



Good Practices in Education Across Disciplines and Grade-Levels

PROCEEDING INTERNATIONAL SEMINAR

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INTERNATIONAL SEMINAR

Good Practices in Education Across Disciplines and Grade-Level

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Chairman Welcome Note

Welcome to Jember, a fast-growing city in the eastern part of Java. Jember is located around 200 kilometers from Surabaya. For the seminar participants coming from other provinces or other countries, the distance seems far because of the time needed to transport you from Surabaya to Jember by land transportation. On this occasion, I would like to express my thanks to all of you for your visit to the Faculty of Teacher Training and Education, the University of Jember for joining the International seminar.

The international seminar with the central theme "*Good Practices in Education across Disciplines and Grade-Levels*" has been one of the meeting agenda of the Indonesia's Communication Forum of Deans of State Faculty of Teacher Training and Education. This seminar aims to explore good practices in education to be shared, such as good practice in curriculum development, character education, school-based management, social and exact science education, and good practice in the language and arts education. Thank God, for about one-month period of calling for papers, writers of different backgrounds from different parts of Indonesia have given good responses by sending their papers. On behalf of the committee, I would like to extend my gratitude to individuals, institutions, and schools that have made contributions to the success of this international seminar either as presenters or participants. This certainly has helped us a lot to process the completion of the seminar proceedings.

On this fine occasion, I would like to express my deepest thanks and appreciations to Prof. Dr. H.M. Furqon Hidayatullah, M.Pd., the chairman of the Indonesia's Communication Forum of FKIP Deans, who is also ready to be one of the keynote speakers in this seminar. To my colleagues, Prof. Muhammad Haji Salleh, Ph.D. from Malaysia as well as Christopher Allen Woodrich from Canada, I also would like to express my sincerest thanks and appreciations for their readiness to share their thoughts and experiences about the education systems from different perspectives. Hopefully, they could inspire us for the betterment of our education in our beloved country.

The success of this seminar is also supported by the leaders of the university of Jember. Therefore, I would like to thank the Rector of the University of Jember who always supports and encourages us for the betterment of academic atmosphere through Tri-dharma activities. In addition, I would like to thank the dean and the vice deans of FKIP UNEJ for their continuous supports for the success of this international seminar. Lastly, my thanks also go to the organizing committee of the international seminar who have worked hard and hand in hand for the success of this international seminar.

Realizing that organizing the international seminar is not an easy job, on behalf of the committee members, I would like to ask for apologies for any inconvenience that might be encountered during the seminar. Have a nice seminar and enjoy your stay in Jember.

Dr. Budi Setyono, M.A.
Committee chairman

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GOOD PRACTICES IN TEACHER DEPLOYMENT? THE ISSUES OF OVERSUPPLY AND UNDERSUPPLY OF TEACHERS IN INDONESIA AND POLICY RECOMMENDATIONS

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Abstract: This is part of our larger research on the oversupply and undersupply of teachers in Jambi, Indonesia. This paper will only present some previous literature findings related to the oversupply and undersupply of teachers in our study as one of the biggest problems that the Indonesian basic education is facing is the imbalance of teacher deployment across schools and districts in urban and rural/remote areas. The problem of over and undersupply of teachers might contribute to the big gap between urban and rural areas in terms of inputs, process, access, equality, equity, and efficiency and might lead to poor student performance. This paper will focus on the issues of teacher deployment, possible solutions related to the issue of teacher deployment, and specific policy recommendations related to the issues.

Key words: teacher employment and deployment, oversupply and undersupply of teachers

INTRODUCTION

Indonesia is the Southeast Asia's largest country and the world's largest Muslim country, and a lower middle-income economy (World Bank, 2013; 2009). Before the 1997 Asian financial crisis struck Indonesia, which resulted in a slowdown in GDP growth, it was considered to be one of the best-performing East Asian economies, with a growth rate of 7.1 percent between 1985 and 1995. However, since then the country has slowly been recovering and economic growth is once again strong (World Bank, 2005). In addition, the constantly high rate of economic growth between 1970 and 1996 helped to decrease the percentage of the population living below the official poverty line. By 1997, the poverty rate in Indonesia was estimated to have declined from more than 50 percent of the population to less than 20 percent. Nevertheless, according to the national poverty line, the current percentage of population living below it stands at 16.58 percent or 37 million poor people. The Government of Indonesia, in line with the Millennium Development Goals

[MDGs], targets to reduce the percentage by half to 7.55 percent in 2015 (NDPA, 2007).

In addition, in terms of the Human Development Index [HDI], a composite index produced by the United Nations Development Program [UNDP] based on three key indicators of well-being, shows that social welfare has been improving in Indonesia since the late 1970s. The index places Indonesia at 124th out of 187 countries surveyed in 2011 (UNDP, 2011). In terms of education, Indonesia keeps increasing its budget on education. For example, the 2009 national education budget reaches 207 trillion Indonesian Rupiah [IDR] in order to reach the level of 20 percent of the total State Budget target mandated by Law Number 20 of 2003 of the National Education System (The Ministry of Finance, 2009 as cited in Jalal, et al., 2009).

However, although Indonesia has made a strong economic recovery and improvements in many educational outcomes, one of the biggest problems that the Indonesian basic education is facing is the uneven distribution of teachers or the imbalance of teacher deployment across schools and districts in urban and rural/remote areas. Based on a 2005 World Bank Survey on teacher employment and deployment of 385 schools consisting of 276 primary, 70 junior secondary, and 39 senior secondary schools in 12 sampled districts, at primary school level, 68 percent of urban and 52 percent of rural schools have surplus teachers. Conversely, about 66 percent of schools in remote areas lack of teachers. In addition, schools in urban areas tend to have more civil servant teachers with the highest level of education compared to those schools in remote and rural areas. Also, in rural and remote areas, it is more common to have part-time teachers. (World Bank, 2008; World Bank, 2006).

The problem of over and undersupply of teachers might contribute to the big gap between urban and rural areas in terms of inputs, process, access, equality, equity, and efficiency and might lead to poor student performance (national and international levels), high pupil dropout and repetition rates, and widespread public complaints (World Bank, 2008; World Bank, 2006).

In view of the importance of teacher deployment throughout the country which finally will influence the quality of schooling in the Indonesian basic education, the Government of Indonesia through the Minister of Education [MoNE] in cooperation with the Ministry of Religious Affairs [MoRA] need to address the issue by reforming teacher management and employment. This paper will focus on a brief picture of the Indonesian educational system, the issues of teacher deployment, possible solutions related to the issue of teacher deployment, specific policy recommendations related to the issue of teacher deployment, and conclusion.

MAJOR CHALLENGES FACING THE BASIC EDUCATION SYSTEM

The three major challenges that the Indonesian basic education system faces reflected upon the Ministry of Education's strategic plan for 2005-2009. First is to provide equitable access (male and female, most vulnerable and disadvantaged children aged between 7-15 years old) to obtain basic education with an acceptable quality. Many school age children across the country have not been able to complete their elementary school. The data show that more than 700 thousand children aged between 7-12 years old and more 2 million children aged between 13-15 years old could not go to school. Repetition rates in grade 1 are higher than in any other grades. Repetition rates at the primary level are four times higher among the poorest children than among their richest peers. The poorest children have dropout rates of between 2 and 3 percent compared with rates below 1 percent for children from high-income families. Even in rural areas, school dropout rate can reach 8.5% (World Bank, 2006; NDPA, 2007). At secondary education level, although, a nine-year basic education is compulsory for children aged 7-15, the enrollment of the poor, particularly at the level of junior high school is low, only 55 percent of children from low-income families are enrolled in junior secondary schools. The main issue in terms of access to education concerns the transition to junior secondary schooling (World Bank, 2007).

The second challenge is to improve the quality, relevancy, and competitiveness of basic education. The quality of education still needs to be improved and education infrastructure is deteriorating, where only 44 percent of classrooms satisfy the minimum standards set by MoNE. In addition, there is a clear need for teacher educational attainment to be improved. Of the total 2.78 million teachers, more than 60 percent have a D2 (a two-year diploma) or a senior secondary certificate qualification. They do not fulfill the basic level of academic qualification of a four-year bachelor's degree required by the Law on Teachers and Lecturers, Number 14, 2005 and seventy percent of them teach in the basic education (Jalal, et al., 2009). In addition, Indonesian students continue to perform less well in the international tests such as PISA and TIMSS. For example, in the 2006 Program for International Student Assessment, Indonesia ranked around 50 out of 57 countries in each of the categories of science, reading, and math (Jalal, et al., 2009; World Bank, 2007; World Bank, 2005).

The last challenge is to improve school governance, accountability, and public image in basic education. Based on the Local Government Law 32/2004 and the Education Law 20/2003, the central and provincial governments are required to involve greater citizen participation, influence, and greater local autonomy, ranging from principals, teachers, and parents, and sometimes to students and other school community members in order to meet local needs

and demands. However, the success of school-based management [SBM] practices at school level depends on how ready all school-levels actors and district level actors (local department of education) work on SBM. It is not considerably easy to change all those actors' mind and work habits since they are still used to working with a centralized system, in particular principals and educational administrators. The second problem is that parents and communities are not accustomed to involving in making decisions at school level.

THE ISSUES OF TEACHER DEPLOYMENT

The Indonesian basic education system is huge and diverse. The system is managed by two ministries, the Ministry of National Education (MoNE), which is responsible for 84 percent of schools and the remaining 16 percent are under the Ministry of Religious Affairs (MoRA) (Jalal, et. al, 2009; World Bank, 2007; MoNE, 2003). At the primary school level, as of 2005/2006, based on data from the Ministry of National Education, the total number of students reached 28,982,708 or 63.31% from the total number of students at the elementary until secondary school levels. Moreover, the total number of elementary school teachers and headmasters was 1,567,157, more than 52.54% of the total number of teachers in Indonesia. Unfortunately, 84.70% of elementary school teachers have a level of education below S1/D4 (a four-year diploma) qualification. In addition, the total number of schools was 170,891 or about 75.11% of the total number of schools in Indonesia from elementary school through high school levels. Based on those statistics, each school is able to accommodate 170 students but on average only has 10 teachers (MoNE, 2008; MoNE, 2004; MoNE, 2003).

Moreover, at the junior high school level, as of 2005/2006, the total number of students reached 10,286,521 or 22.47% of the total number of students at the elementary until secondary school level. The number of teachers and headmasters reached 844,055 or 28.30% of the total number of teachers and headmasters in Indonesia. About 39.66% of junior high school teachers have a level of education below S1/D4 (a four-year diploma) qualification. The total number of schools was 36,351 or about 15.98% of the total number of schools in Indonesia from elementary school through high school levels. Based on those statistics, each school is able to accommodate 283 students but only has on average 24 teachers including headmasters (MoNE, 2008; MoNE, 2004; MoNE, 2003).

UNEVEN DISTRIBUTION OF TEACHERS AND INEQUITIES FOR RURAL/REMOTE SCHOOLS

Although, the number of teachers is estimated to keep stable, one of the major issues regarding Indonesia's teacher workforce in the basic education is related to teacher deployment across schools and districts in urban and rural/remote areas. Currently, there is a significant oversupply and undersupply of teachers throughout the country. The issues of over supply and undersupply of teachers could contribute to the big gap between urban and rural area in terms of "inputs, process, outputs, outcomes, access, equality, equity, and efficiency " (Cohen, et al., 2006, pp. 43-303) and could lead to poor student performance (national and international levels), high pupil dropout and repetition rates, and widespread public complaints (World Bank, 2008; World Bank, 2006).

According to a 2005 World Bank Survey on teacher employment and deployment of 385 schools consisting of 276 primary, 70 junior secondary, and 39 senior secondary schools in 12 sampled districts, at primary school level, 68 percent of urban and 52 percent of rural schools have more teachers. Conversely, about 66 percent of primary schools in remote areas lack of teachers. At junior secondary schools, 81 percent of them oversupply with teachers, whereas 13 percent of the schools have lack of teachers (World Bank, 2008; World Bank, 2006).

In addition, the findings of the 2005 World Bank study indicate the existence of inequality for remote schools. Although the national staffing policy requires a minimum of nine teachers regardless the size of the school, it reports that 93 percent of the schools in remote areas have no enough teachers. In terms of workloads, the study explains that almost 50 percent of primary teachers were reported to have a workload of less than the minimum of 18 hours per week, while 44 percent of junior secondary teachers have less workloads than 18 hours per week. The oversupply and undersupply of teachers in urban, rural, and remote areas have contributed some teachers to have more workloads while other teachers have less workloads (World Bank, 2008; World Bank, 2006).

Another interesting point in the study is that a student-teacher ratio [STR] policy (40:1 in primary schools and 28:1 in junior secondary schools) is not implemented appropriately. The study reports that at the primary school level, the STR of the rural schools is 17:1 and of the remote schools is 24:1. In junior secondary schools in urban, rural, and remote areas, the difference between STR is not significant (World Bank, 2008; World Bank, 2006). At the national level, the 2004 data from the Ministry of National Education's Research and Development Center indicate that among 440 districts, at the primary school level, the average district STR is 17:1 and 75 percent of the districts are

below the national average of 20:1. At the junior school level, the average STR is 15:1 and almost 20 percent of all districts have a STR less than 10:1 (MoNE, 2004 as cited in World Bank, 2008; World Bank, 2006).

KEY ACTORS RELATED TO THE ISSUES OF TEACHER DEPLOYMENT

The uneven distribution of teachers is as a result of decentralization, which is outlined in the Education Law 20/2003, the Teacher and Lecturer Law 14/2005, and the Local Government Law 32/2004). According to these laws, the principle responsibilities, authority, and resources for the delivery of education have been transferred to lower levels of government (districts), with significant decision-making power being transferred to schools themselves. Under the current system, districts are responsible for employing all public school teachers except those in religious schools. These include all civil service teachers in public and private schools as well as part-time teachers. The system also allows schools and districts have a strong incentive to claim undersupply and request additional teachers to the central education office in every district. However, the system encourages uneven distribution of teachers across schools and districts within provinces because the Ministry of National Education and the department of education at the provincial level are not involved in the process of recruiting, posting, and transferring.

Five key actors at different levels can play an important role in addressing the issue of teacher deployment. The Ministry of National Education and the Ministry of Religious Affairs in cooperation with the department of education at the provincial and district levels, and schools themselves should address the issue of uneven distribution of teachers or teacher deployment across schools and districts within a province although since 2001, the districts are responsible for managing the teacher deployment at district level as a result of the decentralization in education sector.

The districts should not work alone to manage teacher deployment and recruitment. The MoNE and MoRE in cooperation with the department of education at the provincial level should engage in the process of recruiting, posting, and transferring teachers to the intended schools. Four important reasons of the need of cooperation among the actors are: (a) the current system encourages uneven distribution of teachers across schools and districts within provinces, (b) the salary levels and promotional and reward systems for civil servants are set centrally, although many districts provide teachers within their jurisdictions with supplementary benefits and incentives, (c) the money for paying teacher salaries and incentives still comes from the central government which is transferred to the provincial government and districts' budgets, and (d) religious school teachers (civil servants) at Islamic primary school called

Madrasah Ibtidaiyah at Islamic junior secondary school called *Madrasah Tsanawiyah* are managed by the Ministry of Religious Affairs (MoRA), not by the districts (World Bank, 2007).

Cooperation among the key actors above is important to improve "inputs, process, outputs, and outcomes" (Cohen, et al, 2006, p. 43) in the basic education at the national and local levels. Because the teacher oversupply and undersupply issues in Indonesia present several forms of inefficiency and ineffectiveness, which finally contribute to the big gap of the quality of education between urban and rural/remote areas and among districts within a province. Addressing the oversupply and undersupply issues could result in significant potential improvements of "access, equality, equity, and efficiency" (Cohen, et al, 2006, p. 303). In addition, the Education Law 20/2003, the Teacher and Lecturer Law 14/2005, and the Local Government Law 32/2004 raise significant issues of effective management of the teaching service. Many nationally and locally existing policies will be re-defined and modified to foster the development of a higher level of professionalism amongst the teaching corps.

POSSIBLE SOLUTIONS RELATED TO THE ISSUE OF TEACHER DEPLOYMENT

Teachers are fundamental to school improvement efforts. Improving the "access, equality, efficiency, and equity" (Cohen, et al, 2006, p. 303) of schooling depends, in large measure, on government policies that ensure competent and quality teachers serve all students with high-quality teaching (OECD, 2005). A competent, motivated, and high quality teaching service results from an effective teacher management (World Bank, 2008). Therefore, the effective teacher management and deployment is critical in relation to "inputs, process, outputs, and outcomes" in the Indonesian basic education (Cohen, et al, 2006, p. 43). The following solutions of teacher deployment are to address the issues of uneven distribution of teachers and inequities for rural or remote schools.

To deal with the problem of uneven distribution of teachers, there should be a clear staffing formula set by MoNE given that the teaching service is part of the national civil service. However, since a student-teacher ratio [STR] policy (40:1 in primary schools and 28:1 in junior secondary schools) has been set, MoNE in collaboration with the department of education at the provincial and district levels should requires all schools use this formula. The formula for primary schools is defined in a ministerial decree as a STR of 40:1, with all schools required to have at least nine teachers: 6 classroom teachers + 1 head teacher + 1 sports teacher + 1 religion teacher. According to the number of classroom teachers, schools with less than 240 students are automatically entitled to 9 teachers (6 classes multiplied by 40 students). Schools having

more than 240 students then begin to use the STR of 40:1 (World Bank, 2007; World Bank, 2008).

Under this policy, it is easy to measure and monitor whether schools and districts have teachers' oversupply or undersupply at the national, provincial, and district levels. In addition, the formula will enable teachers' transfer between schools within a district, between districts and between provinces (World Bank, 2008). However, the oppositions may come from senior teachers who are unwilling to be transfer to other schools, particularly to remote areas. Another problem of transferring teachers to other schools or districts is that they may leave their new posts, but since they are civil servants, sanctions can be applied or they are given a specific period of time (e.g. two or three years) and incentive to serve in their new posts.

In terms of inequities for rural and remote schools, it is not easy to solve since Indonesia have thousands of islands and each of them has its own uniqueness. For a short-term solution, MoNE in collaboration with the department of education at the provincial and district levels could recruit new and young teachers by providing incentives and housing for three or five years. After their services in remote areas, they should be promoted to a higher position, for example as a vice or principal, in urban or new areas or they are provided funding for continuing their study. The consequences of this solution are that MoNE in collaboration with the department of education at the provincial and district levels should allocate enough funds and it is a big challenge to be implemented in poor provinces and districts. For a long-term solution, MoNE in collaboration with the department of education at the provincial and district levels can recruit and provide school and college scholarships for students from rural or remote areas who are interested in becoming teachers and serve their home areas. This solution, at the beginning, may burden the national and local education budget, but for the long term, it can promote access, equity, quality, and efficiency.

SPECIFIC POLICY RECOMMENDATIONS RELATED TO THE ISSUE OF TEACHER DEPLOYMENT

The following specific policy recommendations can be implemented by the four key actors, MoNE and MoRA in cooperation with the department of education at the provincial and district levels, to address the problems of uneven distribution of teachers and inequities for rural or remote schools.

- Teachers should be recruited and appointed nationally and allocated to districts and schools, particularly for new and young teachers who apply to be a teacher. They are posted to schools and transferred between schools within a district by provincial and district administrations based on the staffing formula set by MoNE. However, the transfer and posting

should be mainly focused on teachers within the same districts and provinces.

- New and young teachers are obliged to serve in rural and remote schools for a minimum of three years and a maximum of five years with incentives and promotions.
- The distribution of teachers should be based on the number of students and the maximum class size for primary and junior classes are 40 students, except for multigrade classes
- The standard teaching workload for primary teachers should be 18 hours minimum and 24 hours maximum and for junior secondary teachers should be around 20 hours minimum and 28 hours maximum, per week (World Bank, 2008; World Bank, 2006).
- For urban and remote areas if combined enrolment in any three or more consecutive grades is 25 or less, multigrade classes can be one of the solutions (World Bank, 2008).

The five specific recommendations above are important to reform the teacher deployment at national, provincial, district, and school levels. The positive side of the recommendations will enable MoNE to monitor and solve the issue of teacher deployment in order to promote access, equality, equity, and efficiency in basic education. However, the implementation of the recommendations requires the commitments of the key actors financially, politically, socially, and culturally. The central government through MoNE and MoRE should increase the budget for improving teacher remuneration as required by the Education Law 20/2003, the Teacher and Lecturer Law 14/2005, particularly for teachers in rural and remote areas. In addition, the government at provincial and district levels should find alternative solutions. For example, to address inequities for rural or remote schools, for a short-term solution, new and young teachers are obliged to serve in rural and remote schools for a minimum of three years and a maximum of five years with incentives and promotions. For a long-term solution, providing school and college scholarships for students from rural or remote areas who are interested in becoming teachers and serve their home areas.

Conclusion

The good news is that the net enrollment rates (NERs) at the primary school level in most of the provinces and districts are close to universal. The Indonesian government targets to reach 100 percent of the net enrollment rates in 2009 at the primary school level (Jalal, et al, 2009; MONE, 2009). In addition, the national junior secondary school's (SMP/MTs) net enrollment rates of students aged between 13 – 15 years old tended to move up from 41.9 percent in 1992 to 66,52 percent in 2006 and 73.5 percent in 2007 (NDPA, 2007).

However, the issues of oversupply and undersupply of teachers can contribute to the big gap between urban and rural/remote areas in terms of inputs, process, access, equality, equity, and efficiency and might lead to poor student performance (at the national and international levels), high pupil dropout and repetition rates, and widespread public complaints (World Bank, 2008; World Bank, 2006).

In view of the importance of teacher deployment, MoNE and MoRA in cooperation with the department of education at the provincial and district levels should resolve the current uneven distribution of teachers and inequities for rural or remote schools by reforming the management and deployment of teachers to be more effective and efficient in order to improve the quality of the basic education throughout the country. The reform, particularly should address the current method of determining teacher supply across schools within a district and within a province. Under the present system, schools submit their teacher supply requirements to the district office. The districts then request the number of additional teachers required from the central education office. The system allows schools and districts have a strong incentive to claim undersupply and request additional teacher which finally encourages oversupplies and undersupplies of teachers.

To deal with the issue of uneven distribution of teachers, the policy of a student-teacher ratio [STR], 40:1 for primary schools and 28:1 for junior secondary schools should be implemented at national, provincial, district, and school levels in urban and rural/remote areas. The policy will enable teachers' transfer between schools within a district, between districts and between provinces easily. The issues of inequities for rural or remote schools can be solved, for example, obliging new and young teachers to serve in rural and remote schools for a minimum of three years and a maximum of five years with incentives and promotions and /or providing school and college scholarships for students from rural or remote areas who are interested in becoming teachers and serve their home areas.

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This is to certify that

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