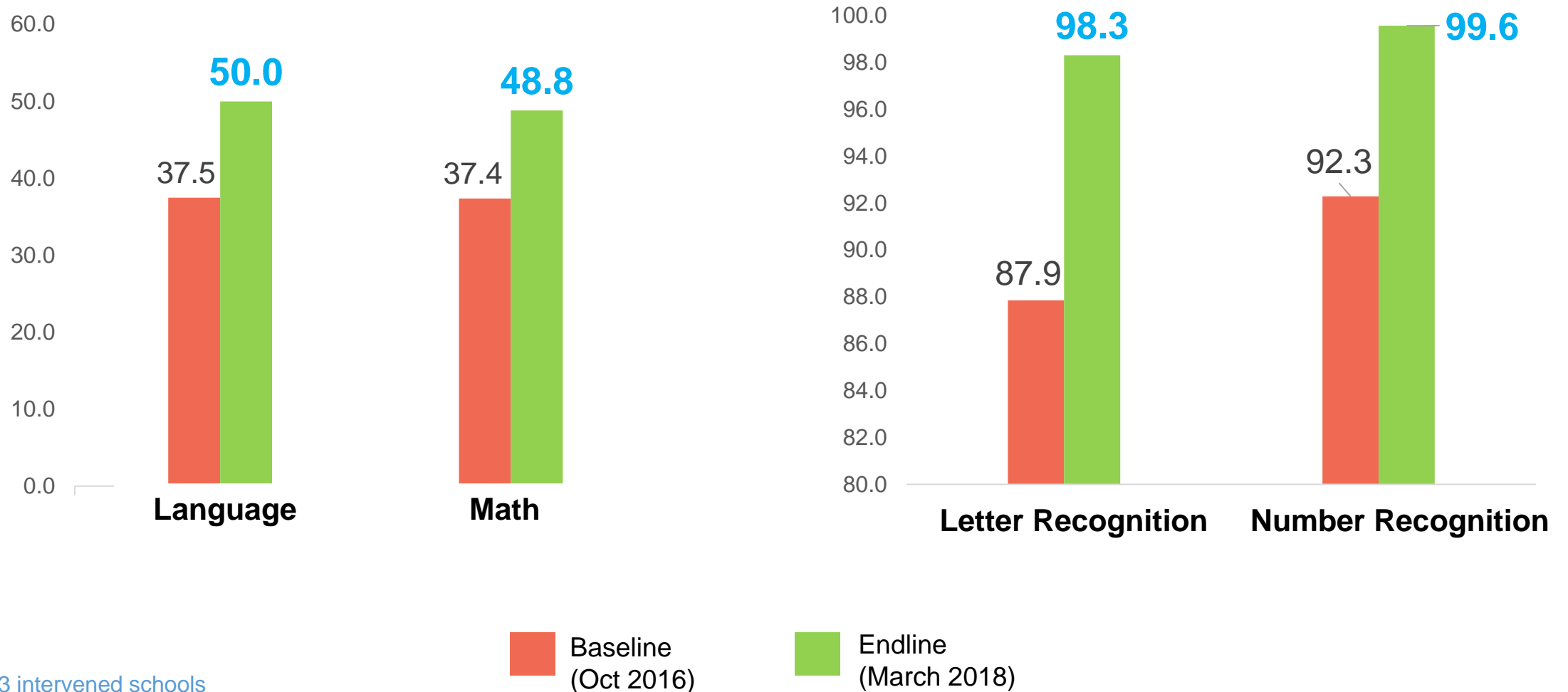


A total of 270 schools were randomly assigned to the three treatment groups and a control group

# After one year of implementation, teacher and student presence improved



# Average test scores improved; foundational literacy and numeracy also improved



# The Randomized Controlled Trial evaluation found that SAM+Cam is the most effective ...

Main outcomes		SAM	SAM+Cam	SAM+Score
Teacher presence	... in school	0	+	0
	... in school and working	+	+	0
	... in school and teaching	0	0	0
	TSA-recipients	0	++	0
	Non-TSA recipients	0	0	-
Parent efforts	Total	++	++	++
Learning outcomes	Mathematics	0	++	+
	Indonesian	+	++	+
Stronger positive effect		Positive effect	No effect	Negative effect



## ... and as a SAM+Cam stakeholder concluded

“

**Previously, it was 89 timing.** [Teachers] arrived at 8 o'clock, and went home at 9.

**Now there's been improvement,** for Monday to Thursday it's 8 to 12 o'clock and for Friday and Saturday it's 3 hours. So **they're on time.**

**Their students have improved too.** For example, previously the Grade 3 children couldn't read, and now there's only one left [who can't read].

”

—Village Cadre, SDN Sampuraneh

This paper:  
Examining KIAT Guru with a 'coherence' lens

# **We reanalyze a mix of qualitative and quantitative data from KIAT Guru schools ...**

**Interviews**

**Focus groups**

**Process  
monitoring**

**Quantitative  
surveys**

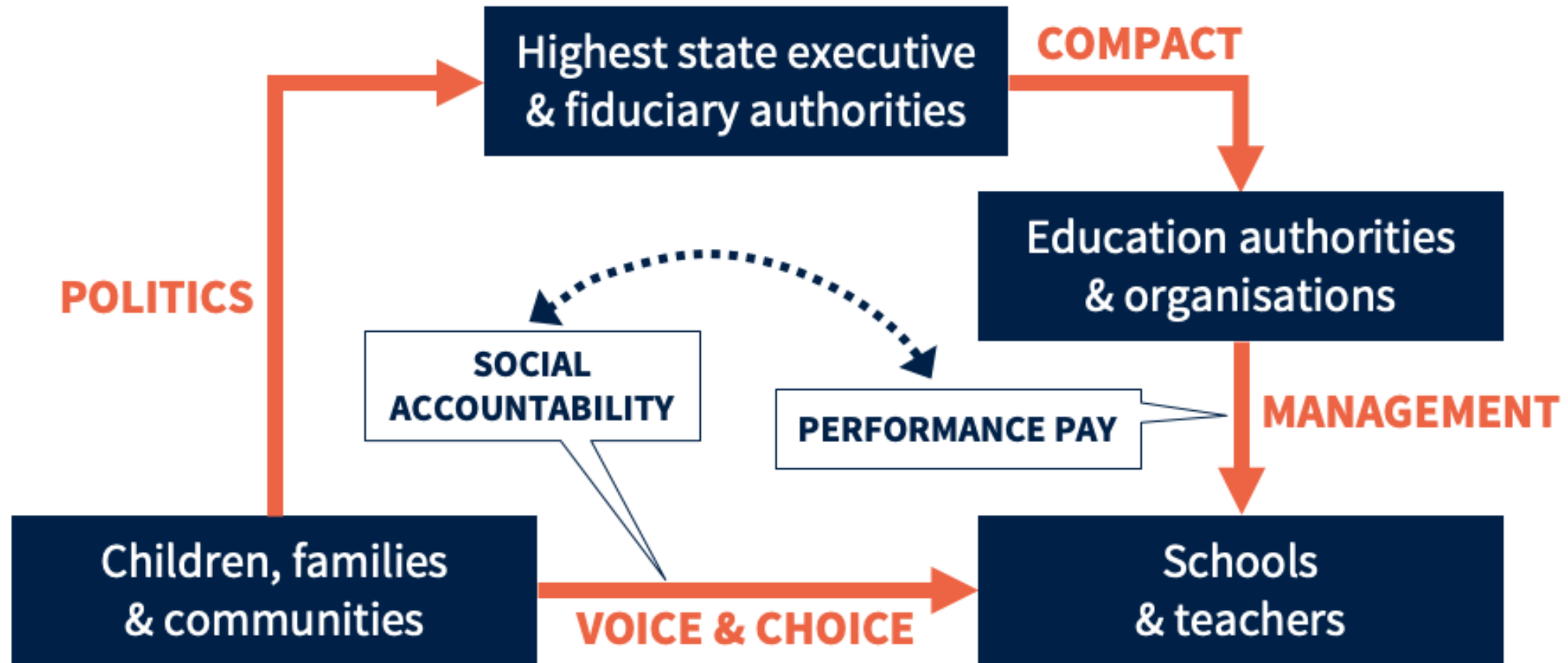
**Student  
assessments**

**Teacher service  
indicator scores**

**9 schools**

**203 schools**

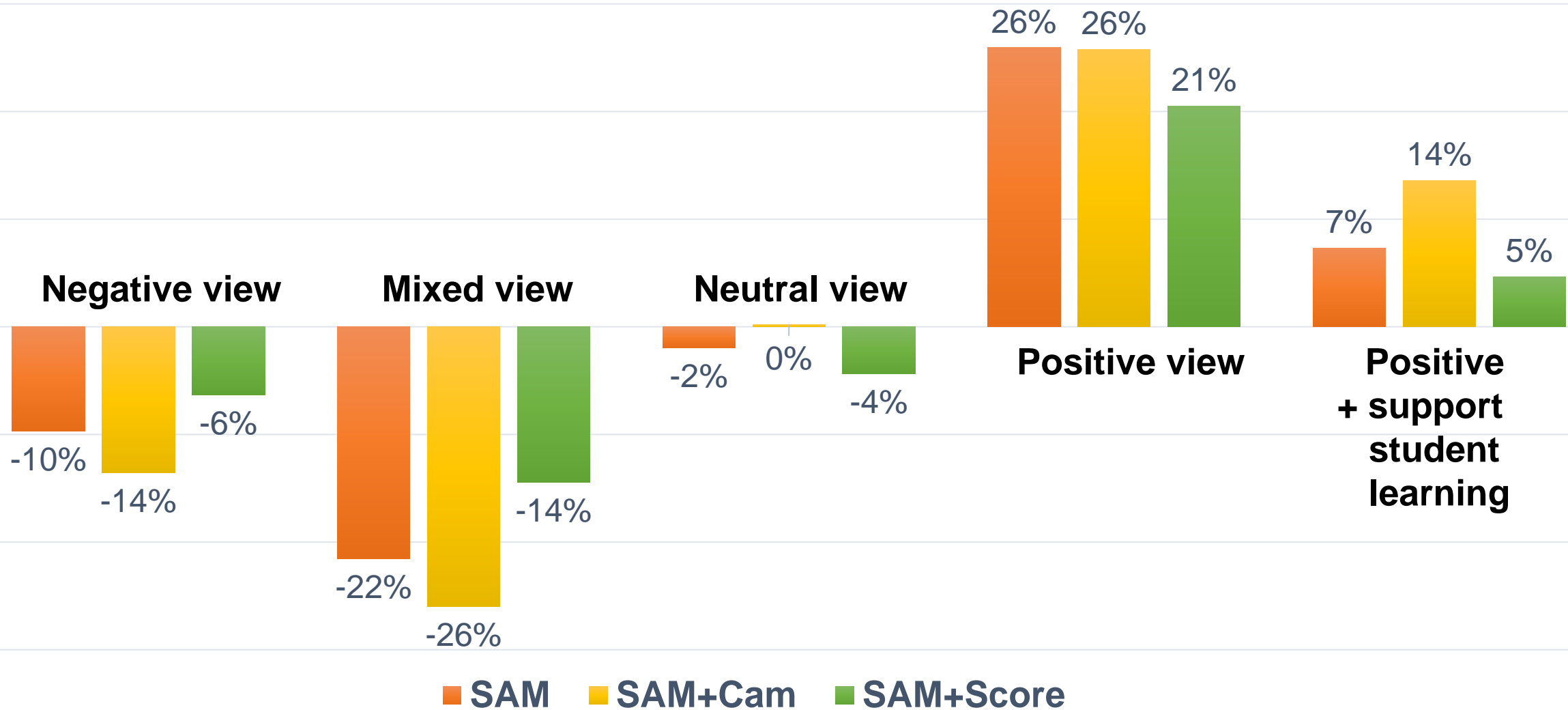
# ... to look at whether KIAT Guru improved the coherence of accountability relationships



Source: adapted from Pritchett, L. 2015. *Creating Education Systems Coherent for Learning Outcomes*. RISE Working Paper Series. 15/005. [https://doi.org/10.35489/BSG-RISE-WP\\_2015/005](https://doi.org/10.35489/BSG-RISE-WP_2015/005)

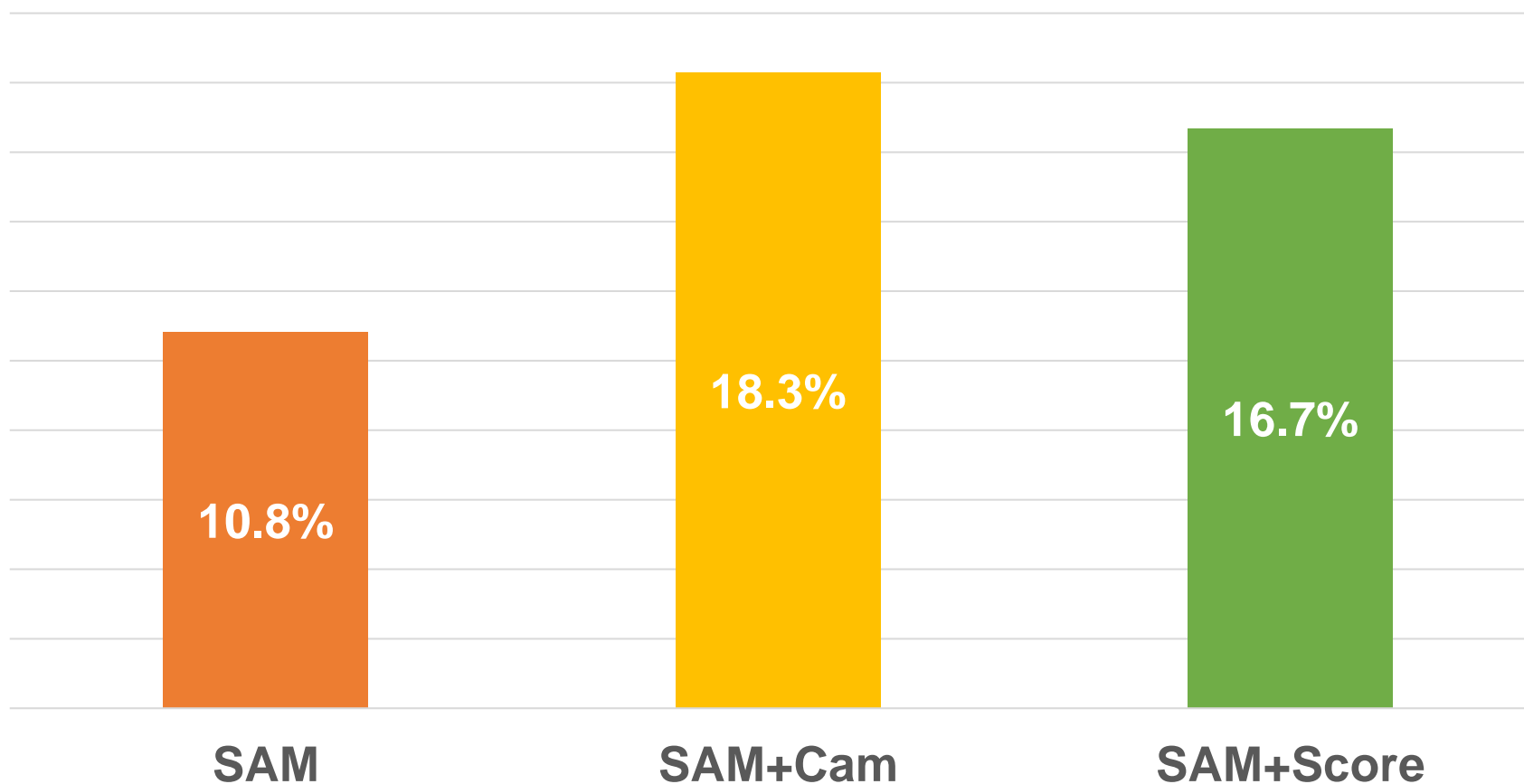
# We look at the coherence between accountability relationships over time ...

Changes in perception towards other stakeholders



# ... and the degree to which the service agreement indicators became more coherent for learning

Percentage Changes towards Learning Indicators



Coherence within  
the community–school relationship

# Five elements of accountability relationships



## Delegation

What do principals want agents to do?



## Finance

What resources do principals provide to agents?



## Information

How do principals know that agents are performing?



## Motivation

How do agents' well-being depend on performance?








## Support

How is the accountability relationship strengthened?



# SAM+Cam was most effective because it made the community–school relationship more coherent

	Control	SAM	SAM+Cam	SAM+Score
 Delegation	+	++	++	++
 Finance	0	+	+	+
 Information	0	+	++	+
 Motivation	+	+	++	++
 Support	0	+	++	+
Coherent for student learning?	x	partially	✓	partially

# The cameras didn't just improve information, but also support (by empowering user committees)

“ KIAT Guru also had some negative impact because, actually, **UCs don't have the right to evaluate teachers**. As far as we know, only inspectors can evaluate. ...

In my view, teachers might just say to themselves: you farmers, on what basis could you evaluate me? They might just feel, in their hearts, that the community isn't eligible to do evaluations. ”






—Parent, SDK Konang (SAM+Score)

“ The most accurate are those using cameras, because teacher attendance is really evidenced with those cameras.

**They are more scared of the cameras than of the user committees.** Especially when it is connected to their allowance ... ”

—Programme facilitator,  
for user committees in 6 schools

# Alternative hypothesis #1: not coherence, but rather SAM+Cam had better information

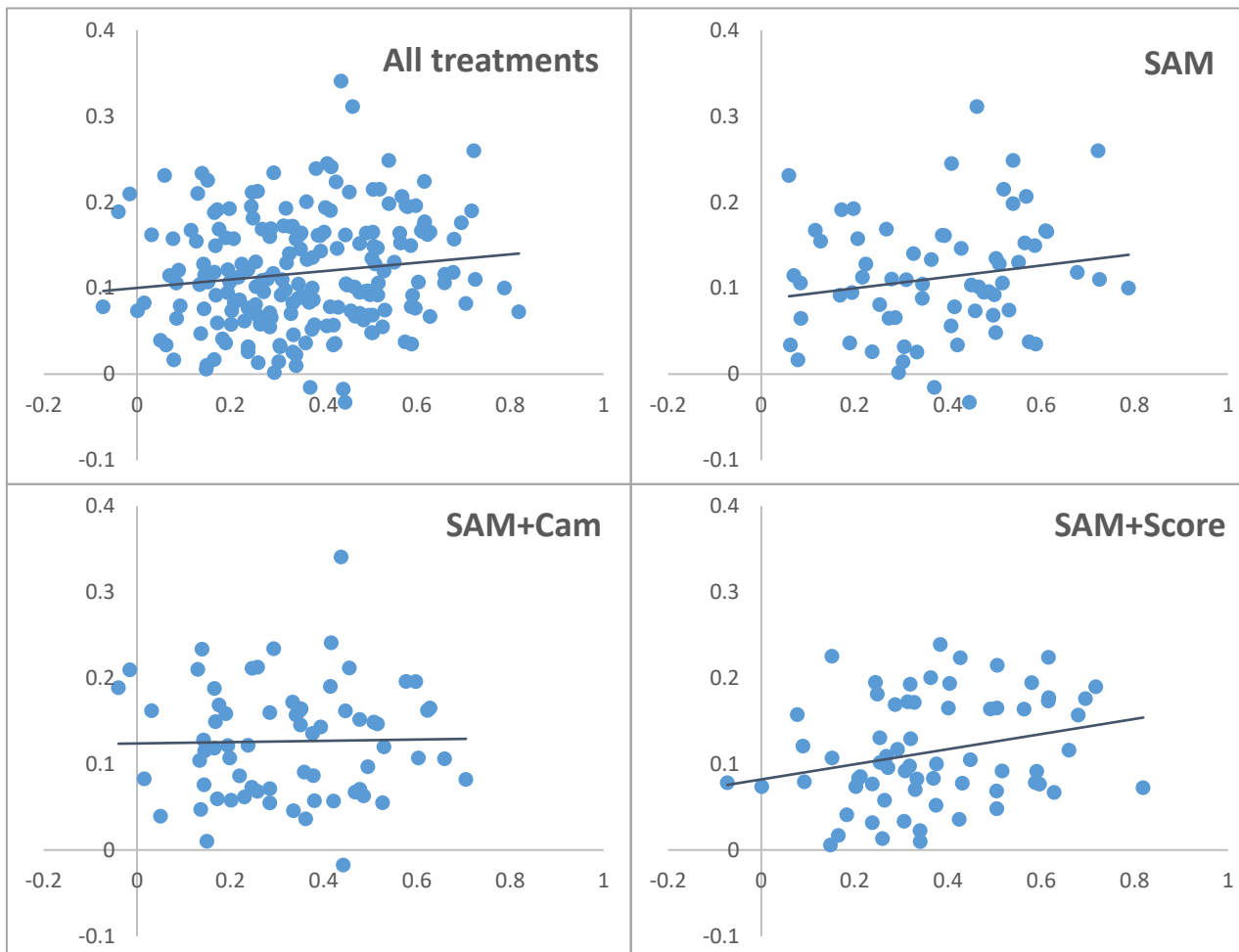
	Control	SAM	SAM+Cam	SAM+Score
 Delegation	+	++	++	++
 Finance	?	+	+	+
 Information	?	+	++	+
 Motivation	?	+	++	++
 Support	0	+	++	+
Coherent for student learning?	x	partially	✓	partially

# But we think this probably wasn't the main driver, because **information quality wasn't necessarily better ...**

## Change in student math scores vs. change in teacher service scores

Average change in percentage points. 1 dot = 1 school.

Teacher scores incorporate an attendance indicator.








“ The other day, I didn't want to use the camera because I actually did go home early.

A user committee member said I could just go home first and take a photo later, but I didn't want to tell a lie. ”

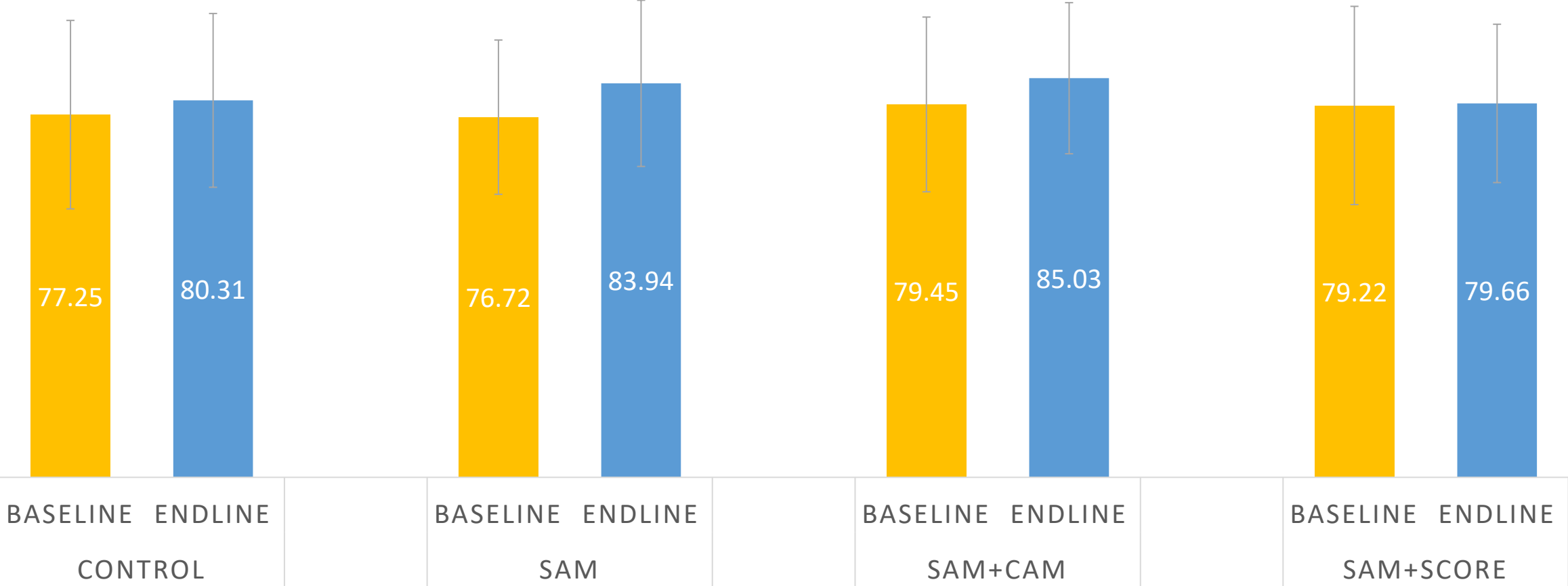
—Teacher,  
SDS Usaba Sepotong

## Alternative hypothesis #2: not coherence, but rather SAM+Cam focused on a single, achievable metric

	Control	SAM	SAM+Cam	SAM+Score
 Delegation	+	++	++	++
 Finance	?	+	+	+
 Information	?	+	++	+
 Motivation	?	+	++	++
 Support	0	+	++	+
Coherent for student learning?	x	partially	✓	partially

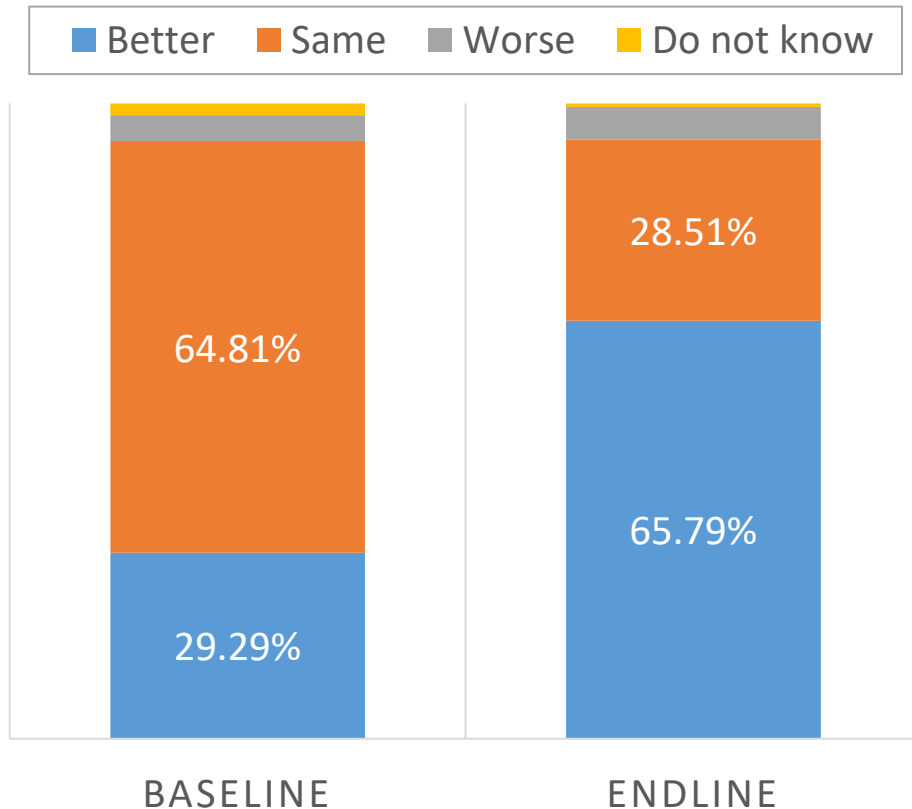
But we think this probably wasn't the main driver, because **attendance didn't vary significantly across treatments ...**

AVERAGE PERCENTAGE OF TEACHERS PRESENT



# ... and SAM+Cam teacher quality also improved in areas beyond attendance

SAM+Cam: Parents' perceptions of the quality of children's education compared to the previous year



“ There has been a change in the attendance of teachers and more careful with their service agreement

There are many examples of good communication between teachers and the community ...

Teachers have fulfilled their promise to use a variety of teaching and learning methods, and the children feel happier. ”

—User committee members, SDK Kondok

# Conclusion



**It's not just about the quality of information,  
but the coherence of information  
with other elements of accountability relationships.**

**It's not just about which indicators are monitored,  
but whether the monitoring process  
strengthens the accountability relationship as a whole.**

# Thank You

## Government partners



## Development partners



## Implementation and research partners



**KIAT Guru is an initiative of the National Team for Acceleration of Poverty Reduction (TNP2K) and  
Directorate General for Teachers and Education Personnel, Ministry of Education and Culture (MoEC)**

**For more information:**

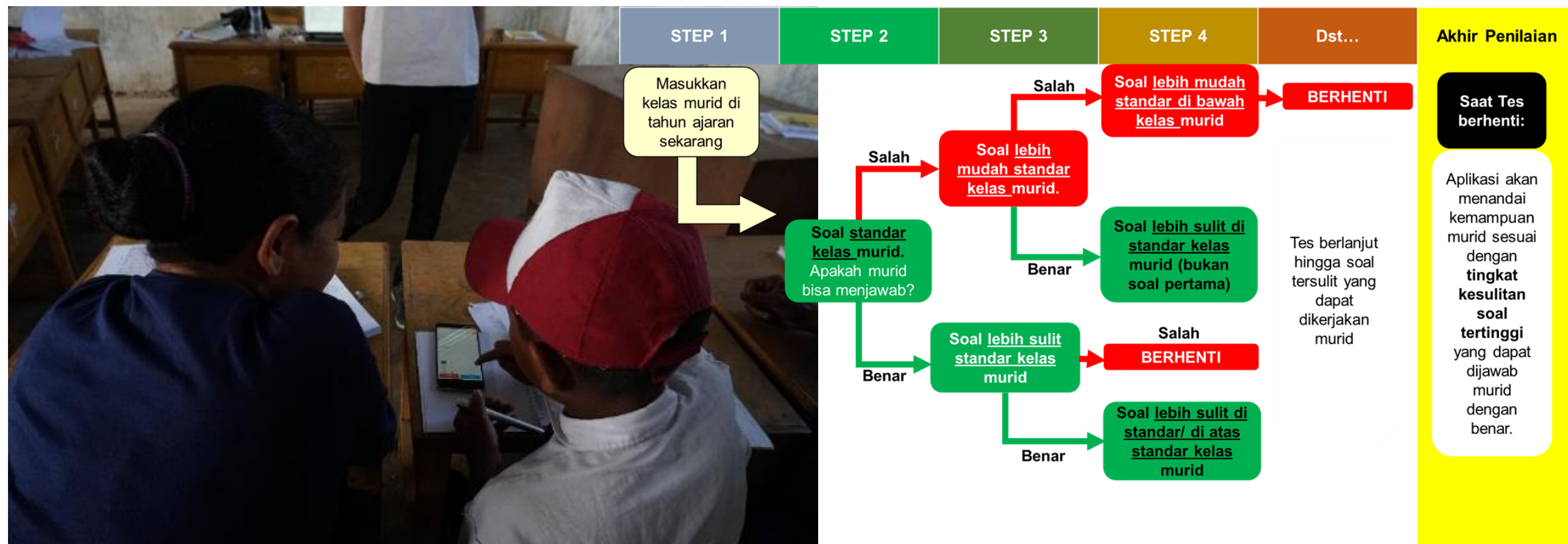
Dewi Susanti | [dsusanti@worldbank.org](mailto:dsusanti@worldbank.org) | Senior Social Development Specialist | World Bank Indonesia

# Supplementary material

# KIAT Guru was implemented in 203 remote primary schools in 5 low-performing districts



# KIAT Guru started involving community members in administering a low-stake learning assessment



Tes Cepat is a community-led, low-stake, and adaptive student learning assessment



**The learning outcomes are mapped against curriculum targets and presented to all education stakeholders**



# Teachers and parents developed a Service Agreement



Orang tua menemani anak membaca dan berhitung di rumah



Guru menggunakan metode mengajar yang sesuai dengan kemampuan anak dalam membaca dan berhitung



Guru dan orang tua memberikan pendampingan khusus kepada anak yang memiliki kemampuan di bawah jenjang



Masyarakat mengadakan kelompok belajar sore untuk mendukung anak mengerjakan soal membaca dan berhitung



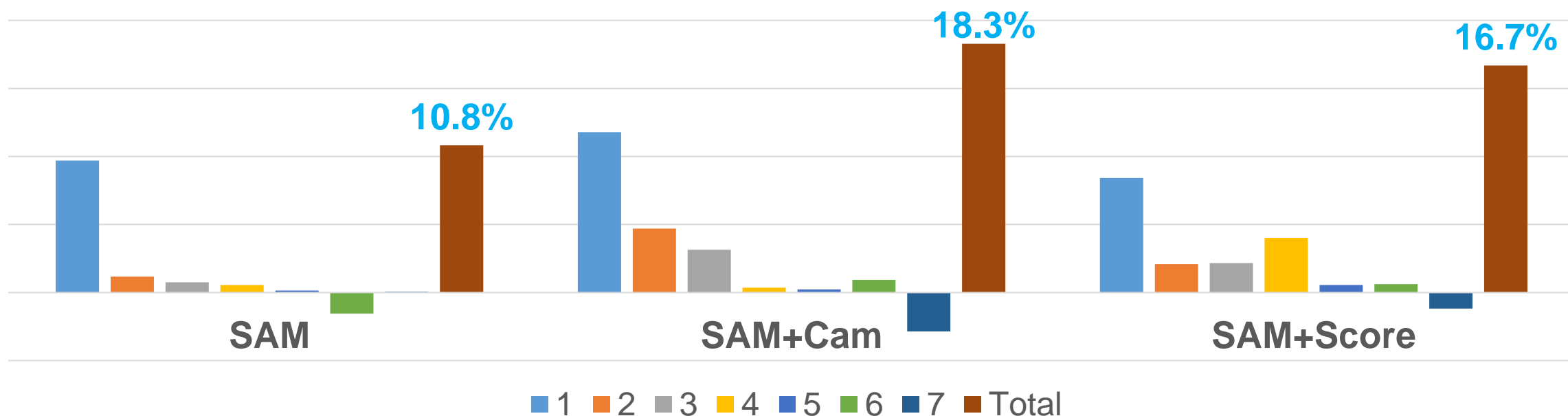
Pemerintah desa menetapkan peraturan jam belajar anak di rumah



Pemerintah desa, guru dan orang tua bergotong royong memperkaya bahan pembelajaran anak



# After one semester, the Service Agreements were amended, showing shifts towards learning...



Changes in Indicators Related to Learning	
1	Teacher works to improve students' literacy and numeracy skills.
2	Teacher uses teaching aids.
3	Teacher provides remedial session to improve student's learning comprehension.
4	Teacher develops and applies lesson plan; assists students during classroom learning.
5	Teacher promotes the use of Bahasa Indonesia as means of communication in school.
6	Teacher strives to ensure students' learning comprehension, including in providing feedback.
7	Teacher applies fun and motivating learning techniques in classroom.



# ... with a teacher Service Agreement indicators example from SDK Kondok (a case study school)

## PRE-AMENDMENT

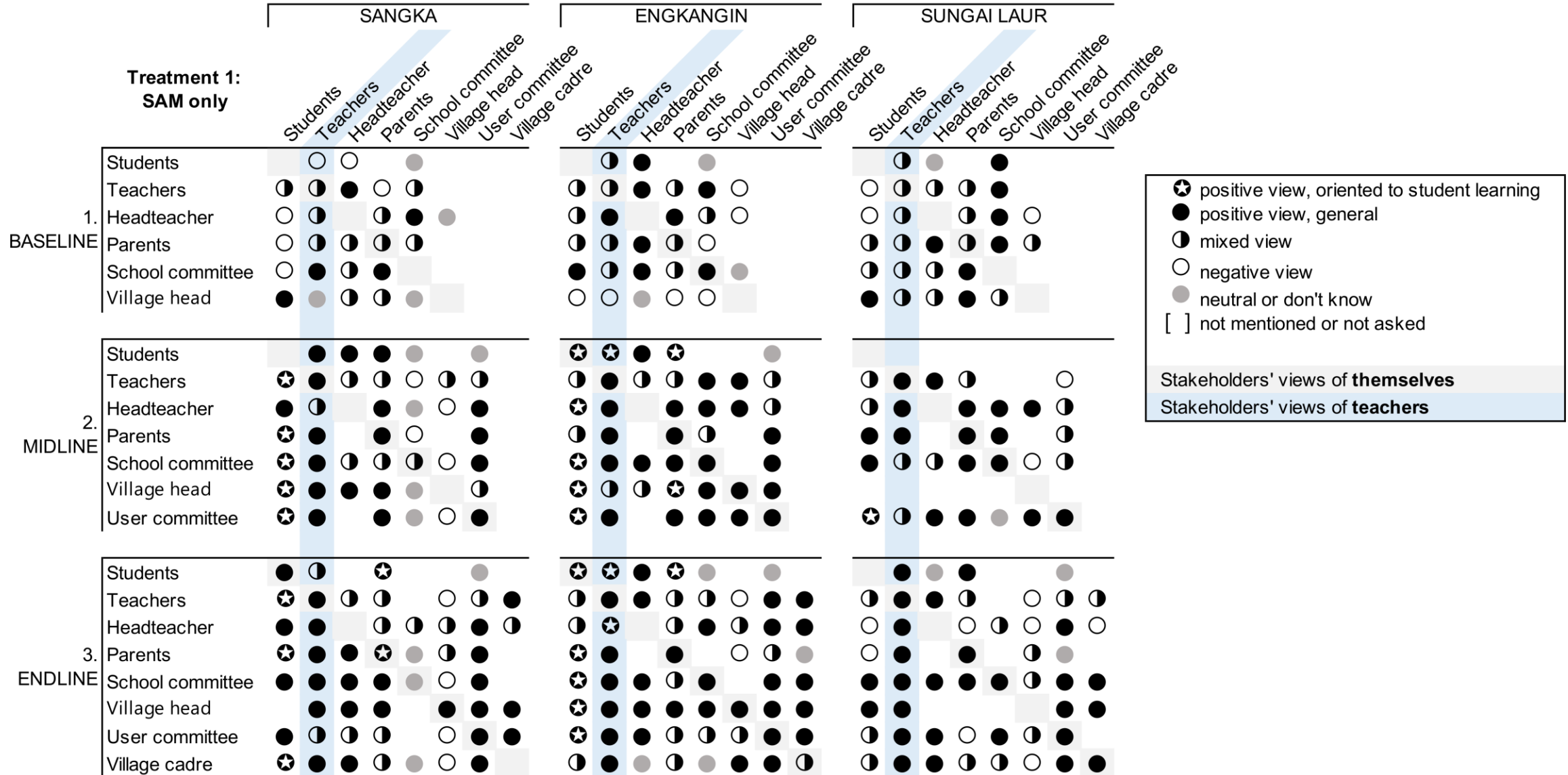
Indicator	Weight
Teacher arrives and leaves school on time. Monday - Thursday : 7.30am-12.20pm. Friday - Saturday: 7.30am-10.55am	20
Teacher disciplines students gently with positive discipline. Teachers are not to use harsh words and/or physical punishment when disciplining students.	20
Teacher gives homeworks to students, and makes sure parents are aware and signs students' completed homeworks.	10
Teacher motivates students using positive encouragements and advices.	10
Teacher informs parents of students who are facing challenges in school by conducting a visit to their home and writing a formal letter to the parents	10
Teacher creates problem sets for student learning groups to work on, and provides instructions to the problem sets during classroom learning	10
Teacher uses varieties of teaching methods, including story telling, singing, role playing, and question-answer with students, as well as teaching aids	10
Teacher supervises student learning groups by conducting regular visits to all groups at least once a month	10

## POST-AMENDMENT

Indicator	Weight
Teacher arrives and leaves school on time. Monday - Thursday : 7.30am-12.20pm. Friday - Saturday: 7.30am-10.55am	20
Teacher disciplines students gently with positive discipline. Teachers are not to use harsh words and/or physical punishment when disciplining students.	10
Teacher gives homeworks to students, and makes sure parents are aware and signs students' completed homeworks.	10
<b>Grade 1-3 Teachers ask students to rehearse reading letters and numbers daily before classroom lessons begin</b>	10
<b>Grade 3 Teachers to ask students to read short readings during classroom lessons</b>	10
<b>Teachers provides remedial assistance for students who are behind by providing additional lesson 15 minutes before class begins.</b>	20
<b>Grade 1-3 Teachers use letter and number cards as teaching aids for students to be able to read and count</b>	10
Teacher supervises student learning groups by conducting regular visits to all groups at least once a month	10

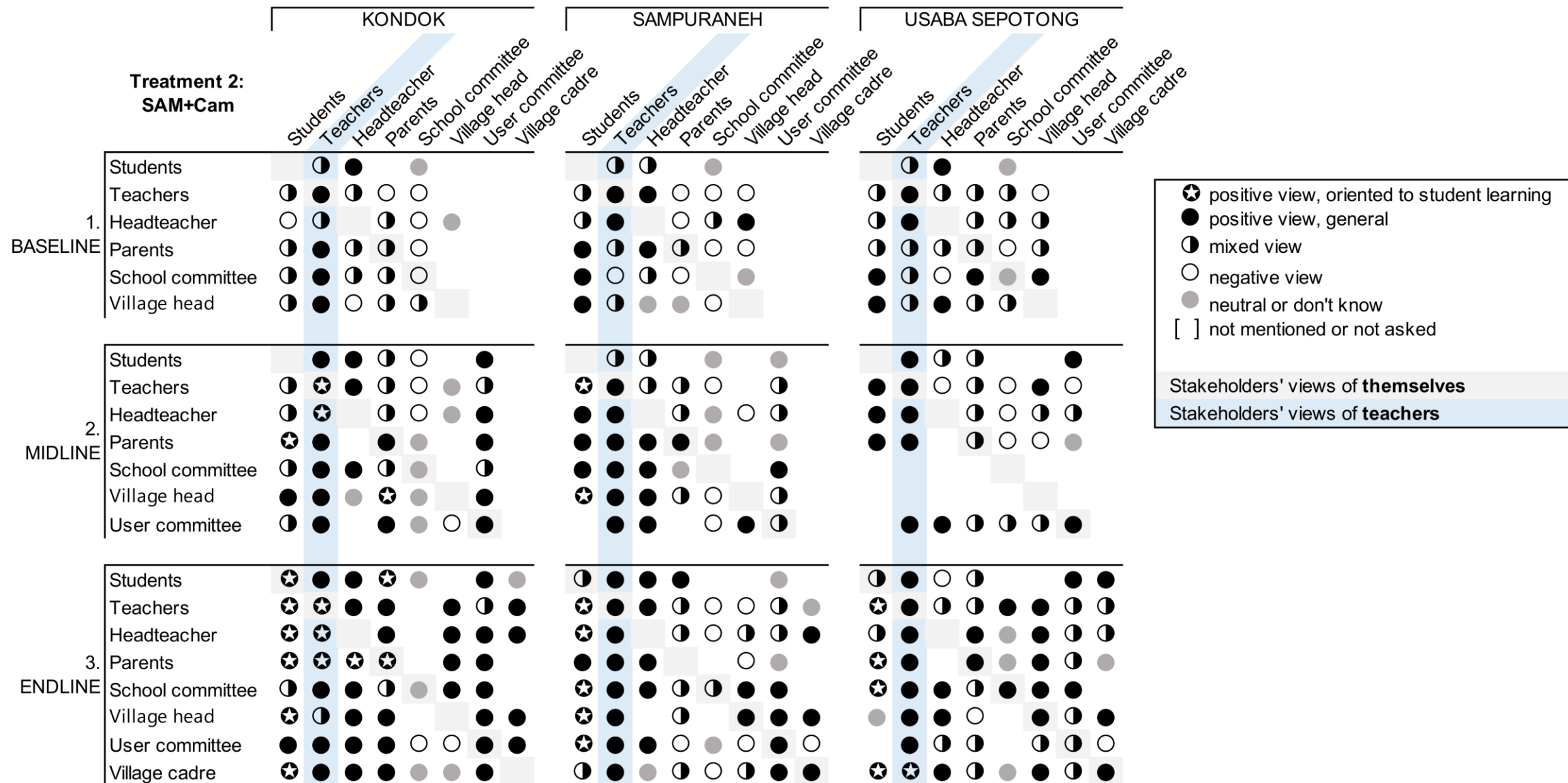
# Coherence between relationships: SAM schools

Opinions of **interview and focus group participants** (rows) about **other school stakeholders** (columns)



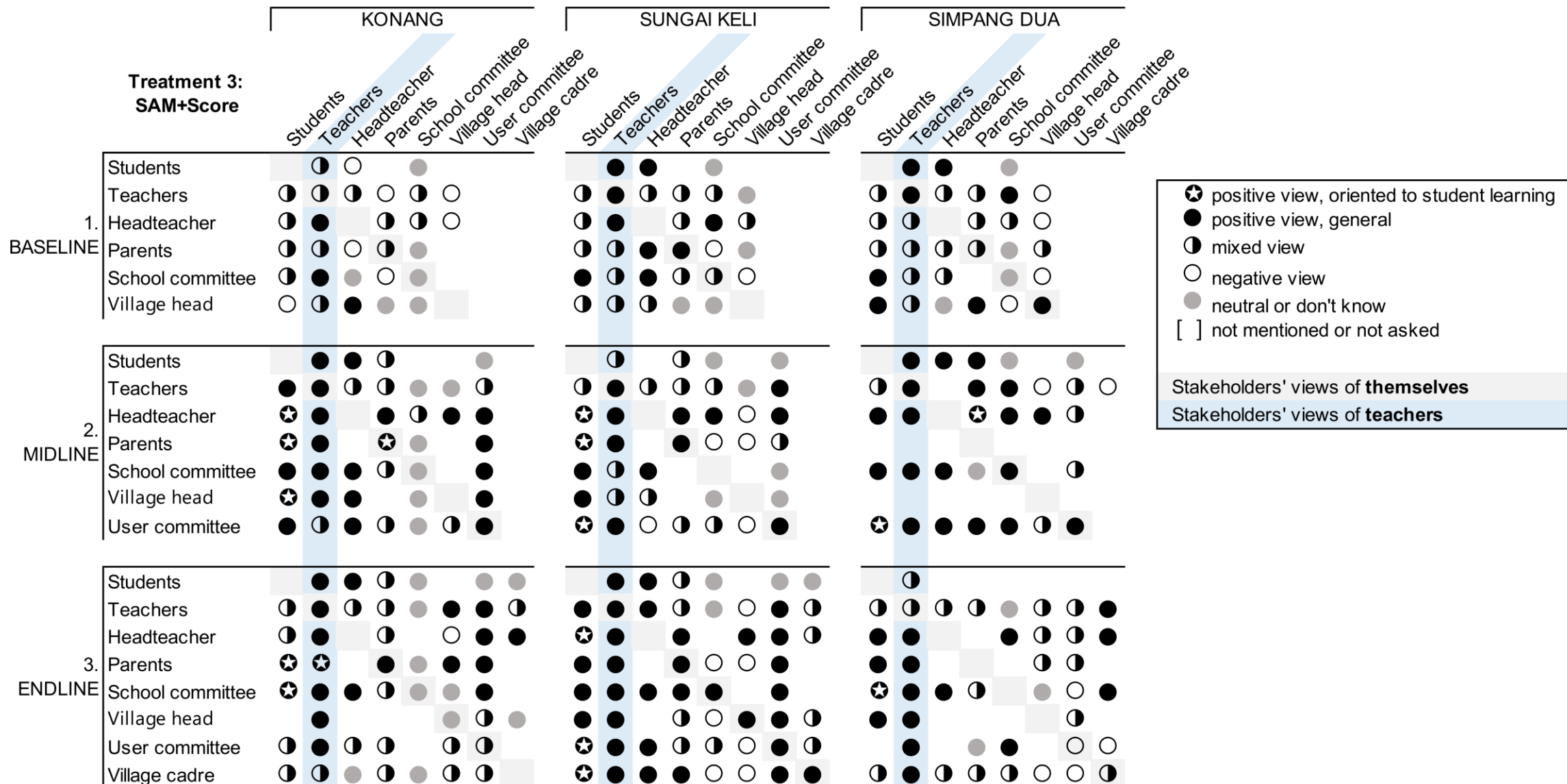
# Coherence between relationships: SAM+Cam schools

Opinions of **interview and focus group participants** (rows) about **other school stakeholders** (columns)

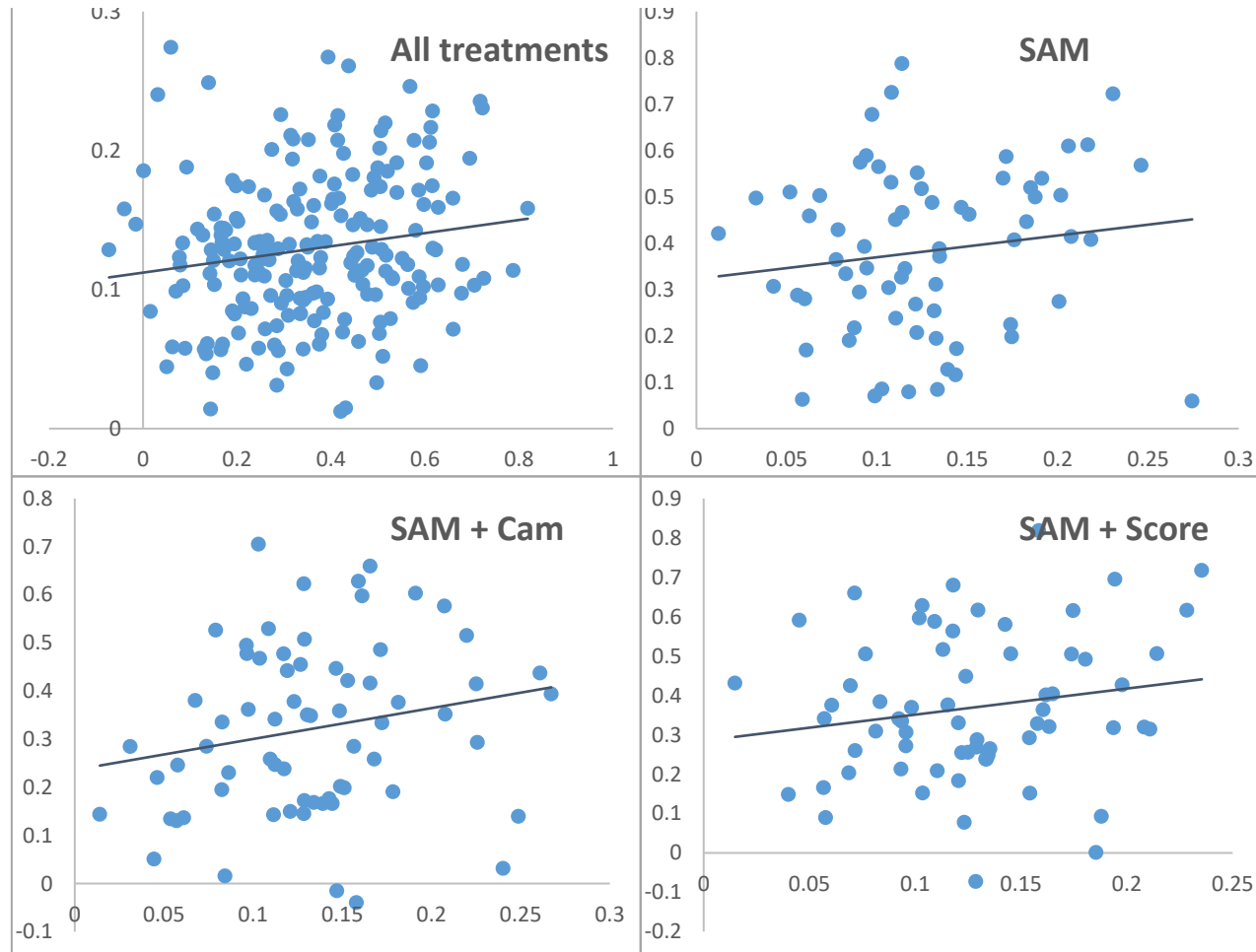


# Coherence between relationships: SAM+Score schools

Opinions of **interview and focus group participants** (rows) about **other school stakeholders** (columns)



# Improvements in teachers' service indicator scores were not associated with improvements in student outcomes



**Change in student bahasa scores vs. change in teacher service scores**

Average change in percentage points.  
1 dot = 1 school.

Teacher scores incorporate an attendance indicator.

# Teachers in SAM+Score schools tried to exert more power over user committees

% OF USER COMMITTEES FEELING PRESSURED TO GIVE BETTER SCORES TO TEACHERS

