

The Role of Coherence in Strengthening Community Accountability for Remote Schools in Indonesia

Yue-Yi Hwa[^], Sharon Kanthy Lumbanraja^{*^},
Usha Adelina Riyanto^{*}, and Dewi Susanti^{*"}

Affiliations:

[^] RISE Programme

["] Global School Leaders

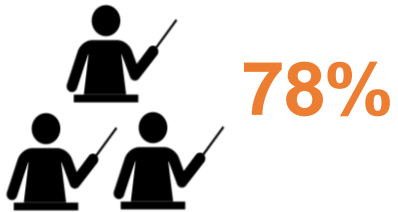
^{*} World Bank

[^] GovtechEdu

The KIAT Guru Intervention

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

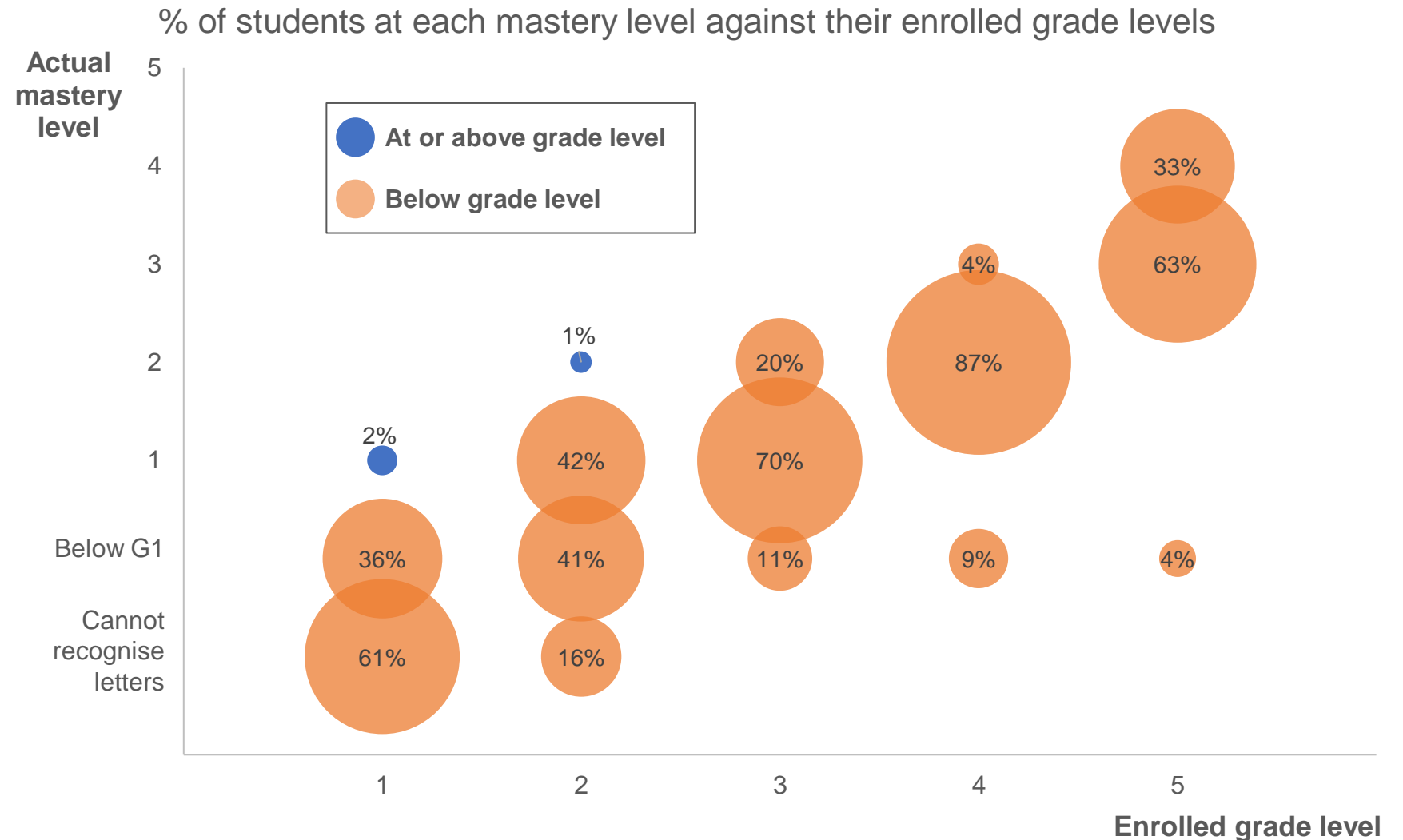
Teacher presence
in school



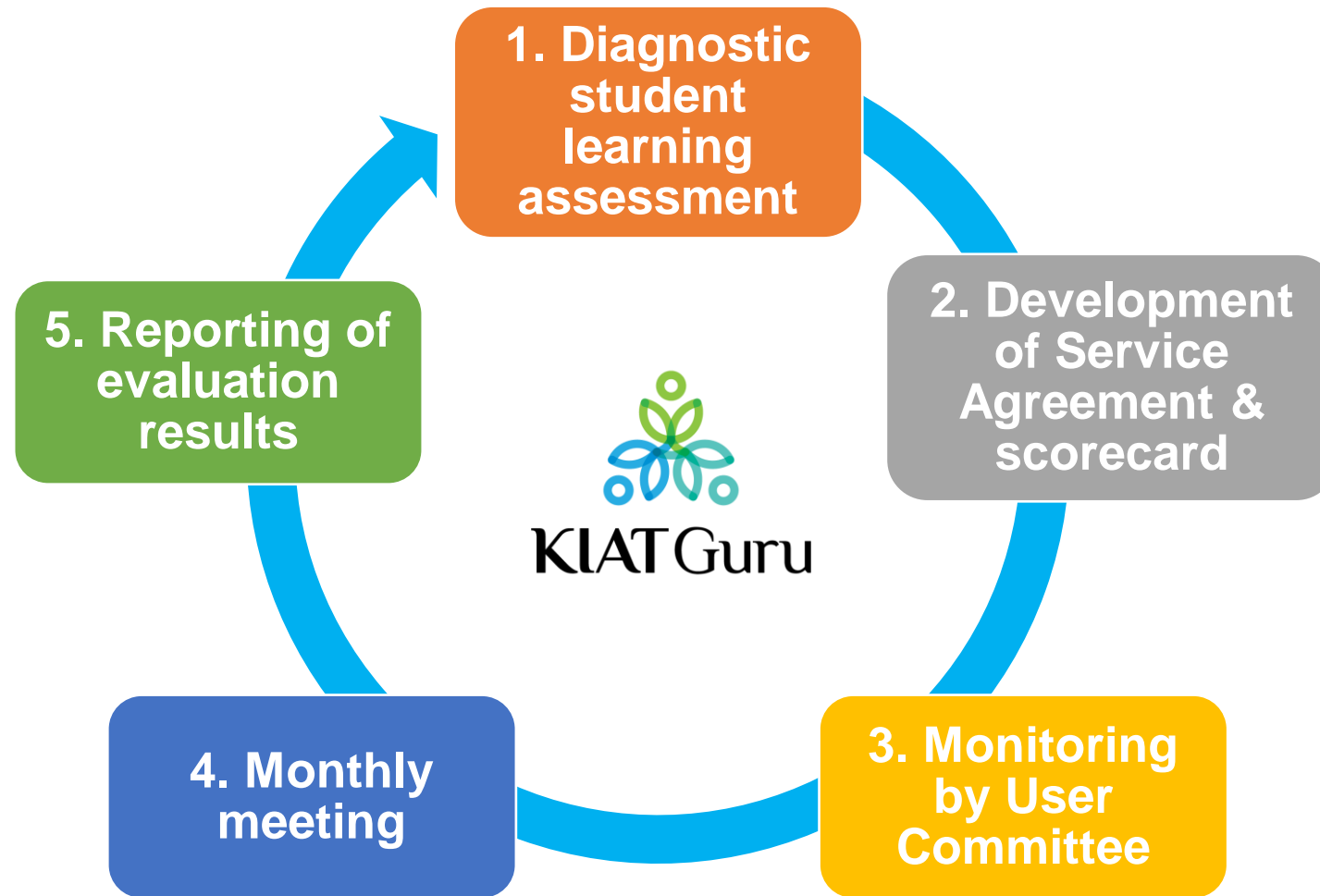
Teacher presence
in classrooms



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



KIAT Guru tested three different treatments to motivate teachers

SAM

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

SAM+Score

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

SAM+Cam

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



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

... 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 analyze a mix of qualitative and quantitative data from KIAT Guru schools ...

Interviews

Focus groups

**Process
monitoring**

**Quantitative
surveys**

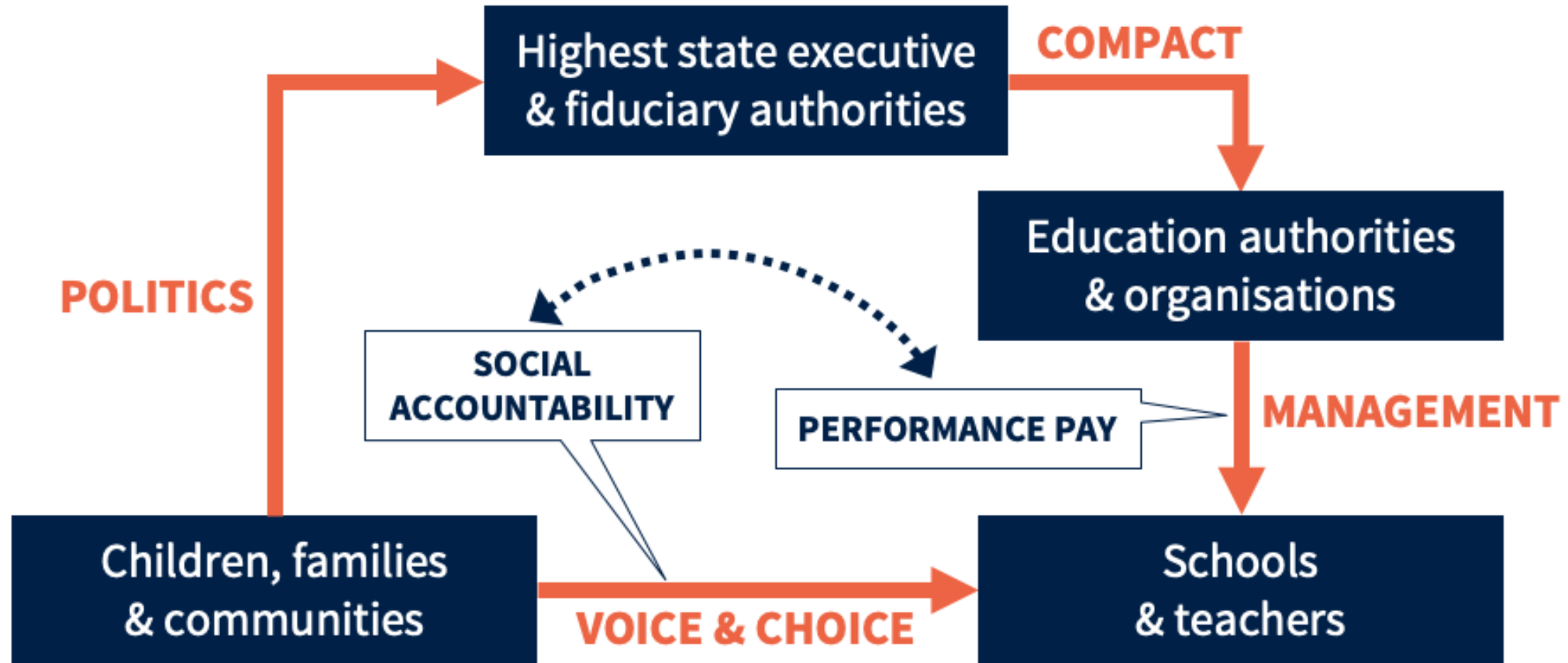
**Student
assessments**

**Teacher service
indicator scores**

9 schools

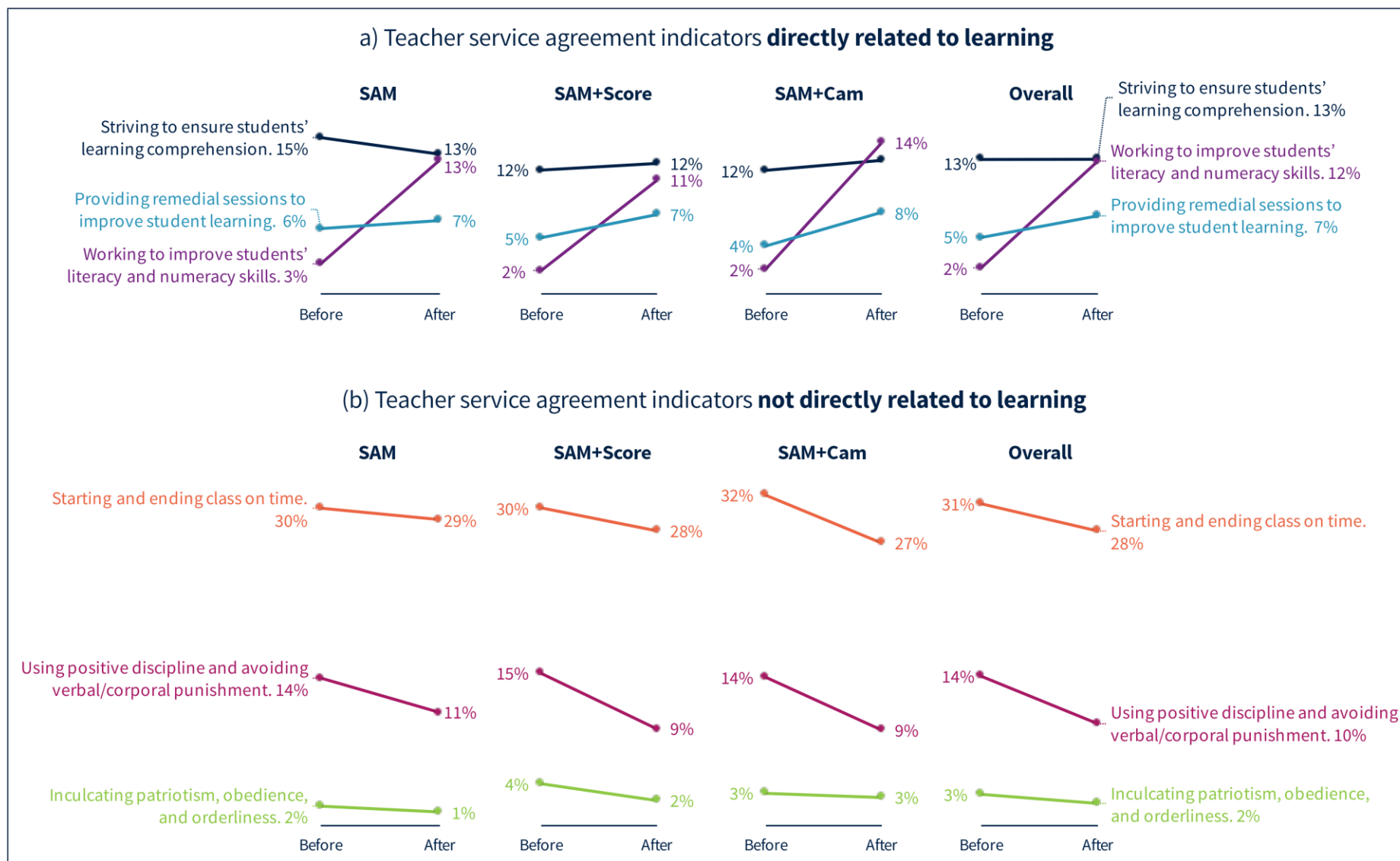
203 schools

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

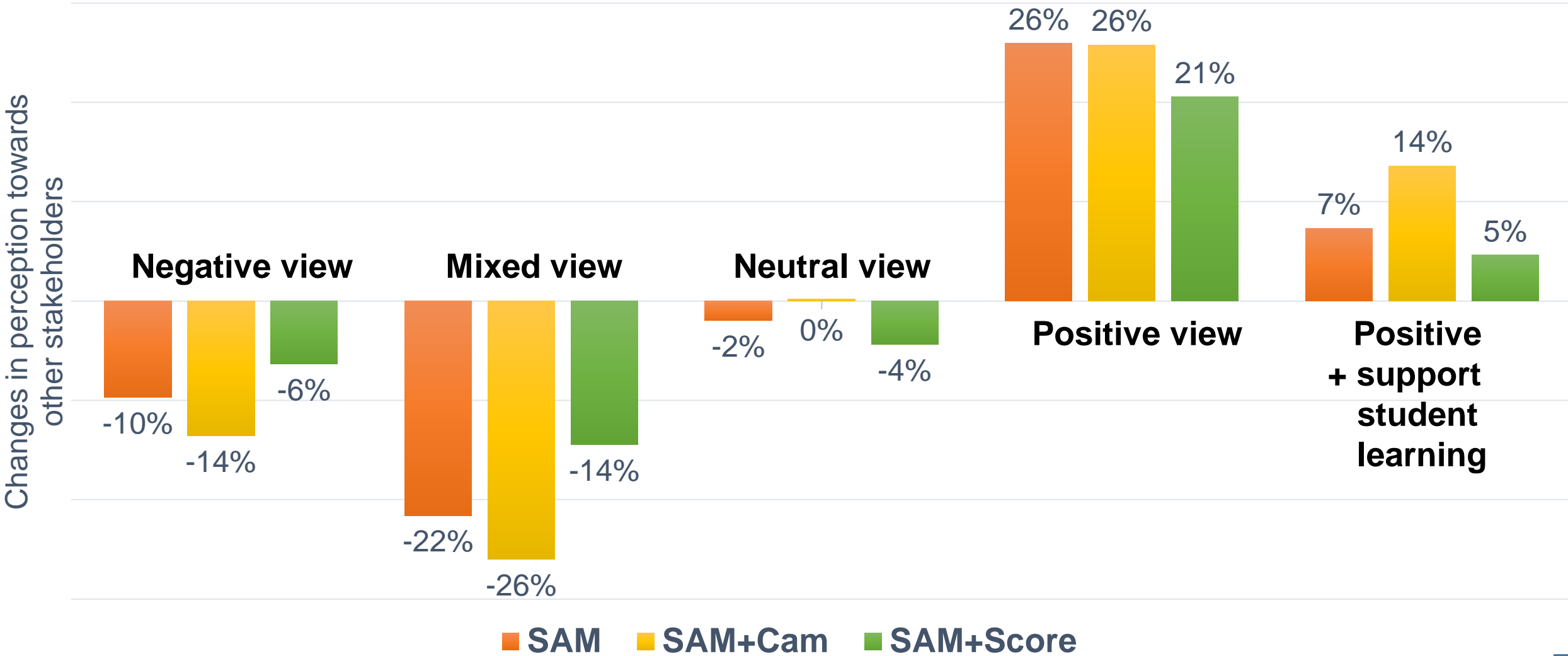


Source: adapted from Pritchett, L. 2015. *Creating Education Systems Coherent for Learning Outcomes*. RISE Working Paper Series. 15/005. https://doi.org/10.35489/BSG-RISE-WP_2015/005

We look at the degree to which the service agreement indicators became more coherent for learning ...



.. and at changes in coherence between stakeholders in accountability relationships over time



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 does agents' well-being depend on performance?



Support

How is the accountability relationship strengthened?

SAM+Cam was most effective because it made the voice & choice relationship more coherent

	Control	SAM	SAM+Score	SAM+Cam
 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 ... ”

—Project facilitator,
for user committees in 6 schools

The importance of power dynamics (and, hence, of support) is evident in descriptions of accountability processes

“ Because of their lack of knowledge, **we are evaluated by people who have a lower education level than us.** That’s what the teachers objected to, having former students evaluate us. ...

Because **it’s a government program**, it must be done, and whatever happens it’s important that **we submit.**”

—School leader,
SDS Usaba Sepotong (SAM+Cam)

“ Once, I didn’t want to be photographed, because I considered it **an oppression of teachers.**”

—Teacher who is ineligible for the allowance (and is unaffected by camera-based deductions),
SDS Usaba Sepotong
(SAM+Cam)

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

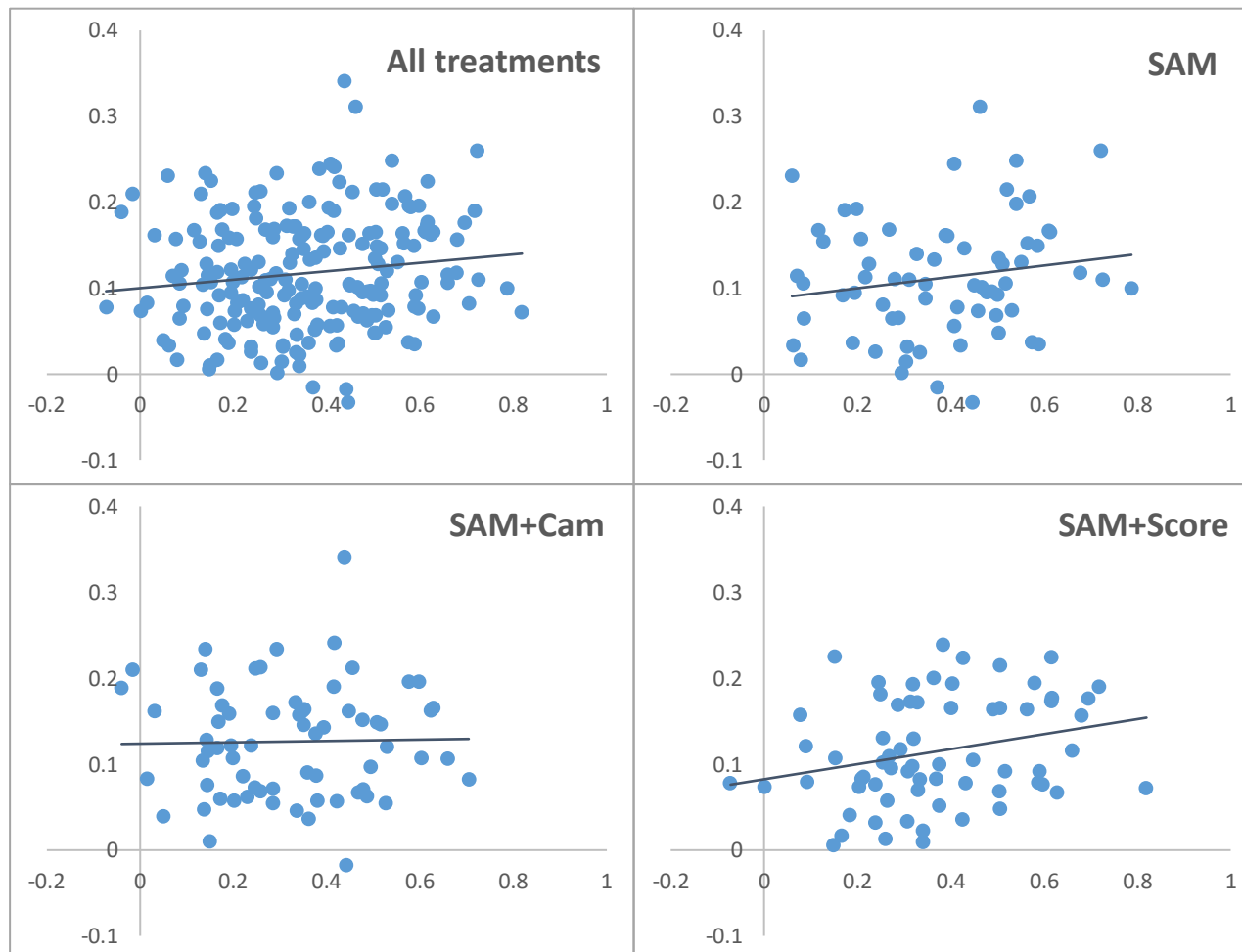
	Control	SAM	SAM+Score	SAM+Cam
 Delegation	+	++	++	++
 Finance	0	+	+	+
 Information	0	+	+	++
 Motivation	+	+	++	++
 Support	0	+	+	++
Coherent for student learning?	x	partially	partially	✓

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+Score	SAM+Cam
 Delegation	+	++	++	++
 Finance	0	+	+	+
 Information	0	+	+	++
 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 ...

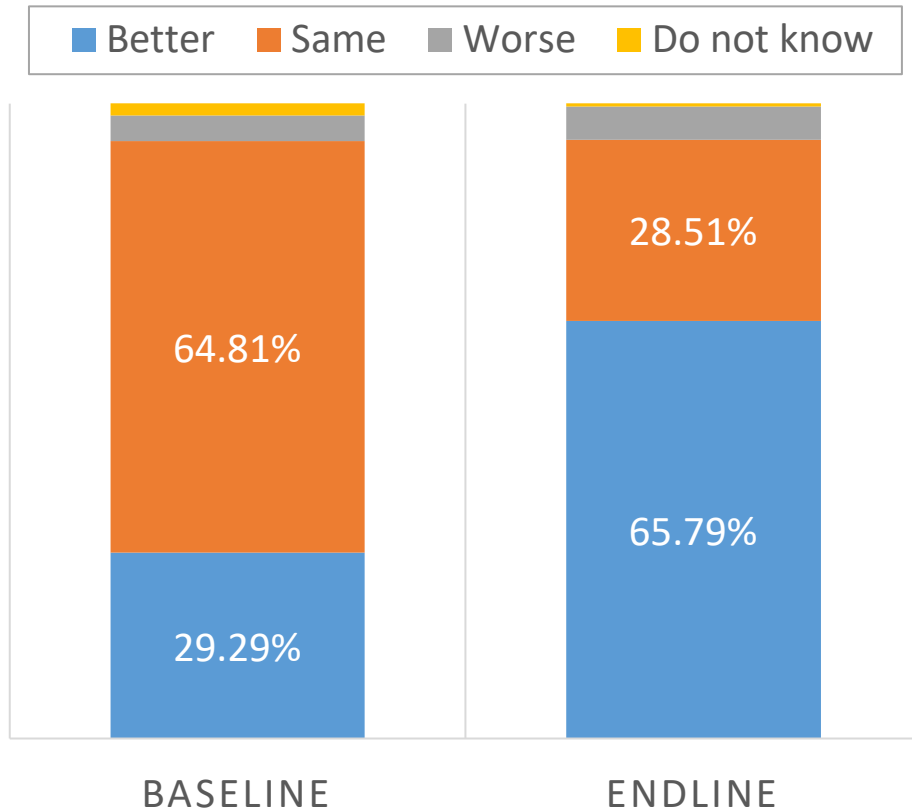
Average teacher attendance within KIAT Guru treatment and control groups at baseline and endline, with two-sample t-tests for between-group differences (%)

		Mean (standard errors)				Difference between SAM+Cam & ... (p-value)		
		Control (1)	SAM-only (2)	SAM+Score (3)	SAM+Cam (4)	Control (5)	SAM-only (6)	SAM +Score (7)
Average teacher attendance at	baseline	77.25 (20.08)	76.72 (16.43)	79.22 (21.11)	79.45 (18.61)	2.20 (0.51)	2.73 (0.37)	-0.23 (0.95)
	endline	80.31 (18.51)	83.93 (17.70)	79.66 (16.87)	85.03 (16.09)	4.71 (0.12)	1.09 (0.71)	-5.37* (0.06)
Difference between baseline & endline		3.06 (20.85)	7.21 (21.38)	0.44 (25.50)	5.58 (18.99)	2.51 (0.47)	-1.63 (0.64)	-5.14 (0.19)
N		67	68	67	68	135	136	135

Note: Standard errors clustered at the school level. */**/** denotes 10/5/1 percent significance levels.

... 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



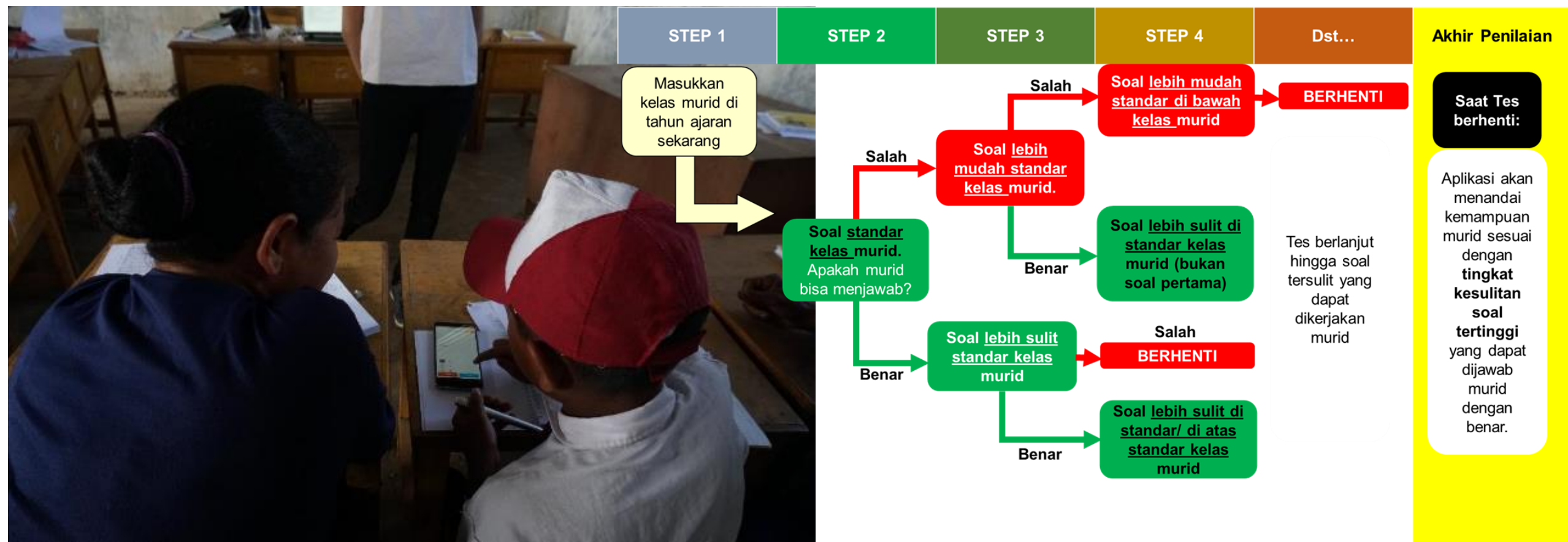
KIAT Guru was an initiative of the National Team for Acceleration of Poverty Reduction (TNP2K) and
Directoral General for Teachers and Education Personnel, Ministry of Education and Culture (MoEC)

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

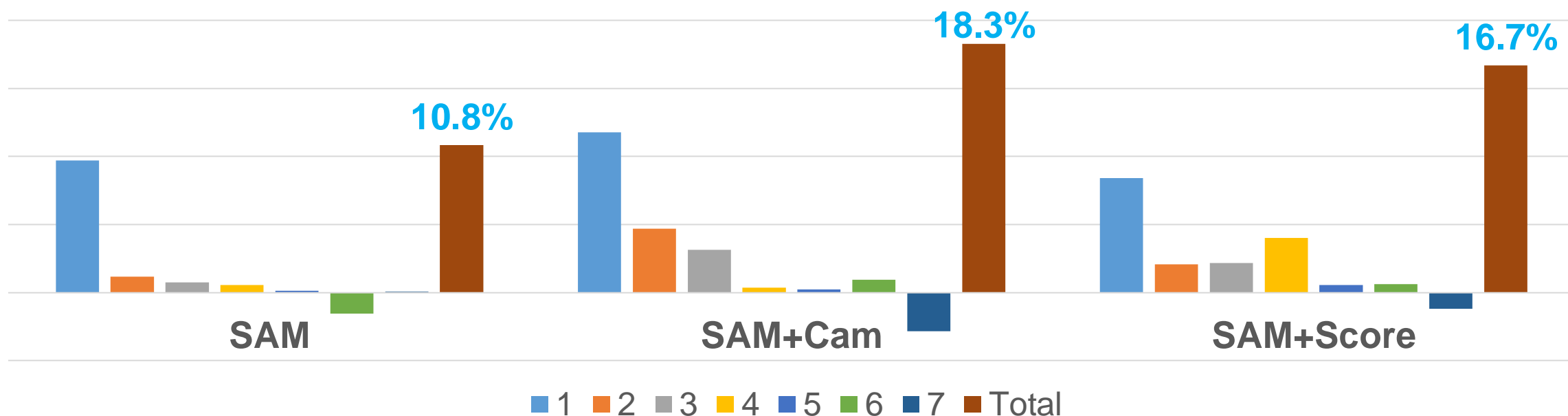


Pemerintah desa menetapkan peraturan jam belajar anak di rumah



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

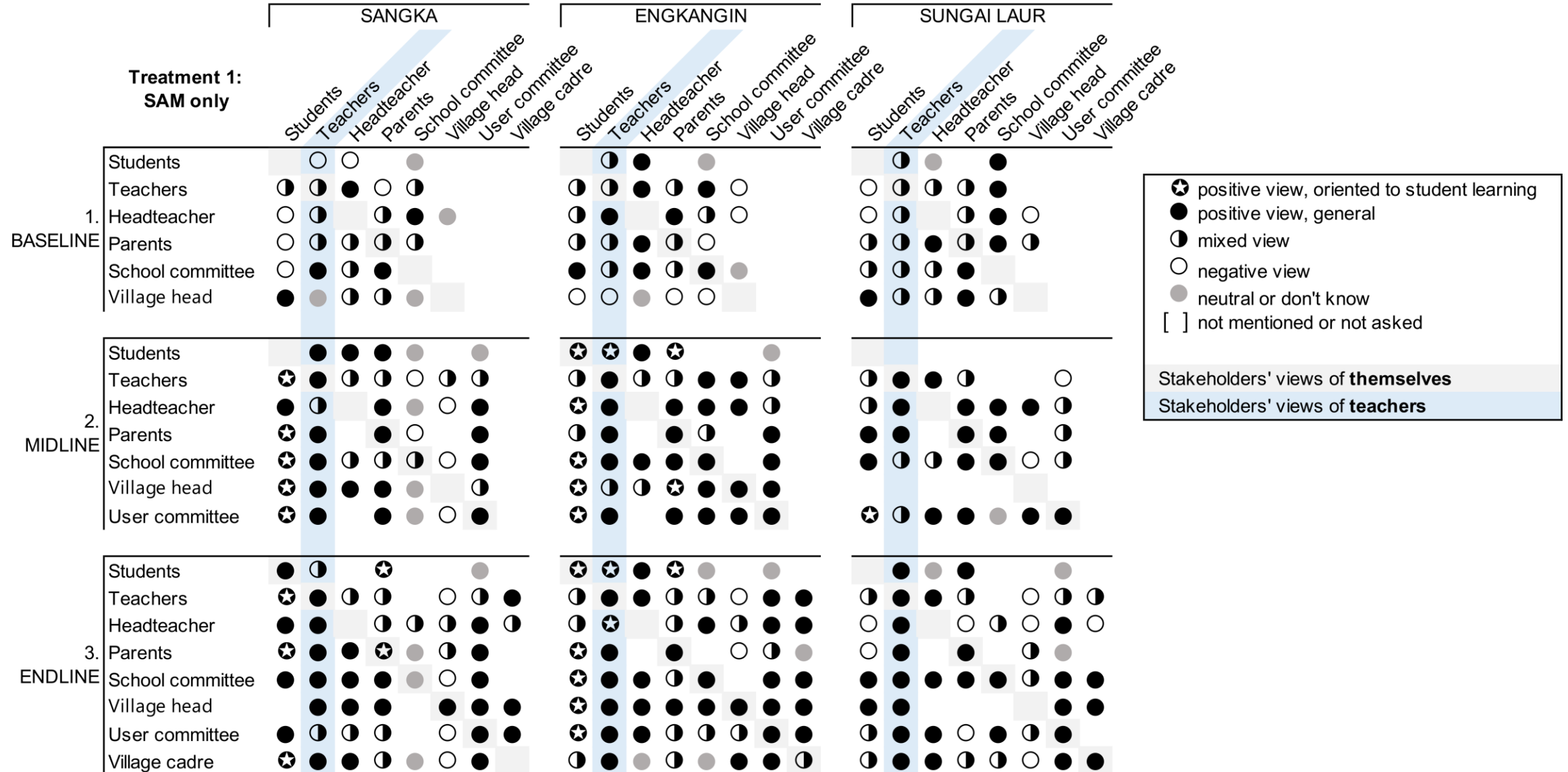
Indicator	Weight
Teacher arrives and leaves school on time. Monday - Thursday : 7.30am-12.20pm. Friday - Saturday: 7.30am-10.55am	20
Teacher disciplines students gently with positive discipline. Teachers are not to use harsh words and/or physical punishment when disciplining students.	20
Teacher gives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

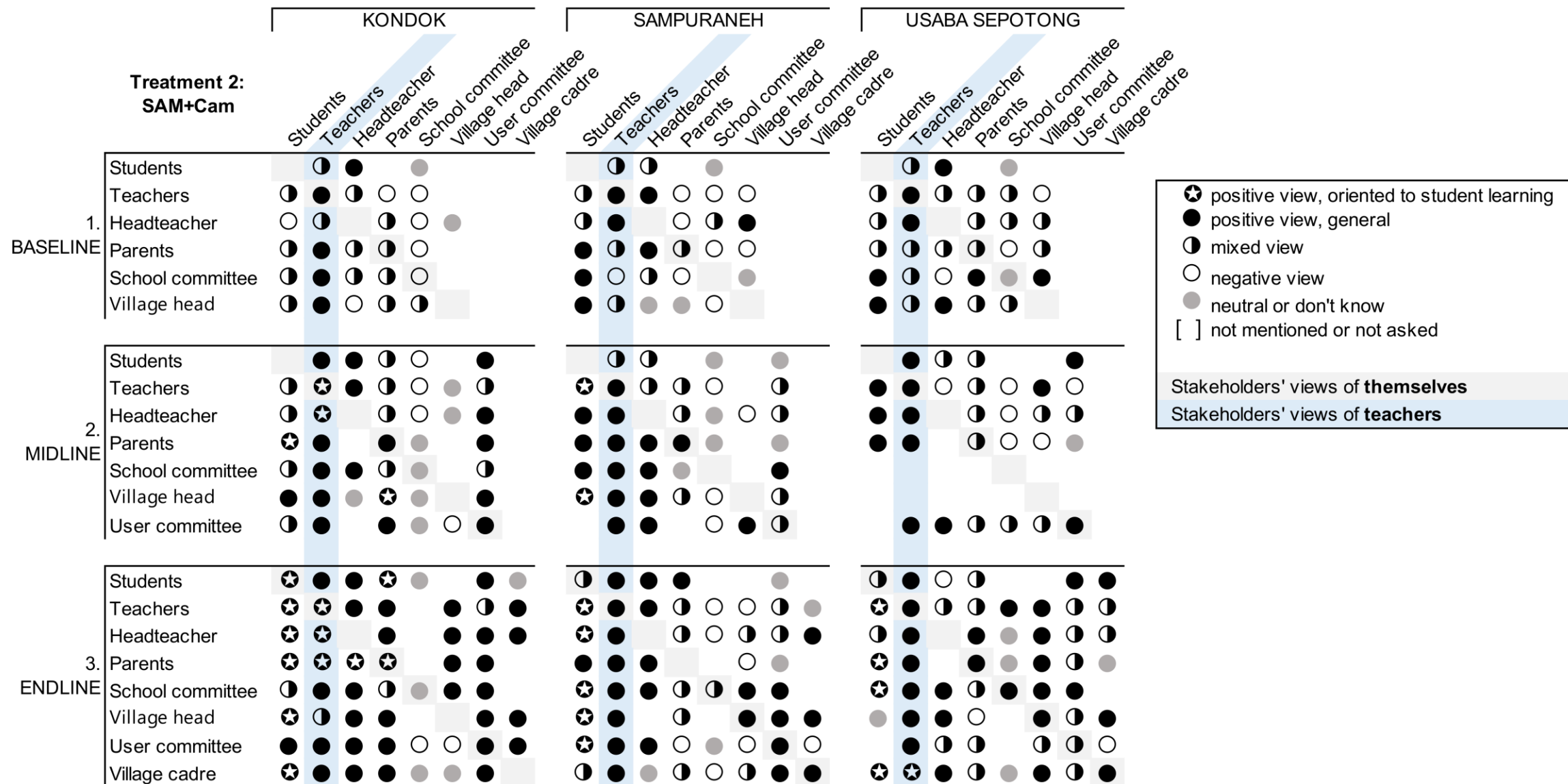
Coherence between relationships: SAM schools

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



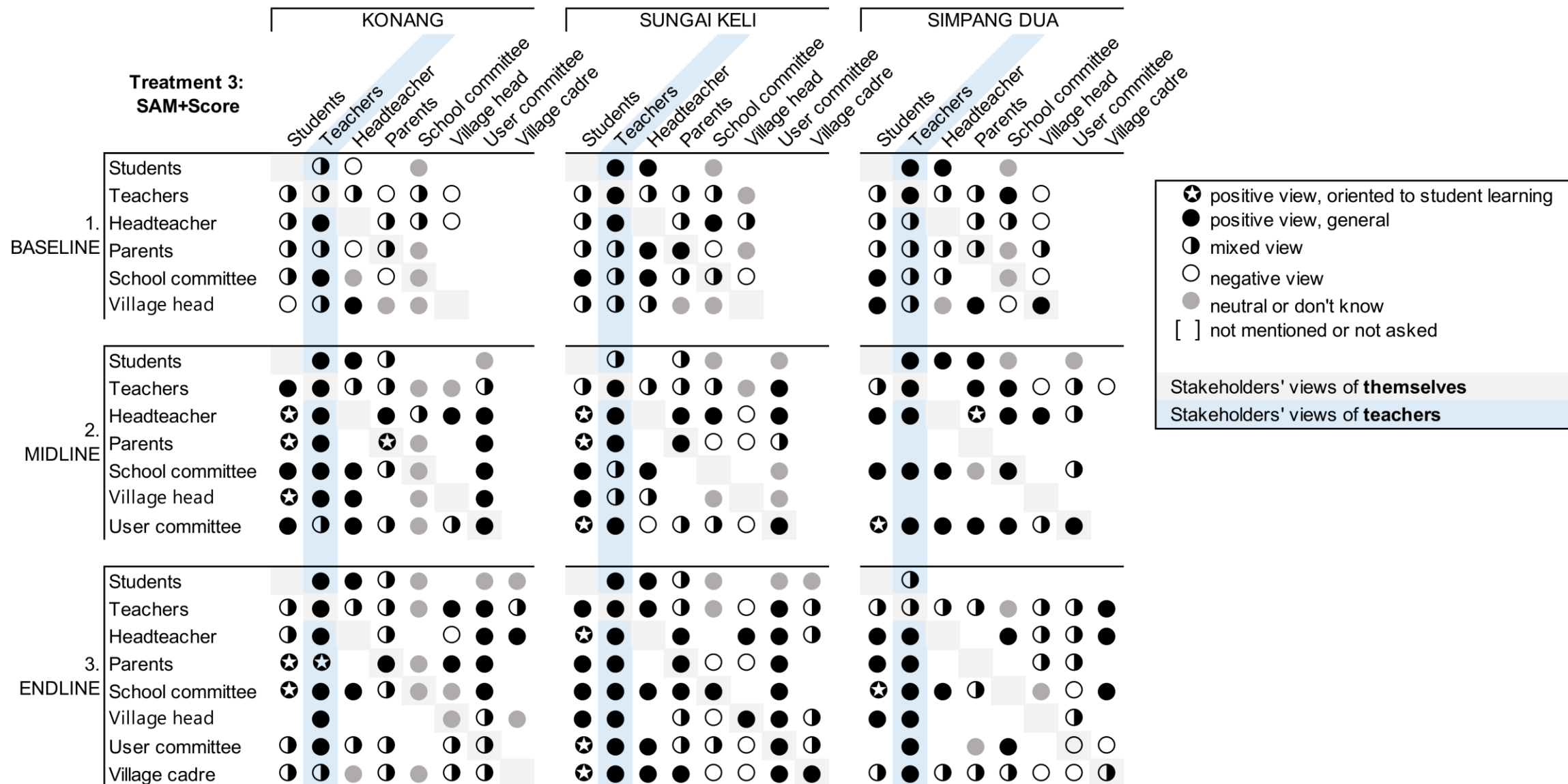
Coherence between relationships: SAM+Cam schools

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

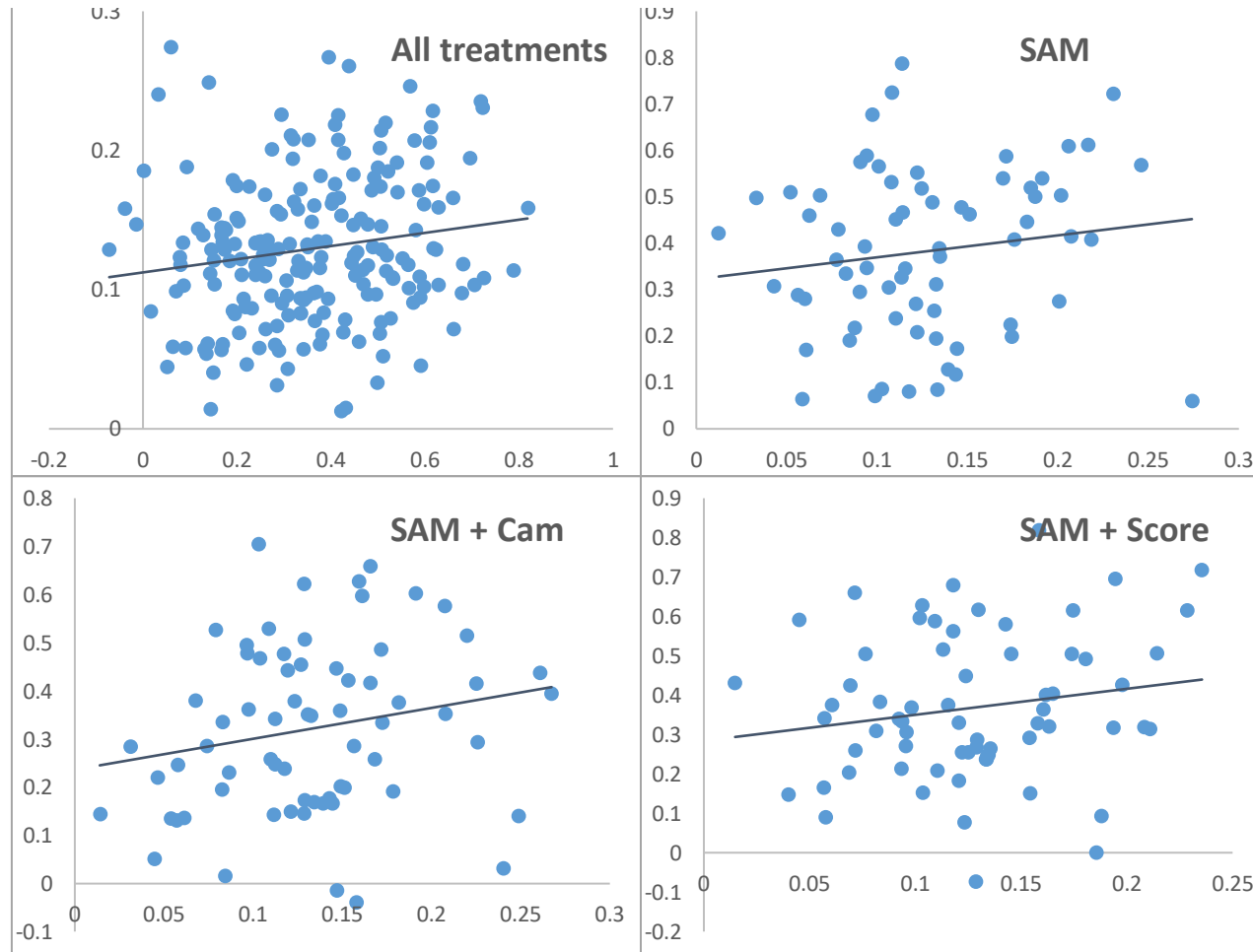


Coherence between relationships: SAM+Score schools

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

