



# Study

A study report on working groups for teachers, principals and school supervisors as a forum and support network for continuing professional development

June 2019



## **INOVASI – Innovation for Indonesia’s School Children**

Ratu Plaza Office Tower 19th Floor,

Jl. Jend. Sudirman Kav 9, Jakarta Pusat, 10270

Indonesia

Tel : (+6221) 720 6616 ext. 304

Faks : (+6221) 720 6616

<http://www.inovasi.or.id>

June 2019

Foto sampul diambil dari Palladium

*The Governments of Australia and Indonesia are partnering through the Innovation for Indonesia’s School Children (INOVASI) program. INOVASI seeks to understand how to improve student learning outcomes in literacy and numeracy in diverse schools and districts across Indonesia. The first phase of the program (AUD49 million) began in January 2016 and will continue until December 2019. Working with Indonesia’s Ministry of Education and Culture, INOVASI has formed partnerships with 17 districts in: West Nusa Tenggara; Sumba Island, East Nusa Tenggara; North Kalimantan; and East Java.*

INOVASI is an Australia–Indonesia Government Partnership – Managed by Palladium.



[info@inovasi.or.id](mailto:info@inovasi.or.id)



[www.inovasi.or.id](http://www.inovasi.or.id)



[www.facebook.com/InovasiPendidikanAIP](https://www.facebook.com/InovasiPendidikanAIP)

# **Study**

**A study report on working groups for teachers, principals and school supervisors as a forum and support network for continuing professional development**

**West Nusa Tenggara**

June 2019

# TABLE OF CONTENTS

<b>LIST OF FIGURES AND TABLES .....</b>	<b>5</b>
<b>LIST OF ACRONYMS .....</b>	<b>6</b>
<b>EXECUTIVE SUMMARY .....</b>	<b>7</b>
<b>1. INTRODUCTION .....</b>	<b>11</b>
1.1 Background .....	11
1.2 Problem statement and research questions .....	11
1.3 Methodology .....	12
<b>2. THE CONTINUING PROFESSIONAL DEVELOPMENT SUPPORT NETWORK IN WEST NUSA TENGGARA .....</b>	<b>15</b>
2.1 Current situation .....	15
2.2 Organisation and management .....	18
<b>3. IMPLEMENTING CONTINUING PROFESSIONAL DEVELOPMENT SUPPORT NETWORK PROGRAMS .....</b>	<b>21</b>
3.1 Work programs .....	21
3.2 Implementing the work program .....	24
3.3 Financing the groups .....	28
3.4 Supporting facilities .....	30
3.5 Human resources .....	31
3.6 Quality assurance .....	33
<b>4. WORKING GROUPS AS AN EFFECTIVE CONTINUING PROFESSIONAL DEVELOPMENT SUPPORT NETWORK .....</b>	<b>35</b>
4.1 Teachers' working groups (KKG) .....	35
4.2 <i>Madrasah</i> working groups (KKM) .....	38
4.3 Principals' working groups (KKKS) .....	38
4.4 School supervisors' working groups (KKPS) .....	39
4.5 Relationship between the working groups .....	39
<b>5. CHALLENGES AND ENABLING FACTORS .....</b>	<b>40</b>
5.1 <b>Challenges</b> .....	<b>40</b>
Work programs and their implementation .....	41
Financing .....	42
Supporting facilities .....	42
Quality assurance .....	42
5.2 <b>Enabling factors</b> .....	<b>42</b>
Members' characteristics .....	42
Organisational characteristics .....	43
Support from the environment .....	43
<b>6. CONCLUSIONS AND RECOMMENDATIONS .....</b>	<b>44</b>
6.1 <b>Conclusions</b> .....	<b>44</b>
6.2 <b>Recommendations</b> .....	<b>45</b>
Strengthening groups from within .....	46
Strengthening networks .....	47
Strengthening the environment .....	47
<b>REFERENCES .....</b>	<b>50</b>

## LIST OF FIGURES AND TABLES

Figure 1 Preparing the teachers' working group activity based on MoEC's guidelines.....	21
Figure 2 Process of compiling the work program applied by many working groups .....	22
Figure 3 Synergy of connectivity between working groups .....	45
Table 1 Respondents in the initial mapping survey of working groups for primary school and madrasah teachers and school principals .....	13
Table 2 Exploratory study on teachers, principals, supervisors and madrasah working groups: number of informants across the five districts .....	14
Table 3 Who formed the teachers and principals' working groups, by district .....	17
Table 4 Teachers, principals and madrasah working groups: decrees and statutes or by-laws.....	18
Table 5 Teachers, principals and madrasah working groups established by decree, percentage .....	19
Table 6 Teachers, principals and madrasah working groups guided by statutes or by-laws.....	19
Table 7 Teachers, principals and madrasah working groups: management structure.....	20
Table 8 Activity agendas: primary and madrasah teachers' working groups .....	23
Table 9 Ownership of group terms of reference by KKG, KKKS, KKM.....	24
Table 10 Teachers, principals and madrasah working groups, achieving activity agenda .....	24
Table 11 Frequency of meetings or activities in the last two years .....	25
Table 12 Meeting attendance rates by district.....	26
Table 13 Topics discussed at meetings .....	27
Table 14 Sources of funding for activities.....	28
Table 15 Costs incurred per school by districts.....	30
Table 16 Ownership of or access to facilities and infrastructure .....	30
Table 17 Resource persons for activities .....	31
Table 18 Access to resource persons, by district .....	32
Table 19 Frequency of monitoring of groups.....	33
Table 20 Regular reporting by groups .....	35

## LIST OF ACRONYMS

BOS	schools' operational funds
Du-Di	business and industry ( <i>Dunia Usaha – Dunia Industri</i> )
FGD	focus group discussions
GEMBIRA	Transition from mother-tongue to Bahasa Indonesia pilot program ( <i>Gerakan Menggunakan Bahasa Indonesia yang Baik dan Benar</i> )
Guru BAIK	Pilot program to develop teacher's capacity ( <i>Guru Belajar, Aspiratif, Inklusif, dan Kontekstual – aspirational, inclusive and contextual learning for teachers</i> )
IDR	Indonesian rupiah
INOVASI	Innovation for Indonesia's School children program
K-13	2013 curriculum
KCD	service branch office ( <i>kantor cabang dinas</i> )
KKG	teachers' working groups
KKKS	principals' working groups
KKM	<i>madrasah</i> working groups
KKPS	school supervisors' working groups
LPMP	educational quality assurance council
<i>madrasah</i>	religious primary schools ( <i>madrasah ibtidaiyah</i> )
MGMP	subject teachers' working groups
MoEC	Ministry of Education and Culture
MoRA	Ministry of Religious Affairs
NGO	non-governmental organisation
SDN	state primary school ( <i>sekolah dasar negeri</i> )
SIM PKB	continuing professional development management system ( <i>sistem informasi manajemen pengembangan keprofesian berkelanjutan</i> )
SWOT test	strengths, weaknesses, opportunities and threats analysis
UPTD	local technical management unit ( <i>unit pengelola teknis dinas</i> )

## EXECUTIVE SUMMARY

The overall quality of education can only be improved by continuously enhancing the professional skills of the teachers, principals and supervisors working within the system. The continuing professional development program aims to develop the competencies that teachers need to effectively deliver the curriculum. These activities for teachers at regular primary schools and religious primary schools (referred to as *madrasah* throughout this report) can be carried out in various ways, including through teachers' working groups. Furthermore, the principals and supervisors' working groups, in developing the professional capacity of their members, will become a support network for teachers and improve the quality of teaching and learning in schools.

INOVASI is committed to supporting professional development for teachers, principals and supervisors through various activities and teachers's working groups are a potential forum for sustainable professional development.

In 2008, the Ministry of Education and Culture (MoEC) through the Directorate of Teachers and Education Personnel published development standards (book I) and standard operating procedures (book II) for primary and subject teachers' working groups (KKG/MGMP) to ensure an equally high standard among these groups. However, many groups have not yet referred to these guidelines and their activities do not contribute significantly to improving teachers' competencies and thus students' learning outcomes.

Against this background, this study maps out the current status of working groups for primary teachers, principals and school supervisors in five of INOVASI's target districts in West Nusa Tenggara province – Bima, Dompu, Central Lombok, Sumbawa and West Sumbawa – and especially in the clusters or regions where INOVASI is running pilot programs.

The number of working groups in the five districts varies, depending on the number of schools involved, their geographical conditions and the reasons the groups were formed. The teachers and principals' working groups are largely based on clusters while the *madrasah* working groups are mainly based on the number of state-run *madrasah* in an area. Supervisors' working groups are formed according to the education level (primary or secondary) and type (regular or *madrasah* schools) with generally only one from each category in a district. While the education or religious affairs offices form most working groups, others are formed by the members on their own initiative. Further variations occur at the practical administrative level with some groups formed at sub-district level and others divided into subject areas or grade-level groups.

Contrary to MoEC's standard operating procedure for working groups, membership of all the groups we encountered is automatic for the target group. In selecting administrators, some groups follow the standard operating procedure with an election process but in other groups the education or religious affairs offices appoint the administrators directly or the chairperson status is automatically linked to another position, such as principal of a core school. These direct or automatic appointments can be problematic as they do not gauge the commitment or guarantee the tenure of the administrator.

The survey also revealed discrepancies in the formal status of the groups. While half the principals' working groups and two-thirds of the teachers' working groups were established by decree, these decrees were issued at various levels – from cluster level through to district level. In Sumbawa all the groups have statutes and by-laws to guide them and West Sumbawa is not far behind but fewer than half the principals and *madrasah* groups elsewhere have a legal basis. Administrators are often unaware that these formalities are required for the group activities to be recognised as part of the members' continuing professional development.

Most groups do not follow the formal process of preparing work programs as laid down in the standard operating procedure, with the program being ratified by the principal or at district office level. Furthermore, most work programs focus on routine administrative tasks rather than capacity building due to the limited capacity of administrators, lack of funds and the extensive administrative demands. Activities relating to capacity building for teachers, principals and supervisors are still minimal. Assistance in developing the work

program is provided by supervisors and principals who have little time and different capacities. However, the West Sumbawa district education office has largely solved this problem by training the working group administrators and asking groups to suggest a work program that meets their professional needs.

Working group participants are generally enthusiastic with attendance levels at over 60 per cent. Some respondents said that not all their needs were met in the groups but they welcomed the opportunity to increase their knowledge and meet with colleagues. The participation of supervisors and principals is another driving factor for participants to attend. Some groups offer incentives to promote participation, such as certificates of attendance, and also cater for practical issues like transport costs. Groups formed for particular class levels or subjects as well as those that are part of a program, such as INOVASI, tend to meet more frequently.

Most working group activities are financed from the schools' operational funds (BOS) or, in the case of principals and supervisors' groups, from personal funds. *Madrasah* working groups have a special allocation of funds in the budget implementation field list channelled through state-run primary *madrasah* but since 2018 these are managed by the district. The working groups generally need IDR1–3 million per year, with meetings being the biggest expense, but each activity is not generally costed in advance since funding is often raised for activities when the need arises so it is spent immediately.

The working groups generally have access to facilities and infrastructure as long as meetings are held at the clusters' 'core' or 'parent' schools. While most groups manage to enlist local resource people for their meetings, it emerged that they would prefer to seek expertise from outside more frequently which would also be more stimulating. The standard operating procedure stipulates the qualifications that resource people should have but generally groups use the resource people available from their internal circles who do not need a fee, such as fellow teachers, principals, supervisors or district instructors.

Another issue the standard operating procedure covers is quality assurance, with recommendations for regular and independent monitoring and evaluation. However up to the present, apart from in West Sumbawa, the education and religious affairs offices concerned have tended to delegate this task to the school supervisors. In reality the exercise is largely carried out internally with some input from supervisors and the results are also used internally in preparing subsequent work programs. The system through the WhatsApp application that West Sumbawa district education office uses to monitor teachers' working group activity offers a potential solution to this problem.

The variations in the working groups, for example, in terms of structure, management capacity, motivation, mentoring, monitoring, support from outside and levels of activity, are reflected in the different impacts they have on improving the quality of teachers, principals and supervisors, as well ultimately on students' learning outcomes.

Nevertheless, most participants appreciate the value of the working groups. The main benefit cited for teachers and *madrasah* working groups was the reduced burden in completing learning administration tasks as well as the sense of camaraderie. For more active working groups that hold regular meetings, the benefits cited included gaining more experience, knowledge and skills. While for less active working groups the most cited benefit was coordination and reaching agreement on more routine issues.

However, as a forum for improving the quality of teachers, principals and supervisors, the working groups are not yet functioning optimally. Some working groups offer professional development through training and other activities but this is still not common and administrative tasks or lesson planning dominate.

Despite the uneven impact on improving teacher quality, the survey showed that generally respondents believe that the groups help improve students' learning outcomes, with satisfaction levels in the range of 2.2–2.8 on a scale of 0 (dissatisfied) to 4 (very satisfied). Respondents explained these perceptions by saying that students were more enthusiastic about their lessons when teachers use techniques gained from the working group activities. This warrants further research to assess the magnitude this impact.

Although the working groups are so diverse they are subject to similar positive and negative factors in establishing their role as a support network and forum for continuing professional development.

Several informants said that the absence of technical and implementation guidelines for teachers, principals, supervisors and *madrasah* working groups created organisational problems. Many were unaware of MoEC's development and operational standards for primary and subject teachers' working groups and also these standards are not fully relevant to the conditions in the field. In addition, teachers' working groups do not function independently, for example in appointing their own administrators or leaders. Leaders need the capacity and commitment to manage the activity program and this influences the success of the group. However, the selection mechanism and mutation policies do not always consider the impact of appointments or transfers on the working groups and whether those appointed have the time, capacity to take on the role.

Working groups do not all design relevant work plans that will increase their members' professional skills. This may be due to a number of factors, for example, the capacity and commitment of those in charge, the lack of established procedures and the limited assistance available. The challenge increases with the limited funding available to invite competent resource people with a range of skills. The issues of limited funds, facilities, infrastructure and assistance from local governments to support activities need special attention.

With the inconsistent and inadequate monitoring and evaluation processes, an overview of the working groups' performance is not always possible. In addition, the lack of follow-up on several programs detracts from the working groups' impact in terms of professional development and students' learning outcomes.

Nevertheless, teachers, principals and supervisors welcome the opportunity to share and resolve problems, and acquire the new knowledge and skills they need to cover the curriculum effectively. Working groups need to motivate members by offering both practical support and incentives. Also, if the groups had independent funds, they could use the internal and external resources available and draw up programs to meet their members' professional development needs. This would generate some momentum in implementing working group activities for primary teachers, principals and school supervisors. Furthermore, the groups would flourish with strong leadership from the teachers, principals and supervisors.

Some local governments have issued policies to support the working groups. The education, youth and sports office in West Sumbawa has established annual goals for the working groups that began in 2017 with the year of orderly management for teachers' working groups. The office supports the processes of designing, implementing, monitoring and evaluating the work programs and members' participation. The Central Lombok district education office is also designing a program to strengthen teachers' working groups by consolidating the management structure of cluster-based teachers' working groups and dividing them into upper primary and lower primary teachers' working groups. They plan to train a core teacher from each working group who will then in turn train the teachers in their respective groups.

The process of strengthening the various working groups cannot be carried out individually. The groups need to optimise their achievements by networking with all the stakeholders – within the group, between groups and in the wider environment – that have the potential to become partners.

Within the organisation, groups need to develop the capacity to manage, restructure and standardise the institutional formalities so the groups can engage more freely and develop their activities at a broader level. They can use MoEC's development and operational standards to guide this process although some aspects may need to be adapted to the conditions in the field.

Strengthening the content, quality and scope of activities, creating work programs that respond to the professional needs of the members as well as closer cooperation with the community will all help to improve the quality of education that schools offer. The current ad hoc approach to financing group activities needs to change to more stable sources of funds and involve estimates and standard rules in accordance with the MoEC standards. In addition, groups need to explore other ways of funding that involve external parties so they can improve the quality and quantity of their activities.

The working groups will be stronger if they establish support networks of teachers, principals, supervisors and *madrasah* working groups at a higher level. These can become a forum for strengthening and sharing organisational issues, as well as encouraging innovation.

Groups can gain much-needed support from outside the organisation, for example, in formulating monitoring and evaluation systems to guarantee the sustainability of the group and measure the success their activities. In addition to establishing the logistics of this evaluation process, the related policy and funding allocation needs to be in place. Also, groups can access a pool of resource people by cooperating with outside organisations and entities, including local universities, the educational quality assurance council at the provincial level as well as, for example, INOVASI's district facilitators at the local level.

# 1. INTRODUCTION

## 1.1 Background

The general quality of education can only be improved by enhancing the professional skills of the teachers, principals and supervisors working within the system. This requires systematic and sustainable continuing professional development efforts to develop teachers' competencies in accordance with their needs and to gradually but continuously improve their professional skills (Ministry of Administrative and Bureaucratic Reform regulation No 16 of 2009, see Annex 6).

The continuing professional development program for primary school teachers aims to develop teachers's skills by integrating and directing all elements relating to learning and the curriculum through supervisors, principals and coaching sessions with other professionals. Teachers and *madrasah* working groups are an effective means of conducting these activities for teachers in regular primary schools and religious primary schools (referred to as *madrasah* throughout this report). The professional development sessions are carried out in stages and organised through work areas or school clusters. The effectiveness of this approach to improving the quality of teachers is also reflected in the literature (see Reid and Kleinhenz, 2015, in Cannon, 2019).

Working groups for teachers, principals (KKKS) and school supervisors (KKPS) need to be organised, empowered and sustainable so that continuing professional development efforts through these groups produce and support active and innovative teaching and learning activities in the classroom.

One strategy that the Ministry of Education and Culture (MoEC) will use to develop and strengthen these working groups throughout Indonesia in 2019 will be to establish and implement a zoning policy. The new zoning system will make it possible to manage the teachers more effectively, for example, by distributing them equally, enhancing their competencies and developing their careers. The system will also make it easier for teachers, principals and school supervisors to implement the various activities that they devise in their groups (MoEC, 2018; Hasan, 2018; Supriadi, 2018; Seftiawan, 2018).

In line with MoEC's agenda, INOVASI is committed to supporting professional development for teachers, principals and supervisors, and is testing the effectiveness of working groups for this purpose through several pilot projects. For example, INOVASI is currently developing various short courses for teachers that are presented through teachers' working groups. Their aim is for these courses to be recognised officially so they can be counted as part of the teachers' professional career development.

## 1.2 Problem statement and research questions

In 2008, MoEC's Directorate of Teachers and Education Personnel issued development standards for working groups for primary teachers and subject teachers (KKG/MGMP) (book I) and operational standards for these groups (book II). The development standards that working groups must adopt include organisational standards for programs, management, finance, facilities and infrastructure, human resources, and quality assurance. While the operational standards give guidelines on organising the teachers' working groups and provide some uniformity in the management of these groups. The groups provide a forum and support network for continuing professional development and the standards help ensure the smooth-running, quality and sustainability of the group activities and thus improve the quality of the teachers and their students' learning outcomes.

The positive correlation between implementing teachers' working groups and improving students' learning outcomes was revealed in a study conducted by the World Bank in 2014. However, other studies indicate that many teachers' working groups are not yet active. While the groups are considered useful, they are not yet empowered to increase teachers' competencies and so they have not yet contributed significantly to improving students' academic achievements (Akrom, 2017; Purnanda, 2013; Somantri and Ridwan, 2011).

Against this background, this study will map out the current status of working groups for primary teachers, principals and school supervisors in five of INOVASI's target districts in West Nusa Tenggara province – Bima, Dompu, Central Lombok, Sumbawa and West Sumbawa – and especially in the clusters or regions where INOVASI is running pilot programs.

In assessing the working groups in this study we use the MoEC standards as the reference point. The differences between the actual situation on the ground and the situation described in the standards will provide useful insights that can be followed up both in policy recommendations and in further studies. In addition, this study will assess to what extent the working groups help improve the capacities of teachers, principals and supervisors, as well as how this is reflected in students' learning outcomes. This process will also identify various factors that encourage or hinder the development and implementation of the different working groups and thus provide a basis for future recommendations, including for local policies that may already exist or may still be needed.

These objectives translate into six research questions that this study seeks to answer:

1. What is the current status of the working groups for primary teachers, principals and school supervisors in West Nusa Tenggara, especially in areas where INOVASI is implementing its pilot program?
2. To what extent have MoEC's policies relating to the development and operational standards for working groups for primary teachers, principals and school supervisors been implemented in INOVASI's targeted districts?
3. To what extent are activities run by the different working groups improving the quality of teachers, principals and school supervisors, as well as students' learning outcomes?
4. What are the enabling factors and main challenges in implementing working group activities for primary teachers, principals and school supervisors in the INOVASI target districts?
5. What local government policies are needed to support the implementation of activities in working groups for primary teachers, principals and school supervisors in the INOVASI target districts?
6. What strategy is in place to streamline working group activities in the framework of improving the quality of teachers, principals, supervisors and students' learning outcomes, and what government policies are still needed to support the strategy?

INOVASI will use the results of this study as the basis for improving the quality of current and future programs. At the same time, this study will serve as baseline data in gauging the impact of the cluster approach that INOVASI is initiating on the quality of teachers and educators in these areas. Furthermore, the study results will help the government evaluate the current policies for the different working groups in the field.

### 1.3 Methodology

This study uses two types of research: quantitative research for the initial mapping surveys and qualitative research for further explorations. We collected the quantitative data using a questionnaire as the instrument and the qualitative data using guidelines for interviews with researchers as the key instruments. The context of the qualitative case studies was the use of diverse data sources and informants and an inductive reasoning process. The relatively flexible research design continued to expand and focused on learning how participants interpret the issues, problems and cases raised (Creswell *et al.*, 2017; Tashakkori *et al.*, 2010; Merriam, 2015).

The initial mapping survey was carried out in November 2018 in the five INOVASI target districts of Bima, Dompu, Central Lombok, Sumbawa and West Sumbawa. The study was not carried out in North Lombok district due to the impossible conditions after the earthquake that hit the area in August 2018.

Table 1 shows the total number of working groups in each district and the respondent sampling used in the initial mapping survey. The sampling process was not representative and done according to the conditions in each district but purposive with special consideration for clusters or regions that have working groups for primary school and *madrasah* teachers and principals that became the basis for the INOVASI interventions. For each working group, the respondents were those considered to be most aware of the situation in the working group. Most of the respondents are chairpersons or at least administrators for the working groups. Particularly for the teachers' working groups, the responses of the chairperson or administrator are verified by additional responses from teachers who are members of the groups.

*Table 1: Respondents in the initial mapping survey of working groups for primary school and madrasah teachers and school principals*

<b>District</b>	<b>Teachers' working groups (KKG)</b>	<b>Principals' working groups (KKKS)</b>	<b>Madrasah working groups (KKM)</b>
<b>Bima</b>			
Total no of working groups	88	18	2
No of respondents	11	8	2
<b>Dompu</b>			
Total no of working groups	43	8	1
No of respondents	6	4	1
<b>Central Lombok</b>			
Total no of working groups	98	98	12
No of respondents	18	14	3
<b>Sumbawa</b>			
Total no of working groups	43	43	6
No of respondents	4	3	1
<b>West Sumbawa</b>			
Total no of working groups	15	14	1
No of respondents	13	5	0
Total no of working groups in all five districts	<b>287</b>	<b>181</b>	<b>22</b>
Total no of respondents	<b>52</b>	<b>34</b>	<b>7</b>
<b>% sample</b>	<b>18%</b>	<b>19%</b>	<b>32%</b>

We used the questionnaires to collect data from a total of 52 administrators and members of regular primary school teachers' working groups (KKG); 34 administrators and members of principals' working groups (KKKS); and seven administrators and members of *madrasah* teachers' working groups (KKM) (see Table 1). Central Lombok district has the highest number of working group samples, accounting for 35 per cent of the regular primary school teachers' working group respondents and about 41 per cent of the principals' working group respondents. Sumbawa district accounts for the least number of respondents compared to other districts. None of the *madrasah* teachers' working group respondents were from West Sumbawa district so we mapped these groups only in four districts: Bima, Dompu, Sumbawa and Central Lombok.

The further exploratory studies were carried out from December 2018 to January 2019 to complete and deepen the quantitative data we had collected. These covered the five districts included in the initial mapping survey. The data collection techniques used included in-depth interviews, focus group discussions (FGD), observations and document studies. In addition to the primary teachers and principals' working groups, this study explores the conditions and roles of school supervisors' working groups in each district. Informants were

selected through purposive sampling with the criteria that they should include administrators and members of each type of working group, as well as stakeholders at the district level, such as the district education and religious affairs offices. The number of informants in each district and also between working groups is not always the same due to differences in conditions in the field in terms of the number and level of working groups (clusters, sub-districts, districts) as well as the time availability of the informants. The number of informants for each type of working group in each district are shown in Table 2.

When possible, we made observations on the condition of the schools, the location of the working group activities, the teaching and learning processes and when working group meetings were held. A number of documents were collected to triangulate the data analysis, including: decrees appointing administrators, statutes or by-laws, work programs and evaluation reports.

*Table 2: Exploratory study on teachers, principals, supervisors and madrasah working groups: number of informants across the five districts*

District	Teachers' working groups (KKG)	Principals' working groups (KKKS)	Madrasah working groups (KKM)	Supervisors' working groups (KKPS)	Stakeholders
<b>Bima</b>					
Interview	8	4	2	3	3
Focus group discussion (FGD)	4	11	-	-	-
<b>Dompu</b>					
Interview	2	2	3	2	3
FGD	7	4	-	5	-
<b>Central Lombok</b>					
Interview	2	2	6	3	3
FGD	7	6	7	-	-
<b>Sumbawa</b>					
Interview	2	3	2	2	3
FGD	10	5	-	-	-
<b>West Sumbawa</b>					
Interview	6	3	1	1	3
FGD	6	6	-	-	-
<b>Total number of informants</b>	<b>54</b>	<b>46</b>	<b>21</b>	<b>16</b>	<b>15</b>

To analyse the data, we combined the quantitative and qualitative data we had collected. Quantitative data was processed and analysed using a statistical data processing program to describe the preliminary findings of the study regarding several research questions. Meanwhile, qualitative data was analysed by interpreting and classifying the transcriptions and field notes. The qualitative data served to confirm and deepen the explanations of the quantitative data that we processed and to provide an understanding of existing perceptions. The classification results were then structured and developed for further analysis in the report writing process.

To reduce the bias and increase the credibility of the results of this study, we used triangulation techniques to check the validity of the data including triangulation between researchers and between sources. The triangulation method compares information in different ways (interviews, observations, surveys and document studies) and also uses different respondents, informants or samples to ensure the diversity of data and cross-check information similarity. Triangulation between researchers uses more than one person to collect and analyse the data. Meanwhile, source triangulation explores the truth of certain information obtained through various methods and sources.

## 2. THE CONTINUING PROFESSIONAL DEVELOPMENT SUPPORT NETWORK IN WEST NUSA TENGGARA

In the development standards for working groups for primary teachers and subject teachers, MoEC lists the essential elements these groups must account for as: organisational standards; programs; management; financing; facilities and infrastructure; human resources; and quality assurance. Meanwhile, the operational standards for these groups further elaborate these elements in the context of developing and implementing the activities.

In this chapter we refer to MoEC's development and operational standards in describing the working groups that are currently running in the study area, and how they are organised and managed. Elements relating to the group activities are discussed in the chapter 4. To the best of our knowledge, up until this report was written, neither the Ministry of Religious Affairs (MoRA) nor MoEC has issued policies to regulate how working groups for *madrasah* teachers, principals and school supervisors should be run. Nevertheless, where relevant, we use MoEC's standards for the teachers and subject teachers' working groups in analysing the functioning of these three types of working groups.

### 2.1 Current situation

The number of teachers' working groups varies in each district, depending on the number of schools, the geographical conditions and the basis for their formation. Central Lombok district has the highest number of teachers' working group with 98, while West Sumbawa district has the least with 15 teachers' working groups. These groups are basically formed at the cluster level with members from one core school and several impact schools. However, some are broken down further based on: grade levels; upper primary and lower primary class groups; Islamic or regular education; and subject areas, such as physical education, sport and health.

Particularly in Central Lombok district, the sub-districts also formed sub-district teachers' working groups with only group leaders from their respective sub-districts as members. The sub-district groups were initially formed in connection with an educational quality assurance council (LPMP) project that was channelled through teachers' working groups at the sub-district level but several of these groups continued after the project ended. Membership of the original cluster teachers' working groups consists of all the teachers (and some include principals) from schools in the cluster. Membership of these groups is automatic and does not require registration.

Members of the teachers' working groups in Dompu, Bima, Sumbawa and West Sumbawa are not only drawn from state and private regular primary schools but also state and private *madrasah* (MI). Teachers from the *madrasah* in these districts can be part of these teachers' working groups because generally they were members of the cluster when the groups were initially formed. This is not the case for primary schools for children with special needs. Although the MoEC standards state that teachers from these special schools can be part of the teachers' working groups, this has not happened yet, especially with these schools now being managed by the provincial government.

Besides being members of the teachers' working groups, the *madrasah* also formed their own working groups specifically for *madrasah* teachers and principals. Some *madrasah* working groups are formed at district level, as in Dompu, Bima and West Sumbawa, while others are divided according to certain regions. Generally, these groups are formed if there is a state-run *madrasah* that can be the main *madrasah* in the group, with the principal as the head of the group and members drawn from both state and private *madrasah* in the surrounding area. However, if the membership is too large or the distances are too far, a *madrasah* working group can be formed and chaired by a private *madrasah*, as happened in Sumbawa. The structure of the *madrasah* working group in Central Lombok is slightly different. The parent group is based at a state *madrasah* while the sub-groups are based at private *madrasahs* with varying numbers depending on the immediate or surrounding sub-districts. Furthermore, a number of parent *madrasah groups* and sub-groups in Central Lombok district have formed a forum to focus on developing teachers' professionalism.

The main difference between the *madrasah* working groups and the teachers' working groups *madrasah* is in their membership. The membership of the *madrasah* working groups includes principals while membership of the teachers' working groups includes all the *madrasah* teachers, from both the parent *madrasah* working group and the sub-groups. In this context, the head of the *madrasah* working group is the principal of the *madrasah* while the head of the teachers' working group for *madrasahs* is a *madrasah* teacher. In general, the function of the *madrasah* working group is to facilitate all professional development activities for principals and teachers, both in parent groups and in sub-groups. For teachers' working group for the *madrasahs* that are part of the *madrasah* working group, their main function is to manage teachers' professional development activities.

The principals' working groups also vary between districts with some existing only at cluster level and others being based on sub-districts or areas. In addition, some principals' working groups are formed in stages at cluster and sub-district levels. Thus, the number of cluster-based teachers' working groups does not always match the number of principals' working groups. For example, there are 88 teachers' working groups in Bima district but only 18 principals' working groups. Membership of the principals' working groups consists of all the school principals in the related cluster or sub-district. Membership of the higher-level groups, usually at sub-district level, are only represented by the principals' working group chairpersons from each cluster.

There is only one primary school supervisors' working group at district level and all the primary and kindergarten supervisors from the relevant districts are members. At the secondary school level, the supervisors also have a forum called the school supervisor's working group. Although there are a number of supervisor forums at sub-district level, only the groups at district level and the supervisor coordinators are officially recognised by the local education office. The guides on managing the school supervisor groups and coordinators are stipulated in decrees issued by the education offices of each district.

The existing working groups were generally established from around five to more than 20 years ago. Few informants knew exactly when their groups were established. However, out of the working groups that have been formed, many are still not active although some working groups have been reactivated in the past three to five years. For some groups this was at the initiative of the administrator or with encouragement from the local education office and for others it was due to certain activities, such as the INOVASI pilot program.

In most districts the education office formed around half of the teachers' working groups but in Dompu the education office formed all of these groups, as shown in Table 3. The teachers in Central Lombok and Sumbawa have taken the initiative to form their own working groups with 30 to 50 per cent of both teachers and principals' working groups formed by the administrator of the working group itself. Meanwhile, the local religious affairs offices for *madrasah* education formed almost all the *madrasah* working groups.

Table 3: Who formed the teachers and principals' working groups, by district

Working groups	Who formed the working group?	District				
		Bima	Dompu	Central Lombok	Sumbawa	West Sumbawa
Teachers' working groups (KKG)	Decree issued by the district education office/local technical management unit (UPTD)/service branch office (KCD)	64%	100%	50%	50%	69%
	Decree issued by MoEC/LPMP	0%	0%	6%	0%	8%
	Administrator's initiative	9%	0%	44%	50%	23%
	Unknown	27%	0%	0%	0%	0%
Principals' working groups (KKKS)	Decree issued by the district education office/UPTD/KCD	100%	100%	21%	67%	60%
	Administrator's initiative	0%	0%	57%	33%	20%
	Unknown	0%	0%	7%	0%	20%
Madrasah working groups (KKM)	Local religious affairs office	50%	100%	67%	100%	
	Administrators / members' initiative	0%	0%	33%	0%	
	Unknown	50%	0%	0%	0%	

Notes: UPTD = local technical management unit; KCD = service branch office; MoEC = Ministry of Education and Culture; LPMP = educational quality assurance council

As working group membership is automatic, specific data was not collected on the membership of each group. According to MoEC's development standards, the teachers' working group membership process should begin with a biodata form that is filled in and then collected by the administrator for the organisation database.

Membership of working groups in terms of school institutions tends to remain the same from year to year. Only a few regular primary school or *madrasah* teachers' working groups have ever experienced changes, for example by being broken down or combined with other groups for operational convenience. However, sometimes specific working groups are formed outside the main group for certain activities or programs. For example, in Pajo sub-district in Dompu, several schools from three different clusters were included in the INOVASI program and the teachers involved took part in training so the group they formed was referred to as the INOVASI teachers' working group. Another example of evolving groups was in Central Lombok district. In a focus group discussion with several school principals, they explained that the technical management unit had formed the principals' groups at the sub-district level but many of these groups later merged with the district groups to come under the local education office with regard to data collected for the continuing professional development management system (SIM PKB). However, some still stand alone as sub-district groups.

## 2.2 Organisation and management

MoEC's organisation development standards for teachers' working groups state that the groups should include administrators and members ratified through a decree from the city or district education office and have statutes or by-laws to guide their management. Table 4 shows that 63 per cent of teachers' working groups, 50 per cent of principals' working groups and 57 per cent of *madrasah* working groups are ratified by a decree. This indicates that the organisation of these groups in West Nusa Tenggara has not been optimal. By contrast, all the administrators and supervisor coordinators for the school supervisors' working groups have obtained decrees from the local education office although not all of them have statutes or by-laws.

*Table 4: Teachers, principals and madrasah working groups: decrees and statutes or by-laws*

Have obtained a decree and statutes or by-laws		Teachers' working groups (KKG)	Principals' working groups (KKKS)	Madrasah working groups (KKM)
Decree	Yes	63%	50%	57%
	No	37%	47%	43%
Statutes/by-laws	Yes	48%	32%	29%
	No	52%	59%	71%

Exploratory studies confirmed that many teachers and principals' groups are not ratified by a decree. Furthermore, for those that are ratified by decree, the decree was generally issued by the education office's technical management unit at sub-district level or by the head of the related cluster. Only working groups in West Sumbawa were ratified by decrees from the district education office. In the other districts, the district education office decrees are limited to establishing the clusters. However, since 2018, as part of the program to strengthen the teachers' working groups specifically in Central Lombok, the administrators' decree can be issued by the head of the district.

The district religious affairs office issues the decrees for the *madrasah* working groups in Central Lombok and West Sumbawa and this is expected to happen in the other districts. In many cases, the chairperson position for the *madrasah* working groups is automatically given to the head of the parent *madrasah* group so that the position and duties of the groups merge. This has meant that a separate decree was not considered necessary.

In addition to a decree as an important element in formalising the working groups, some teachers' working groups in West Sumbawa also have notarial deeds and several groups are seeking this form of legal security.

Theoretically, being ratified by decree is a basic requirement for teachers' working groups. Various programs to improve the competence of teaching staff require membership of teachers' working groups that are formally established by decree. For example, the teacher competency improvement program through continuing professional development requires participants to be registered in a teachers' working group that was established and validated by decree. If almost 40 per cent of the teachers' working groups are not yet ratified, this could hamper the program to develop teachers' competencies.

In practice, the working group members do not yet fully appreciate the need for a decree, especially if the groups have not been active, for example, in Dompu, Bima and Central Lombok. The issue of a decree officially establishing the working group as one of the requirements for continuing professional development opportunities has not been fully socialised. Teachers and principals in the working groups that are formally ratified and registered in the continuing professional development management information system should have access to the new teacher capacity building programs and benefit at the individual level from the opportunities for training. However, these activities have not yet been carried out using the working group forum. Furthermore, registered working groups have not yet received any support to develop their

organisations and implement their activities. Thus we conclude that being ratified by decree up to the time of this report had no significant influence on the sustainability of the working groups.

*Table 5: Teachers, principals and madrasah working groups established by decree, percentage by district*

Working groups	Group established by decree	District				
		Bima	Dompu	Central Lombok	Sumbawa	West Sumbawa
<b>Teachers</b>	Established by decree	18%	50%	67%	75%	100%
<b>Principals</b>	Established by decree	50%	75%	43%	33%	60%
<b>Madrasah</b>	Established by decree	50%	0%	100%	0%	

The lowest percentage of teachers' working groups established by decree is found in Bima (18 per cent), as shown in Table 5. Meanwhile, all the groups surveyed in West Sumbawa said they were ratified by decree. In Central Lombok, the largest district in terms of the number of teachers' working groups, around 67 per cent reported they were established by decree. This means that around one-third of these groups do not meet the MoEC standards.

Furthermore, about half of the teachers' working groups and less than a third of the principals and *madrasah* working groups have statutes or by-laws, as shown in Table 4. According to MoEC's development standards for teachers' working groups, the statutes or by-laws regulate the details of the groups' direction, including their management, program activities, financing and quality assurance. The limited number of groups with statutes or by-laws illustrates the incomplete nature of these groups. This was also reflected in the number of group members and administrators who claimed that they did not know about the official functions of the working groups, their organisational structure or the duties of the administrators. At this stage, we examine the effect of organisational administrative completeness – in terms of having decrees, statutes or by-laws and notarial deeds – on the effectiveness of these working groups.

*Table 6: Teachers, principals and madrasah working groups guided by statutes or by-laws, percentage by district*

Working groups	Guided by statutes or by-laws	District				
		Bima	Dompu	Central Lombok	Sumbawa	West Sumbawa
<b>Teachers</b>	Have statutes/by-laws	9%	33%	44%	100%	77%
<b>Principals</b>	Have statutes/by-laws	25%	25%	36%	100%	20%
<b>Madrasah</b>	Have statutes/by-laws	50%	0%	33%	0%	

Table 6 presents the percentage of working groups that are guided by statutes or by-laws based on districts. In Bima district, only about 9 per cent of teachers' working groups said they had statutes or by-laws, far below the provincial average of 48 per cent (Table 4). All the working groups in Sumbawa have statutes or by-laws (100 per cent) and 77 per cent of groups in West Sumbawa. However, the figures do not represent the situation in each district as a whole but rather the situation among INOVASI's working group partners in each district since they generally participated in this survey.

It emerged from further interviews that the district government in Sumbawa has held cluster contests over the past few years and this encouraged the working groups to establish statutes or by-laws. The administrator reviews and adjusts these statutes or by-laws according to the particular conditions and needs each year. Several teachers and principals' working groups in other districts reported that they continued with the existing statutes or by-laws from the previous management without reviewing them. Furthermore, some groups interviewed said that they did not have statutes or by-laws because they did not know how to draw them up.

*Table 7: Teachers, principals and madrasah working groups: management structure*

Management	Teachers' working groups (KKG)	Principals' working groups (KKKS)	Madrasah working groups (KKM)
<b>Chairperson</b>	94%	94%	86%
<b>Vice chairperson</b>	37%	38%	57%
<b>Secretary</b>	90%	91%	71%
<b>Vice secretary</b>	13%	12%	14%
<b>Treasurer</b>	90%	91%	71%
<b>Deputy treasurer</b>	10%	6%	0%
<b>Member</b>	75%	82%	71%

Regarding the management structure of the working groups, around 90 per cent of the teachers and principals' working groups have chairpersons, secretaries and treasurers, as required by MoEC's development standards (see Table 7). On the other hand, a lower percentage of the *madrasah* working groups have complete management structures since only around 86 per cent have a chairperson and 71 per cent have a secretary and treasurer.

The teachers, principals and supervisors' working groups choose their chairperson directly at a members' meeting but for a small number of groups the local education office appoints the chairperson – generally when the group is not yet active. The mechanism for electing administrators directly involves potential candidates being nominated at a members' meeting and then all members choosing their preferred candidates by poll. The candidate with the most votes becomes the chairperson while the rest in sequence become secretaries and treasurers.

In some places, for example, in Pujut sub-district, Central Lombok, the head of the cluster was automatically appointed as chairperson of the teachers and principals' working groups. A similar approach was used for the *madrasah* working groups where the principal of the state-run *madrasah* – the parent *madrasah* – automatically becomes the chairperson and is appointed by the Ministry of Religious Affairs (MoRA). This process of directly selecting administrators is different from MoEC's standard operating procedure for primary and subject teachers' working groups where the chairperson should be elected by members at a members' meeting and approved by the local district education office.

The average tenure for an administrator is three to five years unless the chairperson position relates to the position of principal in which case the tenure extends for as long as the principal remains at the *madrasah* (management as chairperson is attached to the position). However, sometimes the chairperson position becomes vacant if the principal is replaced or transferred. In Central Lombok, this became an obstacle when the replacement principals were temporary officials or task executors. The acting principals who automatically become the chairperson for the cluster, as well as the teachers and principals' working groups, felt they did not have full authority to make decisions and this hampered many working group activities.

Another problem relating to automatically appointing a chairperson is that there is no guarantee of capacity and commitment to developing the working groups and implementing activities. In several interviews, the chairpersons reported that they lacked the leadership spirit required, especially when they were approaching

retirement. As a result, under their leadership the groups became inactive and have yet to fulfil the needs of the members.

### 3. IMPLEMENTING CONTINUING PROFESSIONAL DEVELOPMENT SUPPORT NETWORK PROGRAMS

The study revealed that none of the working groups fully adhere to MoEC’s development and operational standards for primary and subject teachers’ working groups (books I and II). This is reflected in the diversity of the groups in terms of planning, organising, managing, developing and evaluating. Apart from the lack of socialisation regarding the use of the MoEC guidelines, several mechanisms recommended in the guidelines are not practical in the field so they cannot be fully implemented.

#### 3.1 Work programs

According to MoEC’s development and operational standards for teachers’ working groups, the activity program should be decided by the whole group. The process begins by doing a SWOT test – analysing the strengths, weaknesses, opportunities and threats the group is facing. Based on this analysis, the members discuss the root causes of any problems they identified and plan an activity program to overcome these problems. The group then uses priority scales to organise the activities and produces a calendar of activities to be approved at a plenary meeting. Furthermore, the corresponding principals’ working group needs to be kept well informed about the activity program and the head of the district or city education office needs to authorise it.

The processes of planning and preparing the primary and subject teachers’ working group activity programs according to the standard operating procedures and the reality of implementing the programs in the field are presented in Figure 1 and Figure 2.

Figure 1: Preparing the teachers’ working group activity program based on MoEC’s guidelines

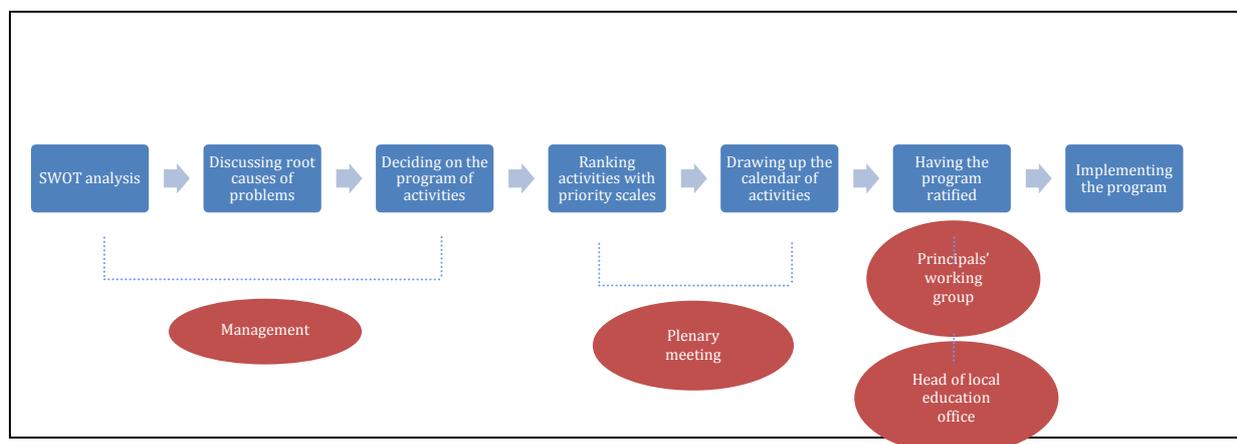
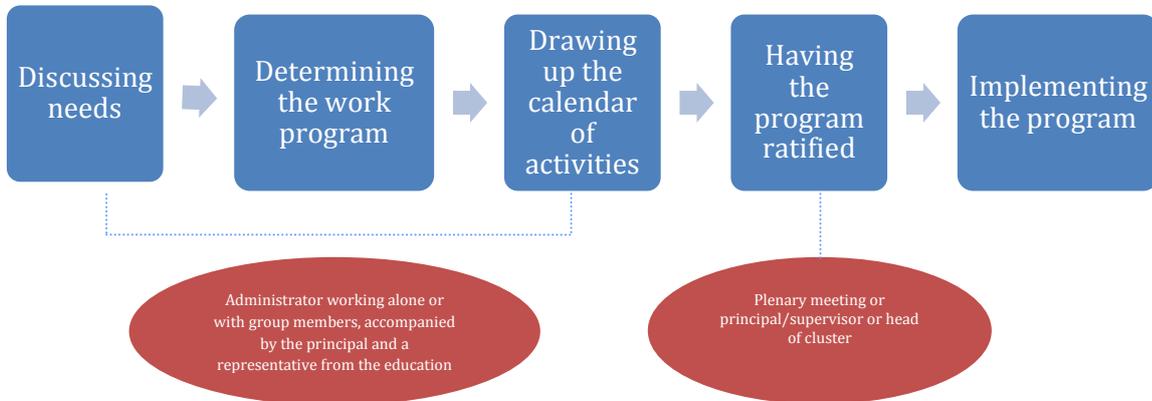


Figure 2: Process of compiling the work program applied by many working groups



The exploratory study showed that in general none of the different types of working groups – teachers, *madrasah*, principals and supervisors – formulate their programs using the process suggested in MoEC’s implementation standards. The administrator initially prepares the work program alone or works on it directly with group members and/or with the principal. Supervisors who are active and have the capacity usually oversee the preparation process and provide input on the proposed work program. Sometimes a representative from the district education office or the local technical unit also contributes. However, five districts complained about the lack of supervisors and suggested that discrepancies in supervisory capacity meant that working groups did not all have the same opportunities for assistance.

None of the working groups conducted a SWOT analysis and their initial discussions focused more on needs than on the root causes of problems. While a number of working groups have used priority scales to anticipate shortages of funds or time, most groups generally compile their calendars of activities without completing this exercise.

The process of ratifying teachers’ working group activity programs is generally limited to plenary meetings with members or principals, cluster heads and supervisors. Only some teachers’ working groups, for example in West Sumbawa, submit their programs to the local education, youth and sports office and have them approved by the head of the district office. The district education, youth and sports office also synchronises the programs and monitors the activities and the performance of the teachers’ working groups.

However, some of the informants we interviewed said they did not fully understand the functions of the various working groups (teachers, *madrasah*, principals, supervisors) and did not have the required skills to manage these groups or create relevant work programs. While some of them had drawn up work programs based on their own ideas and abilities, the programs may not have catered for the needs of the group members. These perceived limitations also explain why the work programs were often not put in writing. Some groups discuss ideas for the program and record the discussions in the minutes of their meetings but do not develop an appropriate work program which means they continue with the routine activities from previous years.

Table 8 shows the percentage of respondents who reported that their groups had both routine and development activity programs. Almost all the teachers’ working groups have routine activity programs but only 67 per cent also have development activity programs. Meanwhile only 71 per cent of the *madrasah* working groups reported having regular programs.

According to the teachers' working group development standards, activities that can be categorised as part of the routine agenda are: discussing learning problems; preparing the syllabus, lesson plans or learning evaluation instruments; analysing the curriculum; and discussing materials to address the national examinations. While the development agenda includes activities such as: research; scientific writing; seminars; training; teacher performance competitions; professional learning communities; and cooperation between teachers to solve learning problems (lesson study).

*Table 8: Activity agendas: primary and madrasah teachers' working groups*

Type of activity agenda	Teachers' working groups (KKG)	Madrasah working groups (KKM)
Routine agenda	97%	71%
Development agenda	67%	71%

These findings are in line with some previous studies showing that working groups tend to facilitate administrative activities relating to learning rather than develop teachers' competencies. A case study of teachers' working groups in Moyo Hulu sub-district, Sumbawa, found that one of the obstacles to working groups contributing significantly to improving the quality of teaching was that many of the meetings were dominated by teachers' routine and administrative issues (Akrom, 2017). This is a major challenge for MoEC and MoRA if continuing professional development is to be delivered through these working groups.

Our exploratory studies confirmed these findings. The capacity of administrators and limited funding make it difficult for working groups to design and implement activities to develop teachers' competencies. In addition, the magnitude of the administrative burden that teachers felt in implementing the 2013 curriculum (K-13) meant that they chose activities to prepare learning and execute routine tasks as their jointly preferred agenda for the working groups. Therefore the district education offices need to encourage working groups to implement a continuing professional development agenda, as in the example of Sumbawa district presented in Box 1.

**Box 1: Support from the district education, youth and sports office in creating a development agenda for teachers' working groups**

The Sumbawa district education, youth and sports office uses the principle of 'non-budgetary interference' to encourage teachers' working groups to develop concrete programs.

In the beginning, the education, youth and sports office through the employment development sub-office designed a general development program for the teachers' working groups. Then, training was held at district level for the administrators – chairperson, secretary and treasurer – from each group. The training activities have been held since 2017 and are budgeted for annually in the office's budget implementation field list. The group administrators trained at the district level are then responsible for disseminating the teachers' working group programs that the education, youth and sports office designed through their respective groups.

Every fiscal year, each teachers' working group has the opportunity to design their own program and present it to the education, youth and sports office. If the office approves of the suggested, program it works with the working group to elaborate on the ideas and synchronise the proposed program and the program designed by the office, according to the specific needs of the group. When the program is implemented the education, youth and sports office sets the standards and monitors the group's performance. If a teachers' working group does not propose any activities, it does not get the same level of support in implementing the program designed by the education, youth and sports office.

## 3.2 Implementing the work program

According to MoEC's program development standards, an activity committee carries out the teachers' working group activity program. The leader of the activity committee is decided on and appointed by the chairperson of the group. The terms of reference for implementing the activity program are developed at the program preparation stage. The standard operating procedure for primary and subject teachers' working groups further regulates the stages in carrying out a program that include: drawing up activity proposals according to the terms of reference; preparing the activities; implementing the activities; monitoring and evaluating the activities; and compiling reports on the implementation process.

As Table 9 shows, 60 per cent of teachers' working groups, 56 per cent of principals' working groups and 100 per cent of the *madrasah* working groups said they had terms of reference for their activities. However, none of the groups were able to show us these documents. Thus we conclude that a number of the groups do not yet have terms of reference for their activities. In interviews and focus group discussions with several informants it emerged that if groups had no terms of reference for their activities, they generally did not yet have a work program or even routine activities

*Table 9: Ownership of group terms of reference by KKG, KKKS, KKM*

Whether groups have terms of reference for their activities	Teachers' working groups (KKG)	Principals' working groups (KKKS)	Madrasah working groups (KKM)
<b>Have terms of reference</b>	60%	56%	100%
<b>Do not have terms of reference</b>	40%	44%	0%

Table 10 presents details of whether the teachers, principals and *madrasah* working groups achieve their activity agendas. Around half of the teachers and *madrasah* working groups reported that their groups could achieve either the whole activity agenda or part of it within the terms of reference. The principals' working groups were less successful in that only around 32 per cent reported that they carried out most or all of their activity agendas. In Dompu district, one principals' working group chairperson said that the group's activities were hampered because the principals were busy overseeing the teachers' working group activities that included INOVASI's activities.

'... Yes this is difficult by myself, also because of my busyness ... Yes I often come to teachers' working group meetings that are held frequently... There are some activities that come from innovation as well... That is quite often... Yes, the teachers' working group is active' (principals' working group administrator, Pajo sub-district, Dompu).

*Table 9: Teachers, principals and madrasah working groups: achieving the activity agenda*

Achieving the agenda according to the terms of reference (TOR)	Teachers' working groups (KKG)	Principals' working groups (KKKS)	Madrasah working groups (KKM)
<b>All TOR agendas are realised</b>	12%	6%	29%
<b>Most TOR agendas are realised</b>	36%	26%	29%
<b>Half the TOR agendas are realised</b>	4%	12%	29%
<b>A small portion of the TOR agendas are realised</b>	8%	6%	14%
<b>None of TOR agendas realised</b>	0%	3%	0%
<b>Do not have TOR</b>	40%	44%	0%

The teachers' working groups in Central Lombok district are the most active compared to other regions. About one fifth of the groups in Central Lombok conduct activities at least once a week but most groups generally carry out activities once or twice a month. Meanwhile, around 27 per cent of teachers' working groups in Bima district and 33 per cent in Dompu district reported that no activities had been carried out in the past two years. According to the working group profile issued by the World Bank (2014), a group is considered effective if it holds routine meetings once every two weeks or around 16 meetings in a year. Thus the study shows that a number of teachers' working groups are in a hiatus and not yet active or effective based on these criteria.

Teachers' working groups that are divided based on grade levels (grades one to six or upper and lower grades) and subjects (Islamic education and physical education, sports and health) tend to conduct more activities than those based on clusters. In some clusters, the member schools manage to have the same lesson timetables therefore the meeting schedules can be drawn up accordingly. During religious studies or sports lessons, for example, when the class teacher does not have to attend, specific grade teachers' meetings can be held on certain days. Apart from these, cluster group or general meetings are also held once or twice a month and involve all members. Less active teachers' working groups, such as those in Dompu and Bima districts, meet once or twice a semester, usually to discuss and write exam questions. Some sub-district level teachers' working groups, for example in Bima district, only call meetings if activities are organised by the local technical unit or the district education, youth and sports office.

Meanwhile, as shown in Table 11, most principals' working groups conduct activities less frequently, for example, once a month, every three months or once a year (except in Sumbawa, where most meet at least once every two weeks). Principals' meetings in many areas are held to coordinate teachers' working group activities or other activities that require inter-school agreement. If the teachers' working groups are active, involve the principals and can resolve the existing problems then fewer principals' working group meetings tend to take place. The same is true for *madrasah* working groups that mostly carry out their activities every three months (except in Dompu district where no activities have been organised). This is because most of the current activities are still limited to devising exam questions. However, one active *madrasah* working group in Sumbawa district that we interviewed in the exploratory study holds regular meetings up to once a week.

*Table 10: Teachers, principals and madrasah working groups: frequency of meetings or activities in the last two years*

Working groups	Meetings/activities in the last two years	District				
		Bima	Dompu	Central Lombok	Sumbawa	West Sumbawa
Teachers' working groups	once a week	0%	0%	22%	0%	0%
	once every 2 weeks	18%	0%	22%	50%	62%
	once a month	9%	17%	17%	25%	8%
	Once every 3 months	18%	0%	6%	25%	0%
	once a semester	9%	50%	22%	0%	15%
	once a year	18%	0%	0%	0%	8%
	Never	27%	33%	6%	0%	0%
Principals' working groups	once every 2 weeks	0%	0%	7%	67%	0%
	once a month	38%	0%	36%	0%	40%
	once every 3 months	0%	25%	29%	0%	40%
	once a semester	13%	25%	7%	33%	20%
	once a year	38%	50%	0%	0%	0%
	Never	13%	0%	0%	0%	0%
	once a month	0%	0%	33%	0%	

<b>Madrasah working groups</b>	once every 3 months	50%	0%	67%	100%
	once a semester	50%	0%	0%	0%
	Never	0%	100%	0%	0%

The frequency of school supervisors' working group meetings also varies. Some only hold meetings once a year but others meet regularly every month. The supervisors and especially the chairpersons are busy as they are also often invited as resource people making it difficult to agree on a meeting time. In addition, the supervisory forum at the sub-district level was considered an adequate forum for discussion and problem solving so some supervisors, such as in Dompu district, did not feel the need to meet again at district level.

Regarding attendance levels at working group meetings or activities, Central Lombok district shows a higher level of discipline than the other districts, as shown in Table 12. Around 61 per cent of the teachers' working groups in Central Lombok reported an absentee level of less than 10 per cent. However, this does not necessarily represent all the groups in Central Lombok. Our exploratory studies found that the regulation limiting meeting times to Monday to Friday is making it difficult to organise meetings. This is because teachers attending meetings should not get home too late on school days and Saturdays or Sundays are considered holidays so are not acceptable options for meetings. In addition, the high motivation to attend and gain knowledge was hampered due to clashes between those using the old curriculum and those adopting the new 2013 curriculum which became the issue discussed at meetings. In several teachers' working groups, activities even stalled due to these difficulties.

In general, the attendance rate for teachers' working group activities is 60–89 per cent, except in Dompu where a third of the groups have attendance rates below 40 per cent. Meanwhile, attendance rates for principals and *madrasah* working group activities are relatively high with more working groups with attendance rates of 90–100 per cent. This excludes the *madrasah* working groups in Dompu district as the data were not available. No clear pattern or correlation emerged between the teachers' working group levels of attendance and attendance rates for the principals or *madrasah* working group activities in each district.

Table 11: Teachers, principals and madrasah working groups: meeting attendance rates, by district

Working groups	Attendance rates at meetings / activities	District				
		Bima	Dompu	Central Lombok	Sumbawa	West Sumbawa
<b>Teachers' working groups</b>	90 –100% attendance rate	27%	0%	61%	25%	54%
	60 – 89% attendance rate	45%	50%	33%	75%	38%
	0 – 59% attendance rate	0%	17%	0%	0%	8%
	< 40% attendance rate	0%	33%	0%	0%	0%
	n.a.	27%	0%	6%	0%	0%
<b>Principals' working groups</b>	90 –100% attendance rate	88%	50%	71%	67%	80%
	60 – 89% attendance rate	13%	50%	21%	33%	0%
	n.a.	0%	0%	7%	0%	20%
<b>Madrasah working groups</b>	90 –100% attendance rate	100%	0%	67%	100%	
	60 – 89% attendance rate	0%	0%	33%	0%	
	n.a.	0%	100%	0%	0%	

Table 13 shows that preparing learning administration tools and test assessment tools dominates the teachers, principals and *madrasah* working group activities so most activities still focus on completing administrative

tasks related to students' learning. Meanwhile, activities to explore problems in learning and develop competencies only made up around 37 per cent and 19 per cent respectively of all activities. This finding is in line with the exploratory study. In addition to the problem of limited funding for competency development activities, many teachers, principals and *madrasah* working group administrators do not fully understand the role of working groups as a forum for professional development for their members.

Table 12: Teachers, principals and madrasah working groups: topics discussed at meetings

Working groups	Topics discussed at meetings/activities	Percentage
<b>Teachers' working groups</b>	Preparing learning administration tools	88%
	Compiling assessment tools, including mid-term and school exams	73%
	Discussing challenges or learning problems teachers face in schools	37%
	Making learning media	23%
	Discussing other topics relevant to developing teachers' pedagogical competencies	19%
	Discussing classroom action research, scientific work and similar topics	13%
<b>Principals' working groups</b>	Joint summative exams	79%
	Solving learning problems participating teachers face	62%
	Provisions or policies issued by the government	53%
	Activities in the context of acknowledging national/religious holidays	50%
	Classroom learning issues each school faces	38%
	Equipment or tools for learning administration	35%
	Instruments for summative learning evaluation	35%
	Materials, classroom learning aids or formative assessment	18%
<b>Madrasah working groups</b>	Implementing joint summative tests	86%
	Provisions or policies issued by the government (MoRA), both nationally and locally	71%
	Equipment for administrative learning tools such as annual/semester programs, syllabus, lesson plans, and so on	71%
	Solving learning problems participating teachers face	57%
	Instruments for summative learning evaluation: <i>madrasah</i> final, semester and mid-term exams	43%
	Activities in order to commemorate national and religious holidays	29%
	Learning issues <i>madrasah</i> teachers' group members face in the classroom	29%
	Materials, classroom learning aids or formative assessments	14%

The main topics of meetings for school supervisors' working groups related to problems encountered during supervision and the use of supervision instruments. Active groups with members involved in teachers and principals' working group activities also discuss various issues that cannot be resolved at the teachers or principals' working group meetings.

The participants' high attendance levels also relate to the topics discussed at the meetings. Most of the informants interviewed in the exploratory study said that the motivation for participants to attend teachers, principals and supervisors' working group meetings was to obtain information on implementing the teaching and learning processes. In addition, some informants said that the motivation was the need for an opportunity to discuss the problems that teachers, principals and supervisors encountered. However, some informants also said that while the working groups can become a forum for sharing, they cannot always solve the problems. This is due to limitations in the administrators or fellow members' capacity to solve problems and access to outside sources of expertise are still limited.

In addition to the awareness and needs of each group member, some groups offer incentives to attract participants to the meetings. For example, a small number of teachers and principals' working groups in West Sumbawa and Sumbawa and *madrasah* working groups in Sumbawa offered members certificates for attending a certain number of meetings. The certificates are calculated using an activity package system with a minimum attendance of 30 lesson hours for each package. Generally, for example, one package is made up of three teachers' working group activities. The credit points or values teachers can obtain are calculated so, for example, one activity package is worth one credit point. Certificates are issued and signed by the chairperson of the working group or the head of the cluster together with the local education or religious affairs offices. The certificates that teachers are awarded can later be recognised as part of their continuing professional development activities when they apply for promotion.

Another incentive some working groups provide is reimbursements for transport costs. However, while informants acknowledged this was useful and welcome, the exploratory study showed that it was not a main motivation for attendance.

### 3.3 Financing the groups

The financing standards for teachers' working groups include sources and use of funds and accountability. Table 14 summarises the various funding sources for teachers, principals and *madrasah* working groups. Most teachers' working groups (88 per cent) and principals' working groups (85 per cent) said their funds came from member schools' contributions or cluster cash. Varying amounts of contributions and cluster cash are set aside from schools' operational funds (BOS) as part of the budget allocated to improving teachers' quality in each school. Some groups are paid the same amount per month or quarter, according to the number of members present or based on the number of students in each school. Other sources of funding include individual members' contributions (teachers' working groups) and funds from the education office. The educational quality assurance council also provides funding for a small number of teachers and principals' working groups.

*Madrasah* working groups ostensibly rely on contribution funds, from both individual members and schools, as shown in Table 14. However, the exploratory study found that these groups also receive allocations in the budget implementation field list issued to state-run *madrasah*. Since 2018, in several districts, funds in the list have been managed from each state primary *madrasah* up to district level. Thus, the *madrasah* working groups must submit a proposal to use funds before they go ahead. The working groups also use schools operational funds to implement activities, especially for participants' consumables and transport costs.

Table 13: Teachers, principals and madrasah working groups: sources of funding for activities

Sources of funding for activities	Teachers' working groups (KKG)	Principals' working groups (KKKS)	Madrasah working groups (KKM)
Contributions from each member teacher	19%	0%	50%

<b>Contributions from each school or cluster cash/funds</b>	88%	85%	100%
<b>District/provincial education office</b>	15%	21%	0%
<b>MoEC/LPMP</b>	13%	15%	0%
<b>Assistance from non-governmental or outside organisations</b>	0%	0%	0%
<b>Community/donor donations</b>	2%	3%	0%
<b>Sponsors who are not binding/private parties</b>	4%	3%	0%

Supervisors' working group financing is collected from personal membership contributions that are usually deducted from transport allowances for field supervision. Deductions are made directly by the salary treasurer and deposited with the supervisors' working group treasurer or deposited by each supervisor. Inactive supervisors' working groups usually do not collect contributions. The exploratory studies found that this same process was used by principals' working groups. With no schools' operational funds allocated to improve the quality of school supervisors, several supervisors' working group decided to issue personal money as group contributions. The amount collected varies according to mutual agreement. Some collect funds as needed or during meetings and some are collected regularly per month.

**Box 2: Financing the teachers' working groups independently**

The cluster 1 teachers' working groups in Pajo sub-district collect funds from members' monthly contributions. They collect IDR10,000 per teacher (only government employees) and IDR20,000 per principal. The contributions are collected by direct deductions from professional allowances made by the salary treasurer in the sub-district technical services unit and the treasurer deposits the funds collected with the teachers' working group treasurer. The funds are used for consumables at the meetings and also for resource people, if needed. In each meeting and also at the end of the year, the group treasurer reports on the receipt and use of these funds to all members.

The teachers' working groups must report on the use of funds according to the applicable financial reporting system. The standard operating procedure for primary and subject teachers' working groups gives detailed guidance on submitting funding needs and reporting on the use of funds. Broadly speaking, the activity committee submits the funding needs for the activity to the administrator. Next, the committee prepares a report on the use of funds that is verified by the administrator and members of the group. A small number of working groups record the use of funds and report to all members. However, the treasurer compiles these reports directly because no special committee is formed for each activity. Most groups do not make special records because funds are only collected when the activities are underway or schools holding the activities bear the costs themselves. Therefore financial reports are not required.

The mapping survey shows that schools spend less than one to three million rupiah per year on activities run by teachers, principals or *madrasah* working groups. In Bima, Dompu and Central Lombok, most of the teachers' working groups were allocated less than a million rupiah from member schools. Meanwhile, teachers' working groups in Sumbawa and West Sumbawa received more funding. This indicates either greater school support for the teachers' working groups or may be higher price levels in the two districts.

*Table 14: Teachers, principals and madrasah working groups: costs incurred per school by districts*

Working groups	Annual costs incurred per school for the working group	District				
		Bima	Dompu	Central Lombok	Sumbawa	West Sumbawa
Teachers' working groups	IDR < 1 million	100%	67%	61%	25%	46%
	IDR 1– 3 million	0%	33%	33%	75%	38%
	IDR 4–5 million	0%	0%	0%	0%	15%
Principals' working groups	IDR < 1 million	100%	50%	71%	33%	100%
	IDR 1– 3 million	0%	50%	29%	67%	0%
Madrasah working groups	IDR < 1 million	n.a.	n.a.	50%	n.a.	
	IDR 1–3 million	n.a.	n.a.	50%	n.a.	

The biggest allocation of funds collected is for consumables at meetings. In addition, contribution fees are also used to purchase stationery, pay transport allowances for participants and pay fees for resource people. In this case, the more meetings there are, as happened in the primary and subject teachers' working groups, the greater the contributions the schools make to the working group or cluster.

### 3.4 Supporting facilities

MoEC's implementation standards require basic facilities, such as rooms or buildings, computers, learning media, LCD projectors, telephones and faxes, to be available for each teachers' working group. Furthermore, the groups should have access to additional facilities, such as laboratories (science, language, micro teaching), libraries, cameras, internet networks and audio visual aids media.

However, the standard operating procedure for the primary and subject teachers' working groups does not define the ownership status of the intended facilities and infrastructure. The terms 'available' and 'have access' can be interpreted as the groups being able to use the facilities and means owned by the core or member school but it could also imply that the groups should have their own facilities and infrastructure.

*Table 15: Teachers' working groups: ownership of or access to facilities and infrastructure*

Facilities and infrastructure	Teachers' working groups (KKG)
Computer / laptop	42%
Special building / room for KKG activities	31%
LCD projector	37%
Internet / Wi-Fi	15%
Speakers / audio device	37%
Camera / handycam	12%
Other devices	12%

<b>Electricity</b>	29%
<b>There are no facilities / infrastructure</b>	35%

Table 16 shows the percentage of teachers' working groups that own or have access to various facilities. Less than half the respondents said their group had access to basic facilities, such as computers, buildings and LCD projectors, and around 35 per cent said they did not have any facilities. This suggests that teachers' working groups do not have access to various facilities although this would need to be investigated further as it may also reflect the different interpretations of 'ownership' of or 'access' to facilities.

The exploratory study suggests that the working groups manage the availability and access to facilities and infrastructure. Teachers' working groups usually rotate the venue for activities, especially when they are divided up based on grades or subjects. Equipment, such as LCDs and loudspeakers, can often be borrowed from members or other groups.

The general teachers' working group activities attended by all members usually take place at the core school or in a special activity room set aside for the group, if there is such a room. Some active teachers' working groups have sufficient facilities and infrastructure, and have a special room for group activities, for example, the groups in cluster 3 of Bolo sub-district in Bima or cluster 3 of Potatano sub-district in West Sumbawa. In Alas sub-district, Sumbawa, the earthquake destroyed the special activity room so that activities now take place in turn in the affected schools. Activities can still be carried out by schools lending each other the equipment they need. Access to the internet is still difficult in some very remote areas, such as Hu'u sub-district, Dompu, where communication is only by telephone, SMS or even by post. Supervisors' working groups also do not have specific facilities and infrastructure for their activities and they tend to use the supervisors' room at the local education office with the existing equipment.

### 3.5 Human resources

The standards for implementing teachers' working groups mainly regulate the qualifications of resource people or supervisors for teachers, principals or *madrasah* working groups with terms or criteria, such as, a minimum academic qualification of a bachelor's degree, at least ten years' teaching experience or expertise in a particular topic area.

Supervisors and administrators are most often used as resource people for working group activities, as shown in Table 17. Teachers and principals' working groups also often invite school principals from other clusters as resource people for their activities. In this context, the groups do not consider the qualifications of the resources people as stipulated in MoEC's implementation standards.

*Table 16: Teachers, principals and madrasah working groups: resource people for activities*

<b>Resource person for activities</b>	<b>Teachers' working groups (KKG)</b>	<b>Principals' working groups (KKKS)</b>	<b>Madrasah working groups (KKM)</b>
<b>Administrator</b>	67%	76%	57%
<b>Member</b>	0%	32%	0%
<b>Chairperson or administrator of other cluster</b>	19%	15%	0%
<b>Principal of the school in the cluster</b>	67%	32%	0%

<b>Supervisor</b>	83%	71%	100%
<b>Structural officials or staff from the district education office</b>	10%	24%	14%
<b>Local MoRA structural officer</b>	0%	0%	100%
<b>Representatives from MoEC/civil servant training institute/LPMP</b>	0%	0%	14%
<b>Resource persons from NGOs</b>	2%	3%	0%

Notes: MoRA = Ministry of Religious Affairs; LPMP = educational quality assurance council; NGO = non-governmental organisation

Access to resources is diverse, as shown in Table 18 and our exploratory studies found numerous obstacles that groups encounter in providing resource people. The need for resource people with a variety of specialised knowledge and skills, such as mathematics, science, arts and sports, has not been fulfilled by the available resource people. This hindrance is caused by the lack of funds to invite outside resource people. The need for resource people with specialised skills mainly emerged to increase teachers' capacity to help students participating in various competitions or olympics, representing both schools and clusters. In addition, the lack of supervisory personnel in almost all districts in the study and the inequality of supervisory capacity created a separate obstacle for teachers and principals' working groups that depended on the supervisors' availability as resource people.

The education, youth and sports office in West Sumbawa tries to ensure the quality of the material that resource people deliver to the working groups. One strategy the office uses is to share the responsibility of providing materials for teachers' working groups or clusters by involving resource people from the INOVASI program. For example, the district facilitator team was given the responsibility for providing material on strengthening character education, the school supervisor provided the material on cluster management and the Guru BAIK pilot program provided the management materials.

In Sumbawa district, the availability of district facilitators is not in accordance with the location of the assignment. District facilitators coming from outside the INOVASI program areas are expected to be able to also carry out activities in their original regions or sub-districts. Interventions from the local education office, as in West Sumbawa, are needed to identify and regulate the availability and distribution of resource people.

Several *madrasah* working groups in Central Lombok have access to outside resource people other than supervisors, *madrasah* principals and officials from the Ministry of Religious Affairs. Outside resource people who usually supply materials to state-run or private *madrasah* working groups are usually from universities and the educational quality assurance council. Several *madrasah* working groups have collaborated with universities, for example the state-run primary *madrasahs* 2 and 4 collaborate with the state-run Islamic university of Mataram.

Table 17: Teachers, principals and madrasah working groups: access to resource people, by district

Working groups	Access to resource people	District				
		Bima	Dompu	Central Lombok	Sumbawa	West Sumbawa
Teachers' working groups	Very adequate	0%	0%	17%	25%	15%
	Adequate	9%	17%	28%	50%	8%
	Fairly adequate	18%	0%	28%	25%	23%
	Less adequate	9%	33%	11%	0%	15%

	Inadequate	36%	17%	6%	0%	38%
	n.a.	27%	33%	11%	0%	0%
<b>Principals' working groups</b>	Very adequate	13%	25%	21%	0%	20%
	Adequate	38%	0%	21%	67%	0%
	Fairly adequate	13%	25%	21%	0%	40%
	Less adequate	0%	0%	14%	0%	20%
	Inadequate	38%	50%	7%	0%	0%
	n.a.	0%	0%	14%	33%	20%
<b>Madrasah working groups</b>	Very adequate	50%	0%	0%	0%	
	Adequate	0%	0%	33%	100%	
	Fairly adequate	50%	0%	67%	0%	
	n.a.	0%	100%	0%	0%	

Supervisors' working groups, usually use resource people drawn from fellow supervisors or staff in the local education office. As they tend to hold more meetings in the form of sharing – ideas, skills and information – they have had sufficient resource people. However, the groups have not yet been used for capacity building. Supervisors have attended in-service training, for example with the educational quality assurance council, but this has not been through the supervisors' working groups.

### 3.6 Quality assurance

The aim of the quality assurance process is to check that teachers, principals and *madrasah* working groups meet the standards set by MoEC. The process is carried out by monitoring and evaluation mechanisms that are regulated in the by-laws of the working groups. According to the operational guidelines, the quality assurance process starts with an invitation from the administrator to the internal or external quality assurance team from the district, city or local education office or college to carry out the monitoring and evaluation exercise. The administrator then prepares any supporting documents, such as statutes, by-laws, work programs and activity reports that the audit team will then verify. The result of the quality assurance process is an audit team report on the findings and a list of proposed improvements that are submitted to the working group administrator.

Only about 17 per cent of teachers' working groups and 15 per cent of principals' working groups conduct monitoring and evaluation regularly, as shown in Table 19. However monitoring is more intense for the *madrasah* working groups with 43 per cent reporting that they frequently carry out monitoring and evaluation. About a quarter of teachers' working groups said that they had never conducted any monitoring at all and about 51 per cent said they had done so sometimes, rarely or erratically. This suggests a relatively limited quality assurance mechanism, especially for teachers and principals' working groups. In any follow-up studies it would be useful to examine the most effective and sustainable monitoring and evaluation mechanisms to sustain or improve the quality of these working groups.

*Table 18: Teachers, principals and madrasah working groups: frequency of monitoring*

Monitoring frequency	Teachers' working groups (KKG)	Principals' working groups (KKKS)	Madrasah working groups (KKM)
Monitoring is often performed	17%	15%	43%
Monitoring is sometimes performed	33%	21%	14%
Monitoring is rarely performed	8%	3%	0%

<b>Erratic monitoring/depending on the needs</b>	10%	21%	14%
<b>There is no monitoring</b>	25%	41%	29%

Our exploratory studies found that the teachers and principals' working group activities are monitored and evaluated internally, by both the administrator and the supervisor. The administrator and group members together with the principal and supervisor then discuss the results further to identify areas for improvement for the next work program. The monitoring and evaluation exercise generally covers whether the group managed to complete the activities, what obstacles arose and ways to overcome them. However, no one was able to provide examples of these reports on the results or impacts of the activities.

The role and capacity of the supervisor (as well as the principal in teachers' working group meetings) is important in providing input to develop working group activities. Supervisors do this as part of their main tasks and functions in supervising teachers and principals and not specifically for teachers or principals' working groups. No instrument has been developed to guide this activity or to determine the time and frequency of monitoring and evaluation. The same is true for the *madrasah* working group activities that also involve *madrasah* supervisors. However, in addition to supervisors, the principals of the parent *madrasah* also monitors group activities in the 'impact' *madrasah* that come under them.

Apart from in West Sumbawa district, the role of the education and religious affairs offices in monitoring and evaluating working groups has not been visible (as explained in the box below). From interviews with stakeholders at district level, the role of supervising working groups tends to be left entirely to the supervisor. This differs completely from MoEC's implementation standards. Also, the lack of monitoring was apparently due to the absence of special funding allocations from the local education and religious affairs offices to implement the monitoring and evaluation process.

**Box 3: The education, youth and sports office quality assurance mechanism for teachers' working groups in West Sumbawa**

The education, youth and sports office in West Sumbawa has a quality assurance mechanism for teachers' working groups and sets a target for the groups to achieve every year. The target for the groups in 2017 was orderly management, in 2018 it was orderly programming and in 2019 the aim is orderly reporting. In 2020, the office is planning a 'road show' of teachers' working group aspirations.

The West Sumbawa education, youth and sports staff development sub-office continually monitors teachers' working group activities through a control system based on the WhatsApp application and known as 'busy whatsapping' (*sibuk ber wa*). All existing teachers' working groups are registered as members of the WhatsApp group and the principals and supervisors' working groups also have their own WhatsApp groups. All activities that take place are reported through the WhatsApp groups. The core teachers' working group teams, made up of the administrators from each group, are trained each year and are responsible for disseminating information on activities to their groups. In addition, the education, youth and sports office visits selected teachers' working groups to motivate them. This mechanism means the office can monitor the levels of activity of the groups.

Teachers' attendance and participation at meetings are also monitored as part of the quality assurance system and teachers who are reluctant to take part are penalised as they are not awarded the certificates that are used as one of the conditions for promotion.

The implementation standards for teachers' working groups also require activity reports to be submitted to the chairperson of the teachers or principals' working group, as well as to the head of the local education office. These reports cover substantive and administrative aspects of the activities. However only around 38 per cent

of teachers' working groups and 35 per cent of principals' working groups publish regular reports, as shown in Table 20. By contrast, 80 per cent of the *madrasah* working groups routinely publish reports.

*Table 19: Teachers, principals and madrasah working groups: regular reporting*

Regular reports	Teachers' working groups (KKG)	Principals' working groups (KKKS)	Madrasah working groups (KKM)
<b>Publish regular reports</b>	38%	35%	80%
<b>Do not publish regular reports</b>	60%	65%	20%

Similar findings emerged from the exploratory studies. Only a few working groups issue regular reports and these tend to relate to finance, accounting for the use of schools' operational funds or contributions from the respective working groups. The relatively high rate of reporting among the *madrasah* working groups may be due to the regular reports required on the special allocation of funds they receive through the budget implementation field list channelled through the state primary *madrasahs*. Reports evaluating the activities themselves are only made by active working groups and tend to be discussed internally and used in creating the work programs for the following year. No further follow ups on the reports are made. The limited incidence of regular reporting among the working groups reflects the absence of a systematic monitoring and evaluation mechanism.

## 4. WORKING GROUPS AS AN EFFECTIVE CONTINUING PROFESSIONAL DEVELOPMENT SUPPORT NETWORK

Respondents had diverse perceptions of the effectiveness of the working groups depending on the activity levels in the groups they followed. Generally all the respondents considered the primary teachers, principals and school supervisors' working groups beneficial for their members in terms of learning administration preparation. For the more active working groups, in the sense of having regular meetings, the perceived benefits included increased experience, knowledge and skills. For the less active working groups that did not hold regular meetings or limited their activities to devising exam questions, the coordination function of the groups was more prominent and the benefits related to being able to reach agreements.

The effectiveness of the working groups is not limited to their perceived immediate benefits. The groups are expected to be a forum for increasing the capacity of their members. Thus we need to assess the impact of the activities on the quality of teachers, principals and supervisors, as well as ultimately on students' learning outcomes. Several studies have shown the positive influence of teachers' working group activities on the quality of teachers, revealing that they make a greater contribution than teachers' level of education or their upgrading (Cannon, 2019; Ekosusilo, 2003; Utami, 2016). In addition, we need to assess the impact of the relationships between working groups on the sustainability and effectiveness of each working group.

### 4.1 Teachers' working groups (KKG)

Most informants appreciate the benefits of teachers' working groups. In the initial mapping survey respondents' average satisfaction level with teachers' working group activities reached a score above 2 on a scale of 0 (dissatisfied) to 4 (very satisfied). This was in terms of the activities helping to improve: the quality of teaching and learning in the classroom; teachers' professional competencies; students' learning outcomes; friendships with colleagues and technical implementation.

Our further exploratory studies confirmed that the main benefits respondents cited related to reducing the burden of learning administration. This largely related to implementing the 2013 curriculum, including:

compiling educational calendars; creating the syllabus and lesson plans; making grids; writing mid and final semester examination questions; and assessments. In addition, teachers' working groups are considered useful for: sharing problems encountered in the teaching and learning processes; making assistive devices and discussing how to use them; as well as understanding the material.

Most administrators and members of active teachers' working groups said that routine meetings usually included a process of sharing and discussing problems faced in the teaching and learning process even though these activities may not appear in the groups' work programs. In other words, active working groups are a channel for exchanging opinions and sharing knowledge.

'The teachers' working group is the place for us to share. Perhaps the greatest benefit is that we can stay in touch, are able to share the problems we each face in school heart to heart. We sit together, explaining this is my problem. Then, like in the last meeting yesterday, we sat discussing the problems per class so that all of my friends could see, oh here are my weaknesses, oh here are my strengths, so that's it...' (participant, focus group discussion, Dompu).

The West Sumbawa education, youth and sports staff office explained that if a group's activities are dominated by administrative issues relating to routine learning, then the working group cannot significantly improve teachers' professional skills. Therefore, in efforts to raise awareness of the importance of teachers' working groups, West Sumbawa also encouraged the groups to vary their activities so they contribute to the continuing professional development process.

'... These teachers' working groups are important for teachers ... if the group is active ... then surely the teachers will be able to make some achievements ... if teachers actively participate in the groups it will also be easier for them to apply for promotions and students will also increase their performance because the teachers participate in these groups' (West Sumbawa education, youth and sports staff office).

With these perceived benefits, members of the teachers' working groups generally understood the value of these groups. However, in this context, when group activities still focus on learning preparation, the group cannot be said to be functioning optimally since a key function of these groups is to provide a forum to improve the quality of teachers. Some working group activities have led directly to improvements in the quality of teaching by conducting training and strengthening the materials teachers use, for example, in West Sumbawa and Sumbawa districts. However, these professional development activities are still relatively rare.

While most teachers' working groups have not been functioning optimally, teachers have had positive experiences from participating in these groups. For example, some informants said their groups had greatly helped to improve their teaching methods and their students subsequently became more enthusiastic and responsive in class. Other informants said that they had learned to use more interesting learning media from their group meetings. These positive examples show the potential of these groups to improve teachers' competencies and ultimately improve students' learning outcomes.

However, not all informants agreed on the positive impact of their groups. Some informants said that even though their groups were active, they were unable to provide solutions to all the problems they faced. This was because their fellow teachers' ability and expertise were limited and they had no access to qualified resource people from outside the group. Thus the role of teachers' working groups as an effective means of improving the quality of teachers still varies from group to group.

Furthermore, the effectiveness of the working groups needs to be assessed on their impact on improving students' learning outcomes. As Putri Utami says: 'Teachers with high-quality performance will produce students with high-quality learning achievement' (Utami, 2015: 23). So if teachers' working groups can improve the quality of teachers, this improvement will ultimately be reflected in students' learning outcomes.

Respondents' level of satisfaction in terms of the groups helping to improve their students' learning outcomes showed a score of 2.2 (quite satisfied). These perceptions are influenced by a number of issues. One element

is how better teaching skills can positively affect students' interest in learning. In Bima, one primary school, SDN 5 Sila in Bolo sub-district, had an active teachers' working group and even had an internal 'mini' teachers' working group forum. This is a referral and model school where the students have succeeded in various competitions up to the provincial level and the teachers and school also have also achieved various successes, as illustrated in Box 4. Nonetheless, further research is needed to ascertain the reason for the impact and its extent.

**Box 4: An example of an active teachers' working group in Bima**

SDN 5 Sila, is the core primary school of cluster 3 in Bolo sub-district with six member schools. This primary school has made several achievements at both sub-district and district levels. Besides being a model school in Bima district, it was also a referral school. The teachers' working group in this cluster has been active for a long time. The group was formed in the 1960s – about ten years after the school was founded in 1951. In addition to organising the group for the member schools in the cluster, SDN 5 Sila also routinely conducts mini-teachers' working groups for their own teachers. This mini group is held once a week on Saturdays. This initiative began around 2012 but at that time the schedule was not regular and was on an 'as needed' basis. In 2017, the mini teachers' working group started to be held regularly.

This shift to regular sessions was largely in response to various problems that arose in relation to the 2013 curriculum (K-13). SDN 5 Sila believes all its teachers should have a good understanding of the curriculum and these mini teachers' working group activities became a forum to promote understanding and help teachers master the new materials.

In addition to the mini group, SDN Sila actively coordinates and manages the cluster 3 teachers' working group. A clear annual program is arranged by all the schools in the cluster working together and the process also involves school supervisors and the education, youth and sports technical unit in Bolo sub-district. The core and cluster member schools are represented by teachers from each grade, physical education, sports and health teachers, local content teachers, Islamic education teachers and English teachers. The funding for this teachers' working group is still incidental and as needed. The group has not collected contributions and cluster activities are financed based solely on the initiative of each school. This is different from the mini group at SDN 5 Sila where the school allocates funds up to IDR500,000 a month for mini group activities. The funding is sourced from the schools' operational funds allocated to improving teachers' quality.

This cluster 3 teachers' working group in Bolo sub-district has an active program. According to the teachers and principal, several factors contribute to the strength of the group, for example:

- 1) All teachers at both the core and member schools in cluster 3 are highly motivated to participate in any activities the group runs.
- 2) The teachers themselves are willing to be involved in organising the teachers' working groups activities.
- 3) The technical unit always appoints SDN 5 Sila to represent the sub-districts in various activities at sub-district and district levels and all preparatory activities are done with the teachers' working group.
- 4) Demands for teachers' qualifications and solutions for learning problems that are always developing. At the cluster level these things can be discussed and solved together.
- 5) The availability of facilities in cluster 3 since SDN 5 Sila has a special room for teachers' working groups with fairly representative conditions. There are also other facilities such as toilets, prayer room, healthy canteens, as well as a comfortable and supportive school atmosphere for teachers' working groups activities.
- 6) The teachers' working group has a clear program and structure as well as scheduled activities to implement.
- 7) The program is prepared and determined based on the aspirations and needs of all teachers in the cluster and the process is not dominated by the core school.
- 8) The core principal has leadership skills and is active in managing the cluster.

## 4.2 *Madrasah* working groups (KKM)

As with the teachers' working groups, the greatest benefits that the administrators and members of the *madrasah* working groups tend to see are limited to reducing the burden of learning administration and sociability. On a scale of 0 (dissatisfied) to 4 (very satisfied), friendship scores the highest average level of satisfaction with the group (3.3). Meanwhile, in terms of improving the quality of teaching and learning in the classroom, professional competence, students' learning outcomes and technical implementation, the average level of satisfaction was lower at 2.8. Although the levels of satisfaction with the groups are generally high, the exploratory study found that the impact of group activities on improving teachers' quality is only starting to be felt in the active groups, such as those in Sumbawa and West Sumbawa. The activities in these groups that have helped improve teachers' quality, including training and peer-teaching, have not been widely implemented by other working groups.

### **Box 5: Building teachers' capacity through peer-teaching activities**

The *madrasah* working group at the state primary *madrasah* 1 in Sumbawa has been doing peer-teaching activities since around 2016. This is an initiative introduced by the *madrasah* principal and local teachers to help teachers master the learning material. Peer-teaching is part of the working group's routine activities held once a semester. Before the activity begins, all group member teachers gather to draw up lesson plans together based on the selected material. Then, one teacher is appointed to do the model lesson in the classroom while the other teachers observe, using the lesson plan as a reference. This process is done over a one-hour lesson. After the lesson, all the teachers gather and discuss the model lesson to provide input to improve the teaching and learning process.

Improving the quality of teaching is expected to contribute to improving students' learning outcomes although so far these results have not been measured. However, some informants said they could see that the students were more enthusiastic about the lessons when they applied the ideas from their working group meetings, for example, the improved teaching methods derived from the peer-teaching exercise. The positive effects of the activities are also reflected in the level of satisfaction the respondents felt with regard to improved student learning outcomes in the survey with a score of 2.8 (close to satisfied).

Apart from the perceived benefits, some *madrasah* working group members interviewed wanted their groups to be more active. Reflecting on teachers' working group activities that they had participated in they hoped the *madrasah* groups could do similar activities but more specifically related to religious subjects or adapted to suit the *madrasah* teachers. So far efforts have been made to redistribute the material from the teachers' working group meetings to the *madrasah* working group meetings. The religious affairs and education offices are likely to support this effort as they generally support the working groups.

## 4.3 Principals' working groups (KKKS)

As with the *madrasah* working groups, the survey showed that the highest level of satisfaction with the principals' working group activities on a scale of 0 (dissatisfied) to 4 (very satisfied) related to friendships or comaraderie with a score of 3.3. In terms of improving the quality of teaching and learning in the classroom, professional competence, students' learning outcomes and technical implementation the scores were lower at 2–2.5. Active principals' working groups generally hold regular meetings to discuss any problems that principals or teachers have not been able to resolve in the teachers' working group meetings. Conversely, less active principals' working groups usually only hold meetings based on particular needs and aim to coordinate activities and funding between schools. Thus the processes of sharing knowledge and solving problems are still minimal in less active groups. The perceived benefits are also reflected in the level of activity. Members of active principals' working groups feel the benefits of acquiring knowledge and skills in leading schools while less active group members merely fulfil their duties as principals in each meeting.

'The principals' working groups are indeed beneficial, especially for us principals, because we will sometimes unite all of the programs and unite the work plan – so all things related to principals' administrative roles are integrated there ... including compiling the curriculum. We come from different schools because we are in one cluster but we are united so the benefits are there; things that are lacking in one school are then complemented by other schools – that's the most important benefit ... '(principals' working group member, West Sumbawa).

In all the five districts, none of the principals' working groups run activities that aim to increase the capacity of the principals. Apart from the financial constraints from the lack of a special allocation of funds for these activities, either from the schools' operational funds or from the local education office budget, so far the functions of the principals' working groups are still limited to coordinating teachers' working group activities and other cross-school activities. Furthermore, the contribution of supervisors' working groups to improving the quality of principals is still limited to providing extra information in solving school problems jointly. However, up to the present the groups have had no visible impact on improving teachers' quality or on improving students' learning outcomes.

#### **4.4 School supervisors' working groups (KKPS)**

Although supervisors' working group activities are carried out routinely, they are generally still limited to coordination and administrative functions, such as setting up a supervision schedule. The special role of supervisors' working groups in improving the quality of supervisors was only seen in Sumbawa where the group provides a forum for several training courses and for disseminating the knowledge from training that the other members or administrators have attended. The benefits of supervisors' working group activities are also felt by administrators and members in terms of sharing knowledge and jointly finding solutions to problems they face during field supervision. Apart from this example, the local education office has not supported supervisors' professional development either in the form of activities or in terms of budgets or funds.

Active supervisors' working groups discuss unresolved or important issues from the principals and teachers' working group meetings besides their routine topics. However, some informants acknowledged that they could not see any direct impact on the quality of principals and teachers through the supervisors' working group activities carried out so far. The supervision mechanism for the target schools involves only routine administrative aspects of learning and solving problems that teachers face.

#### **4.5 Relationship between the working groups**

The working groups for primary teachers, principals and school supervisors need to be synergised to optimise the functions of each group. This is in line with the results of a World Bank study (2014) on reorienting working group activities where one suggestion was to harmonise the relationships between teachers, principals and supervisors' working groups in accordance with the roles of the teachers, principals and supervisors.

Generally this study found good linkages and interactions between teachers and principals' working groups with continuing discussions and activities carried out in the two working groups. Problems that cannot be resolved in the teachers' working group will be brought to principals' working group meetings. Likewise, teachers' working group programs and funding are usually discussed at principals' meetings before they are implemented in the teachers' working groups. In cases where the teachers' group is quite active while the principals' group does not function properly, as in Dompu, the principal plays what should be the group's role. When the principals' working group meetings are only conducted to seek funding agreements the teachers' working group program is discussed directly within the group with the relevant principals.

Supervisors' working groups also have a significant role in sustaining teachers and principals' working group activities. Although supervisors are more involved in teachers and principals' working group activities as individuals, they often follow up the problems they find through the supervisors' working group meetings. This kind of support will make these teachers and supervisors' working groups more sustainable.

The *madrasah* working groups also generally have close relationships with the teachers' working groups. *Madrasah* working group members are still concurrently members of the teachers' working groups, except in Central Lombok. As *madrasah* working group members stated in several interviews, they benefit from their involvement with the teachers' working groups. While the teachers' working groups talk more about general subject matter, the *madrasah* working groups focus on religious subject matter. However the teachers' working group activities often become the reference for developing *madrasah* working group activities.

The horizontal relationships between fellow teachers, principals and supervisors' working groups are not as clear. Only a few regions have established broader networks, either intentionally or as a result of certain activities or programs, such as teachers and principals' working groups at sub-district level that combine with several teachers and principals' working groups at the cluster level. Networks like this are not yet facilitated properly and the groups still tend to overlap in functions and tasks. If managed effectively, this kind of network can be a forum for sharing between working groups. In Sumbawa, the formation of a WhatsApp group that connects the chairpersons of the principals' working groups in the district is a potential initiative to develop a principals' network.

## 5. CHALLENGES AND ENABLING FACTORS

The ignorance about MoEC's implementation standards and the incompatibility of some of the policies in relation to conditions in the field as well as the lack of support provided mean that working groups have had to develop their own ways of sustaining their activities. The different levels and types of activity and the variations in working group programs and schedules are reflected in the diverse impacts these groups have on improving the quality of teachers, principals, supervisors and students' learning outcomes. Apart from these individual methods, common factors influence the sustainability of the various working groups in their efforts to provide a forum and support network for continuing professional development.

### 5.1 Challenges

#### Organisation and management

The capacity of the leaders influences the activity of any organisation. The exploratory study found that leaders need initiative and creativity to ensure the progress of the working groups they lead. Not all leaders have that capacity and the problem is even more likely to arise when the local education or religious affairs office automatically appoints the principal as the chairperson of the working group. In many cases, the elected leaders are approaching retirement age and therefore their initiative and enthusiasm for organising working group activities has declined. Furthermore, elected leaders are often the busiest people already creating another obstacle in developing and implementing the working group programs.

A further challenge is the mutation of principals or teachers without considering the administrative and technical impacts on existing working groups. Moving the principal or teacher who is the chairperson of a working group causes changes in the structure of the group that can also affect the agreed work program. The substitute for the new principal or teacher does not always have the same capacity and commitment. Moreover the situation is further complicated if the replacement is a temporary official or task executor who does not have full authority to make decisions. In these cases, the transfer of teachers and principals can have a negative impact on the working group activities.

In practice, the chairperson of a working group can hold several positions, for example, the head of the cluster is concurrently the chairperson of the principals' working group and of the teachers' working group. On the other hand, similar organisations can be established at the same level, for example, a principals' working group at sub-district level. This overlap becomes a challenge for administrators in dividing roles and for members in understanding the functions of the working group. Furthermore, the organisational tasks for many of the teachers' working groups have not yet been synchronised or divided between the core schools and cluster member or impact schools so that the core schools bear the full burden and responsibility. Thus the organisation needs to be restructured both horizontally and vertically, and its formation and management needs to be supported by an appropriate legal document. Many working group administrators have not obtained a decree and not all decrees issued have the same power. Having a legal basis for the management of an organisation is important to acknowledge and regulate the roles and responsibilities of the administrators. It is also a requirement for various continuing professional development activities.

Several informants complained that the absence of technical and other guidelines for each working group could result in organisational problems. MoEC's development and operational standards for primary and subject teachers' working groups have not been sufficiently socialised and have not provided a solid reference point so far.

### **Work programs and their implementation**

The low capacity of administrators also becomes a challenge in designing a systematic and measurable work program for the working groups. Principals and supervisors can assist in this process if they have the commitment and supportive capacity. However, the shortage of supervisors in some districts means they often do not have enough time to help groups draw up their programs and to systematically mentor the administrators and group members in implementing the activities.

The supervisors' working groups themselves do not all have suitable work programs. In designing programs at the group level, the supervisors often find it difficult to distinguish the core supervisory tasks and functions from their individual roles as supervisors.

In addition to their mentoring role in designing work programs, principals and supervisors are also considered as the main resource people for working group meetings. Almost all working groups would like to be able to invite other resource people to provide variety and the special capacities or expertise in the fields they need. However the groups are generally constrained by the lack of funds to cover the honorarium and transport costs for these resource people as well as by logistical issues and the immediate training needs of the groups. Outside resource people would respond to emerging demands for broader knowledge and skills and would also stimulate group members by introducing fresh perspectives. Groups can reach saturation point when they use the same resource people over and over again. Some working groups have overcome these challenges by using existing funds, securing financial assistance or other forms of support from outside parties (for example, from the educational quality assurance council) or from the local education or religious affairs offices.

Access to quality mentoring and resource people could overcome other challenges, namely finding some synergy in the program materials for different curriculums. This issue arose in several teachers' working groups in Central Lombok that were forced to stop because they could not reach agreement at their meetings. Some group members were still referring to the 2006 unit-based curriculum while others had switched to the 2013 curriculum.

Implementing the work program also results in technical challenges, in terms of adjusting schedules with other activities and finding the timing that accommodates all group members. In some cases, the work programs the groups created could not be implemented because of other activities that could not be missed, such as local education or religious affairs office activities and program activities like INOVASI. Some teachers' working groups make sure their work programs are carried out by adding the activities from other programs to their agendas but these meetings can become too intense and burdensome for the members and administrators.

## **Financing**

Being able to provide a variety of talented resource people is closely related to being able to finance the working group. If the groups rely solely on the schools' operational funds as the allocation for teachers' quality improvement, the activities and resource people they can provide are limited. Moreover the principals and supervisors' working groups do not have an allocation from the schools' operational funds. Generally therefore the groups use resource people who can provide material without having to be paid, such as supervisors, principals or fellow teachers. There is no assistance mechanism or simultaneous funding provided by the local government except in West Sumbawa. For the *madrasah* working groups in particular, the budget implementation field list being withdrawn to the district government also creates a challenge in financing group activities.

Several working groups have sought funds and other assistance from outside parties. In West Sumbawa, some working groups have established their status with notarial deeds hoping to open up opportunities for independent fundraising. However Dompu district is still debating whether it is possible and necessary for working groups to seek funding independently.

## **Supporting facilities**

Geographical factors are still a challenge for working groups in several regions. In addition to the groups in relatively remote sub-district areas, *madrasah* working groups with broad coverage areas also face this problem, for example in Dompu and Bima districts. Being located at some distance from the other schools in the group and in difficult terrain has made it hard for some school representatives to participate in activities. This situation is exacerbated by the lack of or limited transport allowances for participants. For working groups or schools that provide transport, another obstacle is the quarterly disbursement of the schools' operational funds which means that participants have to pay their own expenses up-front and then wait for refunds. If the meetings are held frequently, this can become a real burden for participants.

In terms of facilities, the core schools are generally well equipped but this means that most activities take place at these schools since few working groups have special rooms for activities elsewhere. Teachers' working groups that do sub-activities based on grades and subjects usually alternate the venue between schools. These groups often face the problem of no room being available for the meetings since all the rooms are being used for learning activities. Teachers' working groups in Central Lombok faced a similar problem. With five days of school every week, determining a suitable time and location for the meetings is not straightforward. If activities are held on school days, no space is available and if they are held outside school hours, the meetings finish too late. If the meetings are held outside school days, not many members are willing to come because they already have their own family activities planned for their days off.

## **Quality assurance**

The absence of a mentoring mechanism and a structured monitoring and evaluation system has led to many working group activities not producing optimal results. This is a challenge for supervisors and the local education or religious affairs offices who would like to guarantee the quality of the working groups. The assistance for groups so far has been incidental and patchy with no clear link between drawing up the statutes or by-laws, implementing the work program activities, evaluating the outcomes and preparing regular reports.

Monitoring and evaluation is not done regularly and uniformly, using certain instruments. One informant said that vertical monitoring and evaluation would greatly help them not only to correct deficiencies but also to measure the achievement and impact of the working group activities. The evaluation would also help monitor who has had training and who still needs it so that the opportunity Faktor Pendukung.

## **5.2 Enabling factors**

### **Members' characteristics**

Nearly all informants interviewed in the exploratory study said they benefitted from their working group activities. The mapping survey showed that the attendance levels at each meeting or activity were over 60 per cent although our interviews and further discussions with respondents suggested attendance levels of around

90 per cent. Members' motivation to attend is the need to share and discuss problems they encounter and to acquire the knowledge and skills to carry out their duties. While all group members' needs may not always be fulfilled, the respondents were well aware of the benefits of the activities and the high attendance levels are evidence of this. This is a driving factor in sustaining the groups and maintaining and improving the activity programs. As long as the working group activities reflect and respond to the needs of the members, they will continue to be motivated.

### **Organisational characteristics**

Our exploratory studies found that strong leadership is a significant enabling factor in sustaining and developing the working groups. In some cases leaders who take the initiative and are creative and energetic can become the driving force behind the group and even succeed in reactivating dormant working groups. Leadership in this context is associated with supervisors, principals or teachers and their commitment and active involvement in working group meetings or activities. The leaders' level of commitment and involvement not only affects the group's activity program but also the group members' motivation and commitment. For example, teachers are more likely to attend if the principal or supervisor is also going to be present at the meeting. One study found that the managerial skills of principals significantly influenced teachers' performance and one form of support the principals provided was to participate in teachers' working groups activities (Faisal, 2012).

Enabling factors identified from other organisations include being able to design varied programs according to the needs of members and to provide resource people with the appropriate capacity. Not many working groups have been able to do this except with considerable support from the local education office, as in West Sumbawa. Another potential source of competent resource people, could be other districts where district facilitators and instructors may have the necessary expertise in their respective fields. Working groups with district facilitators and instructors as members or that fall within their task area were able to invite them directly but other working groups will need to find other ways to access these potential resource people.

The independent funding that all the working groups collect can also be considered an enabling factor in implementing working group activities. Funds collected either from each schools' operational funds or from personal funds (especially for principals and supervisors' working groups) reflect a commitment to sustaining these groups. However, the coverage of the schools' operational funds allocated to strengthening teachers' quality is expected to be expanded to include strengthening principals' skills as well.

Incentives are another enabling factor in maintaining the groups and increasing members' motivation to participate. While offering transport or refunding travel costs may not directly motivate participants to attend, this does make it practically possible for members to attend, especially for those living some distance from the meeting location. As Cannon (2019) observes, such contextual factors are risks that must be reduced to be able to gain knowledge but they are not a factor in increasing the knowledge itself.

Another incentive that increases members' motivation is issuing certificates confirming participation in the working group activities, as several teachers, principals and *madrasah* working groups have done. These certificates can later be used in assessing candidates for promotions and are signed by the head of the local education or religious affairs office so they have the same value as district-level activities. The West Sumbawa district education office has made it an official requirement that teachers include these certificates when they complete their applications for promotion.

### **Support from the environment**

Local governments have issued their own policies to support the implementation and development of working groups, although not in all districts. As described in Box 3, the West Sumbawa education, youth and sports office has established a sustainable and comprehensive working group program with specific aims for the groups every year. The office supports the groups in the design of their work programs, monitoring their implementation and evaluating their impact in terms of the activities and attendance levels. Funds were allocated through the budget implementation field list to train the core team, made up of the administrators from each teachers' working groups, and the team was then tasked with disseminating the education, youth

and sports office programs as well as the groups' own activities and reporting on the implementation of their respective groups' activities.

The Central Lombok education office is also in the process of designing a program to strengthen the teachers' working groups and is seeking help from the relevant local and national government offices. Central Lombok aims to strengthen the management structure of cluster-based teachers' working groups that consists of groups for the upper and lower school grades. One core teacher from each teachers' working group will be trained and will, in turn, train teachers in their respective groups. Funding will be provided jointly by the national government (resource people), local government (training) and each school through their operational funds (impact). This design also relates to the government's zonation program.

In addition to local government policies, various related programs also contribute to the working group activities. Examples of this include the capacity building programs for principals and teachers run by the Innovera mining companies in Huú sub-district, Dompu, and the Sampoerna program for education in Kopang sub-district, Central Lombok, that use the teachers' working groups as a training forum. These programs have made the groups more active and motivated the members. With encouragement from the INOVASI program, several clusters and working groups have been reactivated and the program's district facilitators have created a new source of resource people.

## 6. CONCLUSIONS AND RECOMMENDATIONS

### 6.1 Conclusions

1. The study revealed variations in the levels of activity among working groups for primary teachers, principals and school supervisors. In Sumbawa, West Sumbawa and Central Lombok, most groups have work programs and conduct routine activities. However, the opposite situation was found in Dompu and Bima. The working groups have generally been established for a long time and have carried out various activities and programs according to the members' needs. Active working groups generally have the following: a clear organisational structure guided by statutes or by-laws; terms of reference for their activities; an annual work program with regular meetings; mechanisms to determine financing; and a formal legal status established by a decree from the cluster, district technical unit or local education office. Some groups have notarial deeds. The levels of activity between districts and working groups is influenced by internal factors, such as the administrator's capacity and members' motivation, and external factors, such as mentoring and monitoring and evaluation mechanisms.
2. Overall, MoEC's policies relating to the development and operational standards for primary and subject teachers' working groups have not been fully implemented. For example, the teachers' working groups' program of activities is meant to consist of general programs, core programs and supporting programs but virtually none of the groups have both general and core programs. The policy has not been implemented yet due to a lack of socialisation. The study also found that not all the mechanisms laid down in the standards are relevant or feasible in the field. The summary of working group implementation against its standard developed by MoEC can be clearly seen in the attachment.
3. The scope of activities in both active and less active working groups have not been substantially oriented towards increasing the capacity of teachers, principals or supervisors. The activities in teachers, principals and *madrasah* working groups have tended to focus on administrating learning tools, writing exam questions, preparing competitions at cluster level and socialising the 2013 curriculum. Thus the groups' role as a forum for improving members' professional abilities has not been achieved optimally. On one hand, the main function of teachers' working groups is to share and solve problems teachers encounter in their day-to-day teaching and learning activities, for example, through discussions, sample lessons and

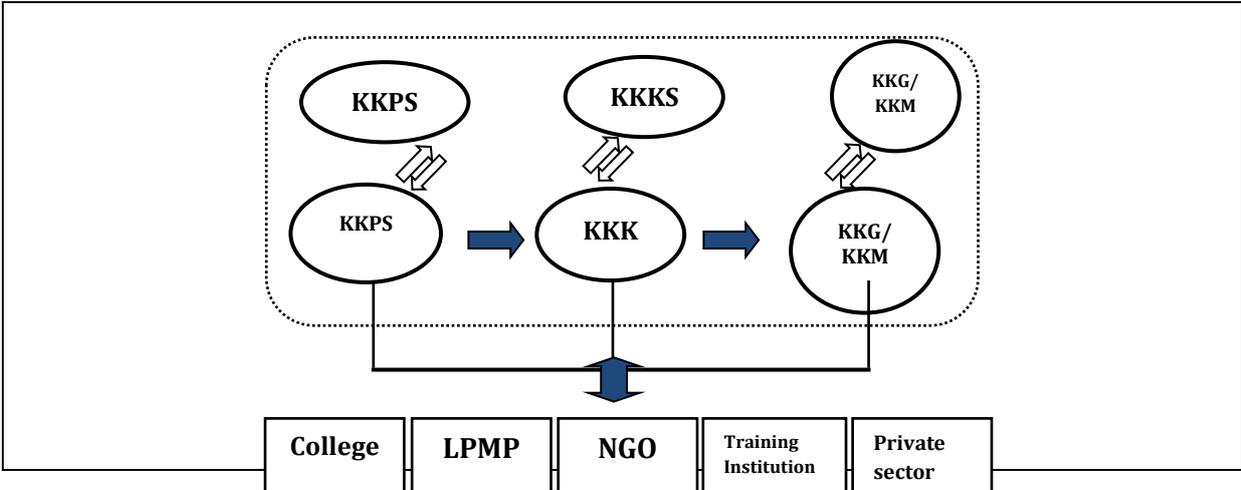
demonstrations on using and making teaching aids. On the other hand, teachers' working groups should also improve teachers' quality of knowledge, their mastery of the material and teaching techniques, and so on, focusing on effective teaching and learning activities (Ministry of National Education, 2010a). Most supervisors' working groups activities still focus on administrative and coordination issues.

4. The effectiveness of teachers, principals and school supervisors' working group activities in terms of improving the quality of teachers, principals, supervisors and students' learning outcomes has not been measured quantitatively or qualitatively. While the benefits of the working groups can already be felt, the extent of their contribution to capacity building has not been uniform and needs further research.
5. This study found a number of factors that present opportunities and challenges for the different working groups. MoEC's technical and operational standards are a positive move but they have not yet been socialised and do not always reflect the situation on the ground. Other challenges include: the lack of management capacity or motivation among the appointed group administrators; the mutation of teachers and principals; and insufficient funding for activities. Some factors vary greatly from group to group, for example, the most active groups are established by decree with an organisational structure, clear division of responsibilities and an official legal status, enabling them to legitimately seek outside funding. The most active groups have supporting facilities and infrastructure as well as well-designed work programs and motivated members with the commitment to implement them. Some groups offer incentives to encourage participation but effective mechanisms to monitor, evaluate and report on working group activities are yet to be put in place.
6. West Sumbawa has implemented local policies to strengthen teachers' working groups and Central Lombok is currently developing similar systems. The intensive support and guidance systems from the local education and religious affairs offices, issued in the form of local policies is an influential factor in establishing active working groups.

## 6.2 Recommendations

All parties need to be involved and mobilised for optimal results in strengthening teachers, principals, supervisors and *madrasah* working groups. This includes all elements from within the organisation, among different organisations and also from the environment outside the organisation that have the potential to become partners. The idea of the synergy of connectivity is shown in Figure 3.

Figure 3: Synergy of connectivity between working groups



Notes: KKPS = supervisors' working group; KKKS = principals' working group; KKG = teachers' working group; KKM = *madrasah* working group; LPMP = educational quality assurance council; NGO = non-governmental organisation; Du-Di = business and industry

Internal synergy between various supervisors' working groups or between various principals' working groups, as well as the synergy between teachers' working groups in different sub-districts can strengthen the learning process, for example, by sharing information on best practices from a group or cluster, exchanging successful experiences and developing cooperation. Likewise, synergism with institutions outside the various working groups, for example, with colleges, the educational quality assurance council, non-profit or non-governmental organisations, training institutions and business or industry. The scope of synergy and connectivity can cover cooperating on programs or for activities, using resource people, financing activities, monitoring and evaluation, as well as other forms of cooperation as needed and agreed.

Policy recommendations and priorities for strengthening teacher continuous professional development and teacher working groups at the district level include:

### **Strengthening groups from within**

1. Policies relating to MoEC's development and operational standards are still needed as a guide in strengthening the organisation. However, the official mechanisms need to be adapted to the conditions in the field. Information about the policies, their scope and implications needs to be disseminated and accompanied by the necessary assistance, for example, in creating the statutes or by-laws and the work programs.
2. The capacity of group administrators needs to be developed, particularly in management (planning, organising and implementing work programs) and restructuring the organisation supported by standardised institutional formalities that include management decrees, statutes or by-laws, terms of reference and notarial deeds of establishment. These formalities will give the groups the freedom to develop their activities at a broader level.
3. The existence, purpose, function and structure of the working groups needs to be socialised to motivate members to become more actively involved in the activities. Their motivation will also be stimulated by providing incentives in the form of appropriate knowledge and skills and recognition in the form of certificates that will support their professional careers and promotion.
4. Strengthening the substantive aspects and scope of the activities will encourage participants to cooperate in enhancing the professional capabilities of group members. This is in line with the main function of the working groups which is to identify and solve the problems that teachers and principals encounter in their teaching and learning activities and that supervisors encounter in supervising schools and teachers. Furthermore, the passive nature of the group needs to change. Teachers and principals need to be actively involved in preparing the work program and implementing activities that will meet their professional needs. The groups need to promote and explore innovative ideas and approaches to teaching and learning as well as developments in science and technology. They should be able to accommodate breakthroughs in education and cooperate with the community to improve the quality of school-based education.
5. Mechanisms for financing activities have generally been ad hoc, for example, based on mutual agreement, the needs at any one time or taken from voluntary contributions. This needs to change to an effective system based on formal rules or guidelines in accordance with MoEC's operational standards. The initiative to use 5 per cent of the teachers' certification funds to finance teachers' working groups activities, for example, needs to be formalised by decrees from the district head and the head of the district education office. The strategy of using schools' operational funds to support teachers' working group activities through the professional development component is one alternative in overcoming the problem of limited funding for teachers and sometimes principals' working group activities. With the current diverse financing

mechanisms, the funds needed to implement different activities need to be analysed. To manage the working groups budget expenditure fund, the unit costs need to be established and an annual cash flow forecast drawn up accordingly. Any management training for the working groups needs to incorporate these budgeting skills. In addition, a funding system involving outside parties or seeking independent funding needs to be investigated as this has the potential to boost the quality and quantity of working group activities.

6. The education and religious affairs offices need to focus on providing the facilities and infrastructure for teachers, principals and school supervisors' working groups. The study found that few groups have reliable access to the facilities and infrastructure they need to function efficiently.
7. Teachers, principals and supervisors' working groups as collective groups of educationists must become a forum for developing their members' professionalism and their careers. The group programs and activities need to respond to the varied needs of the members so ultimately teachers, principals, supervisors, students, schools and the government (at national, provincial and district or city levels) can use these working group activities to improve the quality of education across the country.

### **Strengthening networks**

1. The formation of teachers, principals, supervisors and *madrrasah* working groups at sub-district level showed the need for each working group to have a wider network. These networks can be formed and facilitated with improved organisational management so that they become a forum for strengthening skills, sharing problems, generating new ideas and introducing innovations to improve the education children receive in classrooms throughout the country.

### **Strengthening the environment**

1. Monitoring and evaluation mechanisms need to be devised and implemented to ensure the continuity of working group activities and to measure their success. The methods, levels and implementing parties for these mechanisms need to be laid down in a policy and include a related funding allocation. Local governments need to establish district-level monitoring and evaluation teams for the working groups and regulate the management of the team through decrees issued by the head of the district or the head of the local education office. Team members can include school supervisors, senior principals, education office staff (district and sub-district), senior teachers, representatives from the Guru BAIK program, INOVASI's district facilitators, representatives of the education council and elements of the community (school committees). The use of information technology in implementing the monitoring and evaluation exercises needs to be explored, for example by developing online-based surveillance instruments and instruments to assess cluster performance.
2. Other program interventions can be used positively but any negative effects may need to be anticipated. A number of activities and training sessions conducted without using the working groups, regardless of their inactivity, have hampered the implementation of working group work programs because group members and administrators had to spend time on these external activities. On the other hand, the training also led to potential resource people to help develop the working groups. This situation needs to be addressed wisely to maintain the synergy between the working group's program and the external training provided.
3. Activities relating to the INOVASI program, namely the Guru BAIK and GEMBIRA pilots that involve early grade teachers (grades one to three) and the continuing professional development activities initiated by schools in the form mini teachers' working groups to discuss the 2013 curriculum and other learning programs, may be a starting point that needs to be developed and integrated with the teachers' working groups activities intended for all teachers. The mini-groups that implement the INOVASI program in target schools could be the role model for the wider groups, in terms of the material and methods discussed. Integrating the mini and the cluster working groups may overcome the passive and less interesting tendency

in the larger groups. This integrated group can be formed according to the needs of the teachers in their respective clusters and would not be permanent.

4. The study showed that the *madrasah* working groups' work programs in several districts changed and progressed significantly when the *madrasahs* were included in INOVASI's intervention program. The *madrasah* work programs also adopted several activities from the teachers' working groups since the *madrasah* teachers were also included as members. Thus, the participation of *madrasahs* in the INOVASI program and in the teachers' working groups has been positive and needs to be maintained. Furthermore, the *madrasahs* participating in the INOVASI program and teachers' working groups need to socialise or disseminate information from the activities in the *madrasah* working group meetings at district level.
  
5. To provide resource people, working groups need to pioneer new cooperations with local universities or trainers available both at provincial level, for example, through the educational quality assurance council, and at local level, including INOVASI's district facilitators. However, the educational quality assurance council is expected to play a more important role in supervising and empowering working groups through educational resources (units, trainers and mentors) in the primary and secondary education unit. This is necessary because not all activities the working groups conduct are appropriate or high quality, in the sense of being supported by, for example: planning that correlates with the needs of the school, teacher, principal or supervisor; professional activities; sufficient resources (resource people, facilities and infrastructure, as well as funding) as well as good evaluation, standardisation and certification. Meanwhile, the educational quality assurance council also has a role in empowering the working groups. This is because the study showed that working groups lack the support of good organisation and management. Moreover, in implementing continuing professional development activities in the clusters (teachers, principals and supervisors' working groups) the negative impact on the day-to-day teaching and learning schedules in participating schools has not always been considered.

Policy recommendations and for priorities for strengthening teacher continuous professional development and teacher working groups at the national level include:

1. The Minister of Education and Culture should improve the capacity of the sub-national governments in managing and capacitating the various working groups. The national instrument to improve education quality through the non-physical DAK (Dana Alokasi Khusus) is one of the alternatives. Parallely, a Minister of Education and Culture regulation (Permen) could be developed to provide a stronger legal framework than currently exists for the teacher working group system. The Permen should regulate the role of district / city and provincial education offices, as well as schools in developing teacher working groups, as well as the requirements for teachers to participate in their activities.
2. Partnerships could be developed between the district education office and training providers (the Education Quality Assurance Institution or LPMP, the Centre for the Development and Empowerment of Educators and Educational Personnel or P4TK, and teacher training institutions) to support and strengthen teachers' working group activities and to ensure coordination and regulation with and between institutions that can certify short courses and issue certificates to support teachers' career development. The results of LPMP mapping on school quality can be used as reference for discussion in working groups, in particular to drive initiatives to minimize gaps of teacher quality across school members. The effort will be in line with the newly establish natinational practice on 'zonasi'.
3. At the national level, the Ministry of Education and Culture could work to change current perception of the role of the KKG, from limited routine and adminstrative activities to centers of teacher excellence and learning. The KKG should function as a pedgagogic workshop, a space for quality control and the standardisation of teaching and school management activities, and an information center for teachers to learn and develop. KKGs should be a forum for discussing examples of good learning, best practice and innovation. The Ministry's new Continuing Professional Development program will use the teacher working groups in precisely this way and should serve to strengthen them.
4. The sub-national governments to establish close engagement with respective institutions of the Ministry of Religious Affairs (MoRA) to ensure that MoRA-affiliated working groups can involve and benefit as well.

## REFERENCES

- Akrom MA (2017) *A case study of a teachers' cluster working group in Moyo Hulu, Sumbawa*, Jakarta: INOVASI.
- Cannon R (2019) *The teachers' working group (KKG): a literature review and working paper*, Jakarta: INOVASI.
- Cresswell JW, VL Plano Clark (2017) *Designing and conducting mixed method research* (third edition), Thousand Oaks, CA: Sage Publication, Inc.
- Ekosusilo M (2003) [The contribution of teachers' working groups to upgrading and enhancing teachers' professional abilities] '*Kontribusi jenjang pendidikan, penataran, dan kegiatan KKG terhadap peningkatan kemampuan profesional*', [*Journal of Education Sciences*] 10 (1): 16–26.
- Faisal AA (2012) [The effect of principals' managerial ability on teachers' performance in Kotagede sub-district schools, Yogyakarta] '*Pengaruh kemampuan manajerial kepala sekolah terhadap kinerja guru sekolah dasar negeri se-kecamatan Kotagede, Yogyakarta*', Thesis on education management, Faculty of Science Education, National University of Yogyakarta: Yogyakarta.
- Hasan R (2018) [Discussion on the strengths of the Ministry of Education and Culture's zoning system in evenly distributing qualified and non-qualified teachers] *Bahas Sistem Zonasi, Mendikbud: Jumlah Guru PNS di Kota Kelebihan*, in *OKE News*, available at: <https://news.okezone.com/read/2018/12/11/65/1989942/bahas-sistem-zonasi-mendikbud-jumlah-guru-pns-di-kota-kelebihan>
- Merriam SB (2015) *Qualitative research: a guide to design and implementation* (fourth edition), San Francisco, CA: Jossey-Bass.
- Ministry of Administrative and Bureaucratic Reform (2009) [State Minister for Administrative and Bureaucratic Reform regulation No 16 of 2009 concerning teachers' functions and the professional credit system] *Peraturan Menteri Negara Pendayagunaan Aparatur Negara dan Reformasi Birokrasi Nomor 16 Tahun 2009 tentang Jabatan Fungsional Guru dan Angka Kreditnya*, Jakarta: Ministry of Administrative and Bureaucratic Reform.
- Ministry of Education and Culture (MoEC) (2018) [The zoning system: equitable education and distribution of teachers] *Sistem zonasi: pemerataan pendidikan dan distribusi guru*, Jakarta: MoEC, available online at: <https://www.kemdikbud.go.id/main/blog/2018/12/sistem-zonasi-pemerataan-pendidikan-dan-distribusi-guru>
- Ministry of Education and Culture (MoEC) (1995/1996) [School management guidelines] *Pedoman pengelolaan gugus sekolah*, Jakarta: MoEC.
- Ministry of National Education (2008) [Standards for developing primary and subject teachers' working groups] *Standar pengembangan kelompok kerja guru (KKG)/ musyawarah guru mata pelajaran (MGMP)*, Directorate General of Teachers and Education Personnel, Jakarta: Ministry of National Education.
- Ministry of National Education (2010a) [Guidelines for developing KKG and MGMP activities] *Rambu-rambu pengembangan kegiatan KKG dan MGMP*, Directorate Generals of Education quality improvement and Higher education, Jakarta: Ministry of National Education.
- Ministry of National Education (2010b) [Standard operating procedures for implementing KKG and MGMP] *Prosedur operasional standar Penyelenggaraan KKG dan MGMP*, Directorate Generals of Education quality improvement and Higher education, Jakarta: Ministry of National Education.
- Purnanda A (2013) [Implementing a functioning teachers' working group at the state primary school (SDN) of the Tarab river district] '*Pelaksanaan fungsi kelompok kerja guru (KKG) di sekolah dasar negeri (SDN) kecamatan Sungai Tarab*', [*Journal of Education Administration*] 1: 1–8.
- Seftiawan D (2018) [Zonation-based teacher redistribution will not be cross-regional but similar to the student zonal system for acceptance at schools (PPDB)] '*Tidak lintas daerah, redistribusi guru berbasis zonasi mirip*

dengan PPDB', in *Pikiran Rakyat*, available at: <https://www.pikiran-rakyat.com/pendidikan/2018/09/05/tidak-lintas-daerah-redistribusi-guru-berbasis-zonasi-mirip-dengan-ppdb-429773>

SMERU Research Institute (2016) [Basic education diagnostic study in Dompu district, West Nusa Tenggara province] *Studi diagnostik pembelajaran pendidikan dasar di kabupaten Dompu provinsi Nusa Tenggara Barat*, Jakarta: INOVASI.

Somantri M, S Ridwan (2011) [Revitalising teachers' working groups to improve the competence and professionalism of primary and *madrasah* teachers in Seluma district] '*Revitalisasi kelompok kerja guru guna meningkatkan kompetensi dan profesionalisme guru SD/MI di kabupaten Seluma*' [*Triadik education journal*] 4 (1): 19–28.

Supriadi FS (2018) [Teacher zoning system to be introduced next year] '*Tahun depan ada sistem zonasi guru*', in *RMOL Jabar*, available online at: <http://www.rmoljabar.com/read/2018/11/28/90124/Tahun-Depan-Ada-Sistem-Zonasi-Guru->

Tashakkori A, C Teddlie (2010) *Handbook of mixed methods in social and behavioral research* (second edition), Thousand Oaks, CA: Sage Publications, Inc.

Utami P (2016) [The influence of teachers' working groups (KKG) on the performance and professionalism of the teachers at Cahyana primary school, Karangmoncol district, Purbalingga regency] '*Pengaruh kelompok kerja guru (KKG) terhadap kinerja dan profesionalisme guru sekolah dasar gugus Cahyana, kecamatan Karangmoncol, kabupaten Purbalingga*', Thesis on elementary school teachers, Faculty of Education, State University of Semarang: Semarang.

World Bank (2014) *Teacher reform in Indonesia: the role of politics and evidence in policy making*, Directions in Development series, Washington DC: World Bank.

Attachment 1: Working Group Implementation against Standard by MoEC

Components	Expected Conditions	Reality
Organisation	All working groups should be formalised by authority in district.	Not all working groups have a decree. Others were established by decree. These decrees, however, were issued at various levels – from cluster level through to district level.
Program	Program have to be developed based on actual assesment regarding teachers' needs. It is designed to promote the capacity of teachers and principal. Program can be either routine meeting or professional development training.	Most groups do not follow the formal process of preparing work programs. Furthermore, most work programs focus on routine administrative tasks rather than capacity building.
Funding	Working groups can get funding from numerous sources, not limited to schools' operational funds (BOS).	Most activities are financed merely from the schools' operational funds (BOS) or personal spending of the members.
Quality Assurance	Activities in working group should be routinely monitored both on substantial and administrative aspects.	Quality assurance doesn't take a place in most of working groups. In some groups, supervisors prefer a more informal way to monitor their teacher, i.e. through whatsapp group.
Facility	Working groups should have shared facilities to support their activities.	Groups don't share their facilities. It's owned by individual schools.
Human Resources	Resource person should have S1 degree, 10-year teaching experience, and relevant expertise. They can be from teacher colleges, district or provincial education office, LPMP, and other related institutions.	Most of working groups employ internal instructors, both senior teachers or principals. They have limited access to contact resource persons from external institution.