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Prioritizing Reform, Innovation and Opportunities for Reaching Indonesia's Teachers, Administrators, and Students (USAID PRIORITAS)

The Role of the Province in Governing and Managing Basic Education

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Prioritizing Reform, Innovation, and Opportunities for Reaching Indonesia's Teachers, Administrators, and Students (USAID PRIORITAS)

The Role of the Province in Governing and Managing Basic Education

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Executive Summary

The USAID PRIORTAS project commenced May 2012 with the aim of achieving expanded access to quality basic education. This report is the result of a study conducted in the first six months of the project to determine the current role of the provincial government in the governance and management of basic education. The aim of the study is to inform project planning and thus assist in achieving the broad aim of the project.

The role of the province has evolved since the reforms of the early 2000s. When the government passed regional autonomy laws to decentralize government, the provinces were largely bypassed. As a result, they have had to adjust to the reality that they no longer exercise authority over the districts. Districts are given substantial authority to manage and govern education within a national policy framework. Meanwhile the provinces have little authority and a rather poorly defined role. They are now reclaiming a role in the coordination of education development. However, the situation is still somewhat unclear.

This report summarizes the current and anticipated role of the provinces in the management and governance of basic education. It concludes with recommendations to inform ongoing planning and implementation for the USAID PRIORITAS project.[1] In line with the main objective of USAID PRIORITAS, the report focuses especially on the role of the province in supporting teacher quality improvement. It answers the following questions:

1. What is the stated role of provincial government relative to the central and district governments?
2. To what extent do they carry out this role; what do they actually do? Especially, what use do they make of their funding?
3. How do they relate to other agencies at province level such as the provincial MORA, LPMP and TTIs, and to the center?[2]
4. What are the problems and issues they face?
5. What are the implications for USAID PRIORITAS?

The key findings of the study are as follows:

The main roles of the province, under current regulations, are the coordination of planning and programs, and the provision of support to build capacity and improve teaching quality within districts and schools.

The current policy framework indicates an attempt by the national government to gradually re-establish some control over the districts through requiring that plans and budgets be aligned. In this context, the province is seen more as an arm of the national government than a decentralized level of government.

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[1] The report is submitted in fulfillment of Deliverable F.7.3 under Contract AID-497-C-12-00003 for the USAID PRIORITAS project: An Assessment of the Role of Provincial Government, due within the first six months after award (i.e. end of October 2012).

[2] MORA refers to Ministry of Religious Affairs, which oversees the education of 20 per cent of Indonesian children through the Islamic madrasah system. LPMP is short for Lembaga Penjaminan Mutu Pendidikan, or Educational Quality Assurancy Board, a province based institution. TTI is short for Teacher Training Institute and refers to universities and tertiary institutions offering teacher training.

Arguably, a more effective decentralized system would give the provinces a much greater role in the governance and management of a provincial education system. However, given the devolution of authority to the districts for delivering education and the problems experienced in management and governance within this decentralized system, the provinces' currently mandated roles are regarded as appropriate.

Provincial budgets are substantial. Provinces enjoy a high degree of flexibility, enabling them to support quality improvement and development programs within schools and districts. This contrasts to the budgets of districts which are mainly consumed by personnel and other routine costs.

An important role for the Provincial Education Office is coordination between other agencies at province level, including LPMP, MORA and TTI and coordination with the districts, particularly in relation to capacity development and quality improvement programs.

The main problems the provinces face in playing these roles are:

1. They do not appear to have adapted well to the loss of direct authority that resulted from the reforms of the early 2000s,
2. They do not yet typically coordinate well - horizontally between agencies at province level or vertically with districts or the center,
3. They do not yet have good systems or capacity to manage data in order to identify needs and effectively plan and implement targeted programs to improve capacity, and
4. They do not yet manage their budgets well in order to do this.

In summary, under current decentralized arrangements for the governance and management of basic education in Indonesia, the role of the province is relatively weak. Authority for managing the delivery of education is devolved to the district level, where there is neither the funding nor, in most cases, the capacity to effectively improve the quality of teaching and learning outcomes. The province is responsible mainly for the coordination and facilitation of capacity building and education quality improvement programs. In most cases, the provinces are not yet effectively fulfilling this role. This is due to contradictions and overlap within the regulations, a lack of good data, and a lack of capacity to manage data for planning and policy development or to coordinate and facilitate quality improvement programs. Communication with the districts is typically formal, one-way and top-down – or non-existant.

The common perception that 'coordination' is synonymous with 'control' means that the provincial officials fail to see how they can play a useful role without the top-down authority they lost in the regional autonomy reforms of the early 2000s. Meanwhile, the provinces have substantial discretionary budgets, which could be used to fund targeted programs for building capacity, improving teacher quality, and ultimately improving learning outcomes for children.

As an integral part of the approach recommended at district and province level, USAID PRIORITAS should assist districts and provinces to better manage and utilize data for planning and policy development. This is particularly relevant for provinces, which could use their budgets in a far more efficient, effective and strategic way to build capacity in the districts and improve quality in schools and classrooms. It could also provide the basis for a more effective coordination role and for better governance including consultative decision making.

The report makes the following recommendations for USAID PRIORITAS:

1. Update tools and approaches to improve data management – particularly focusing on teacher deployment and training needs

2. Develop forums, conduct events and use various approaches to improve coordination
3. Support planning to focus on capacity development and teacher quality improvement
4. Provide access to good quality training materials and qualified trainers to support teacher training
5. Consider holding consultations with donors and the team for bureaucratic reform within MOEC
6. Support development of improved regulations on teacher quality improvement
7. Use the tools and approaches developed to improve data management, and present results of analysis to provincial stakeholders
8. Use the tools and approaches developed to improve data management, conduct higher level analysis of results, and present results to national stakeholders

Glossary of terms

ADB	Asian Development Bank
AusAID	AusAID Australian Agency for International Development
BAD	Badan Akreditisasi Daerah – District School Accreditation Body
BAN	Badan Akreditasi Nasional (National Accreditation Board)
BAN	Badan Akreditisasi Nasional – National School Accreditation Body
BAP	Badan Akreditisasi Propinsi – Provincial School Accreditation Body
BAPPEDA	Badan Perecanaan Pembangunan Daera (Regional Development Planning Board)
BAPPENAS	Bandan Perencanaan Pembangunan Nasional (National Development Planning Board)
BEC-TF	Basic Education Capacity – a World Bank Trust Fund program
BOS	Bantuan Operasional Sekolah (per capita school operation grants)
BPSDMP & PMP	Badan Pengembangan Sumber Daya Manusia Pendidikan dan Penjamin Mutu Pendidikan (National level Teacher Inservice Training Center and Quality Assurance Body, formerly known as PMPTK)
BPTKPU	Balai Pendidik dan Tenaga Kependidikan Pendidikan Umum ; a unit under the provincial Education Office in West Java that develops teacher performance in regular schools
Bupati	District Head
Calistung	Baca Tulis Hitung (Reading, Writing and Math)
COP	Chief of Party (project position)
COTR	Contracting Officer's Technical Representative (USAID position)
DAK	Dana Alokasi Khusus – Special Fund Allocation
DAPODIK	Data Pokok Pendidikan, MOEC's national web-based EMIS
Dapodik	Data Pokok Pendidikan, Basic Education Data, MOEC's web-based EMIS
DAU	Dana Alakosi Umum – General Fund Allocation
DBE	Decentralized Basic Education Project
DC	District Coordinator (project position)
DCOP	Deputy Chief of Party (project position)
DEO	District Education Office
Dewan Pendidikan	District Education Council
DIKNAS	Kementerian Pendidikan Nasional (Ministry of National Education)
DIKTI	Directorate General for Higher Education
Dinas	Dinas District or Provincial Offices
DPRD	Dewan Perwakilan Rakyat Daerah (Local Legislature)
DPRD	Dewan Perwakilan Rakyat Daerah (Regional Legislative Assembly)
EDC	Education Development Center
EGRA	Early Grade Reading Assessment
EMIS	Education Management Information System
FKIP	Fakultas Keguruan dan Ilmu Pendidikan (Education Faculty)

GOI	Government of Indonesia
HELM	Higher Education Leadership and Management Project
IAIN	Institut Agama Islam Nasional (State Islamic Higher Education Institution)
ICT	Information and Communication Technology
ICT4E	ICT4E Information and Communication Technology For Education
IR	Intermediate Result
Kabupaten	District or Regency
KAK	Kerangka Acuan Kerja (Working Agreement)
KAK	Kerangka Acuan Kerja (Work reference framework)
KKG	Kelompok Kerja Guru (Teacher Working Group-secular primary schools)
KKKS (or K3S)	Kelompok Kerja Kepala Sekolah (school principals Working Group)
KKM	Kelompok Kerja Madrasah (Teacher working Group-religious schools)
KKN	Kuliah Kerja Nyata – program for senior university students to work as interns in companies or villages
Kota	City or Municipality
LP2KS	Lembaga Pengembagan & Pemberdayaan Kepala Sekolah (Institute for School Principal Development and Empowerment, based in Solo)
LPKIPI	Lembaga Pelatihan dan Konsutlan Inovasi Pendidikan Indonesia, an independent education consultancy based in Surabaya
LPMP	Lembaga Penjaminan Mutu Pendidikan (Provincial Quality Assurance Institute)
LPPM	Lembaga Penelitian dan Pengabdian Maysyarakat – Unit based within universities for research and community service
LPTK	Lembaga Pendidikan Tinggi Keguruan (a teacher training institution)
Madrasah	Islamic school
Mapenda	Madrasah dan Pendidikan Agama Islam (unit in MORA office that manages madrasah and Islamic subjects in regular schools)
MBS	Manajemen Berbasis Sekolah (School Based Management)
Menko Kesra	Coordinating Ministry for People's Welfare
MGMP	Musyawarah Guru Mata Pelajaran - Secondary Teacher Discussion Groups (grouped by subject matter)
MGP-BE	Maintreaming Good Practices in Basic Education (UNICEF program)
MI	Masrasah Ibtidiayah (Islamic Primary School)
MKKS	Secondary School Principals' Working Group
MKKS	Madrasah
MOEC	Ministry of Education and Culture
MOH	Ministry of Health
MOHA	Ministry of Home Affairs
MORA	Ministry of Religious Affairs
MOU	Memorandum of Understanding
MSS	Minimum Service Standard same as SPM in Indonesian
MTs	Madsrasah Tsanaiwiyah (Junior Secondary Islamic School)
NGO	Non-Governmental Organization
NGO	Non Government Organization

NTT	Nusa Tenggara Timur (Eastern Indonesian Province)
OVC	Opportunities for Vulnerable Children
P4TK	Teacher and Education Staff Development and Empowerment Center
PADATIWEB	Former National level EMIS
PAKEM	Pembelajaran yang Aktif, Efektif dan Menyenangkan (Active, Effective and Enjoyable Learning)
PAM	Program Akselerasi Mutu (Quality Acceleration Program) – a program run by LPMP to assist schools in closing the performance gap in their EDS (School Self Evaluation).
PC	Provincial Coordinator (project position)
PEO	Provincial Education Office
PGMI	Pendidikan Guru Madrasah Ibtidiayah (Islamic Primary School Teacher Development Program)
PGSD	Pendidikan Guru Sekolah Dasar (Primary School Teacher Development Program)
PKGMP	Peningkatan Kinerja Guru Mata Pelajaran, literally 'Subject Teacher Performance Development'. Located in Pasruan, similar to MGMP.
PLPG	Pendidikan PeLatihan Profesi Guru (curriculum for teacher training, specifically for teacher certification training).
PMP	Performance Management Plan
PMPTK	Pusat Mutu Pendidik dan Tenaga Pendidikan (national Center for Teachers and Education Personnel)
PPG	Pendidikan Profesi Guru (Professional Teacher Education program - one year post-baccalaureate)
PPL	Teaching Practice/Practicum (practice teaching)
PRIORITAS	PRIORITAS Prioritizing Reform, Innovation, and Opportunities for Reaching Indonesia's Teachers, Administrators, and Students Project
PTK	Pendidik dan Tenaga Kependidikan (Teachers and Education Personnel)
Pusbangprodik	Pusat Pengembangan Keprofesian Pendidik (national Center for Teacher Professional Development)
Puspendik	Pusat Pendidikian (National Education Testing Center)
Renja	Rencana Kerja (Annual Education Plan)
Renstra	Rencana Strategis (Five Year Educational Development Plan)
RKAS	Rencana Kerja Anggaran Sekolah (Annual School Budget)
RKS	Rencana Kerja Sekolah (School Work Plans)
RKT	Annual Plan
RTI International	Research Triangle Institute International
SBM	School-Based Management
SD	Sekolah Dasar (Primary School)
SK	Surat Kuasa (Official Letter of Authority from Government)
SMERU	An independent institution for research and public policy studies, based in Jakarta
SMP	Sekolah Menengah Pertama (Junior Secondary School)
SPM	Standar Pelayanan Minimum (Minimum Service Standards)

STTA	Short-term Technical Assistance
Tarbiyah	Education faculty in Islamic higher education institute
TTI	Teacher Training Institutes
U.S.	United States
UIN	Universitas Islam Nasional – (State Islamic University)
UNICEF	United Nations Children's Fund
UNICEF	United National International Children and Education Fund
USAID	United State Agency International Development
UT	Universitas Terbuka (Open University)
Walikota	City Council Head or Mayor
WSD	Whole School Development

THE ROLE OF PROVINCE IN GOVERNING AND MANAGING BASIC EDUCATION

1 Introduction

The role of the provincial government in the governance and management of education has steadily evolved since the public service reforms and decentralization of the early 2000s. The provinces were largely bypassed in the early decentralization process and have had to adjust to the reality that they no longer exercise authority over the districts. They are now reclaiming a role in the coordination of education development. However, the situation is still somewhat unclear.

This report summarizes the current and anticipated role of the provinces in the management and governance of basic education. This is intended to inform ongoing planning and implementation for the USAID PRIORITAS project.[1] In line with the main objective of USAID PRIORITAS, the report focuses especially on the role of the province in supporting teacher quality improvement. It answers the following questions:

1. What is the stated role of provincial government relative to the central and district governments?
2. To what extent do they carry out this role; what do they actually do? Especially, what use do they make of their funding?
3. How do they relate to other agencies at province level such as the provincial MORA, LPMP and TTIs, and to the center?[2]
4. What are the problems and issues they face?
5. What are the implications for USAID PRIORITAS?

The next part of this report, Section 2, addresses the first question and describes the current regulatory framework governing the role of the province. The following sections answer the second question. Section 3 reports on the outcomes of a study conducted to determine the current role and expectations of stakeholders in USAID PRIORITAS partner districts and provinces. Section 4 describes the current financial arrangements for provinces. The final part of the report, Section 4, summarizes the results of the study, answers the last two questions and makes recommendations on how to best support the changing role of provincial governments in improving access to quality basic education with particular focus on teacher training and management and governance.

The key findings of the study are as follows:

1. The current policy framework indicates an attempt by the national government to gradually re-establish some control over the districts through requiring that plans and

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budgets be aligned. In this context, the province is seen more as an arm of the national government than a decentralized level of government.

2. The main roles of the province, under current regulations, are the coordination of planning and programs, and the provision of support to build capacity and improve teaching quality within districts and schools.
3. While it is suggested that it would be more effective if the provinces were given a much greater role in the governance and management of a provincial education system, the provinces' currently mandated roles may be regarded as appropriate, given the devolution of authority to the districts for delivering education and the problems experienced in management and governance within this decentralized system.
4. Provincial budgets are substantial and there is a high degree of flexibility enabling the provinces to support quality improvement and development programs within schools and districts. This contrasts to the budgets of districts which are mainly consumed by personnel and other routine costs.
5. An important role for the Provincial Education Office is coordination between other agencies at province level, including LPMP, MORA and TTI and coordination with the districts, particularly in relation to capacity development and quality improvement programs.
6. The main problems the provinces face in playing these roles are:
    a. They do not appear to have adapted well to the loss of direct authority that resulted from the reforms of the early 2000s,
    b. They do not yet typically coordinate well, horizontally between agencies at province level or, vertically with districts or the center,
    c. They do not have systems or capacity to manage data in order to identify needs and effectively plan and implement targeted programs to improve capacity, and
    d. They do not yet manage their budgets well in order to do this.

2 The currently prescribed role of provincial government

2.1 Decentralization in Indonesia

For the first fifty years since independence, the management and governance of basic education in Indonesia was highly centralized. In the reforms that followed the monetary and political crises of the late 1990s, the system underwent a radical decentralization, along with other public sectors such as health. In this, Indonesia followed international trends to decentralize government and introduce regional autonomy and school-based management. As a result, the basic education system is now structured in the following levels:

- The National Ministry of Education is responsible for setting national policy, standards, assessment and curriculum.
- The 33 provinces are responsible mainly for overseeing the implementation of national policy and for coordination of programs across districts.
- The 500+ districts (*kabupaten* and *kota*) have prime responsibility for the management and governance of basic education within the national policy framework. Districts are also empowered to adopt local policies and set local curriculum priorities. Sub-district offices assist in the implementation of these policies for primary schools (SD).
- Indonesia's approximately 260,000 schools (including madrasah) are responsible, under a policy of school-based management and in partnership with their communities, for setting school policy, school-based curriculum, plans and budgets.

In addition, the Ministry of Religious Affairs, which remains centralized, continues to oversee the Islamic education system, particularly the state and private madrasah which provide schooling to around 20 per cent of Indonesia's children. [3]

The law which best defines the responsibilities of districts in this decentralized system is Law No. 32/2005.[4] Under this law, districts have authority for most affairs of government within their districts. This includes pre-school, basic and secondary education (though not madrasah education). With the exception of madrasahs, districts are responsible for managing and staffing all schools, including early childhood, elementary, junior secondary, senior secondary, vocational and special schools.[5] Some districts combine this management function with that for culture, youth affairs and/or sports. In exercising this authority, districts are able to develop and implement policies to reflect their local context.

The shift from a centralized to a decentralized system was intended to promote initiative, innovation and the development of bottom-up policies at provincial and district level. It was intended to increase accountability by bringing government closer to the people. Many districts have indeed developed rapidly as a result of decentralization. However many are still 'running on the spot'. The policy has thus been only partially effective. This is due to constraints at both central and regional levels, including a lack of clarity in the regulatory framework for decentralization, a lack of synergy between the districts, provinces and center and the limited

[3] Islamic madrasah are administered under Indonesia's Ministry of Religious Affairs (MORA) which is still centrealized.

[4] Undang-Undang (UU) no. 32 of 2005 concerning Regional Government (tentang Pemerintahan Daerah)

[5] Under the regulation, Peraturan Pemerintah (PP) no. 25 tahun 2000 tentang Kewenangan Pemerintah dan Propinsi sebagai Daerah Otonomi, the management of special schools was a province responsibility. However, this regulation was revised under Peraturan Pemerintah (PP) no.38 of 2007, which states that special schools are a district responsibility.

capacity of many districts. Decentralization of government has also had the unfortunate effect of decentralizing corruption. Where corruption existed under the previous New Order government it was largely centralized and thus controlled by central agencies. Since the reforms, corruption has been dispersed throughout the system and now takes place at every level including provinces, districts and schools.

The provinces were largely bypassed in the decentralization process. The period immediately following the end of the New Order government was politically turbulent. There was genuine fear that Indonesia could fragment with some provinces breaking away, as occurred in the Balkans at the end of the Soviet period. It is likely for this reason that authority was given largely to the districts, at which level 'Balkanization' was not a risk. Unfortunately this policy came at a cost as in many cases the authority given to districts has not been matched by the capacity to exercise it effectively. This is increasingly true as one travels away from the better served districts of Java towards the outlying islands of Sumatra in the west and Papua in the east.

Among others, the impacts of decentralization thus include a loosening of government control of finances and an increase in disparity between districts. Those with better resources, access, governance and management capacity have the opportunity to advance. Meanwhile those with fewer resources, poorer governance and management, and greater isolation are falling behind. In this context, the role of the province is becoming increasingly important, as the province is now responsible for coordinating planning across districts and providing targeted support to underperforming districts to improve equity and overall performance in the education sector.

The trend is thus towards an increased role for the province – not in the direct management of education, but in coordination and capacity building. Recent changes in the regulatory framework support this. For example, a 2011 regulation[6] strengthens the role of the governor as a provincial representative of the central government. Details of the duties and authority of the governor are set out in the regulation. These include roles such as:

1. coordinating governance between the provincial government and relevant agencies in the province
2. coordinating governance between the provincial and the district governments
3. guidance and supervision of the administration of districts.

Responsibilities and authority under the regulation include:

1. convening meetings of district heads and local leaders together with government agencies;
2. instructing district heads along with leaders of regional and vertical institutional to urgently address critical issues;
3. rewarding or sanctioning district heads in relation to performance, execution of duties, and breach of oath / promise;
4. evaluating draft regulations on revenue and expenditure, local taxes, and levies;
5. giving written consent for the investigation of members of district parliaments;
6. settling disputes in the management of inter-governmental functions.

[6] Peraturan Pemerintah (PP) no.19 of 2011, which was subsequently revised in PP 23, 2011.

Good governance and bureaucratic reform are the national government's top development priorities, according to the current national development plan.[7] When viewed from a national perspective, this is appropriate. The consequence of loosely managed decentralization has been increasing inequity and corruption. There are many cases where bureaucratic functions have been corrupted or distorted by practical politics at the local level. Moreover, the quality of public services is still poor and organizational structures are often inefficient. The policy framework discussed below can be seen in part as an attempt by the national government to implement this reform agenda through increasing control of districts by strengthening the role of the province.

2.2 The policy framework

The most comprehensive account of the division of responsibility between the central, provincial and district governments is found in Government Regulation 38/2007. Prior to this regulation, provincial governments were unclear about their rights and responsibilities for decentralized sectors. The aim of the new regulation was to clarify the situation, and to describe how education activities are funded. It describes the division of responsibilities for the education sector among the three levels of government.[8]

However, the division of functions for the education sector is still unclear in the regulation. Furthermore, it did not result in improved provincial support for basic education service delivery. [9] [10] There are 23 functions listed that apply to both provinces and districts. Of these, six functions are identical (e.g. supervising and facilitating international standard schools). Eight functions are very similar except that the province focuses on senior secondary education, for example: coordinating and supervising curriculum development for senior secondary education (province) and basic education (districts). Nine functions are the same except for the scale of the function, for example: socializing and implementing national education standards at the provincial level (provinces) and at district level (districts).

Notwithstanding this lack of clarity, an important change introduced by the regulation is in the allocation of responsibility for planning. The regulation requires that district plans conform to national and provincial strategic plans, all of which are developed in line with the national planning law.[11] This is important as strategic plans for education at each level of government provide the legal basis for annual plans and budgets - and thus for activity. Notwithstanding the regulation, as described below, district plans are typically not well aligned to national or provincial plans. This places greater importance on the role of the province in coordinating planning between the center and the districts.

The main laws and regulations defining the current role of the province in the governance and management of education are as follows:

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[7] Medium Term National Development Plan (RPJMN 2010-2014).

[8] The Annex to this regulation which details the division of responsbilities was translated by DBE1 and included in the report, Study of Legal Framework for the Education Sector, 2nd Ed. (DBE1 2009)

[9] 2009, Democratic Reform Support Program (DRSP). Stock taking on Indonesia's Recent Decentralization reforms (Update 2009), USAID Indonesia

[10] 2009, Decentralized Basic Education (DBE1). Study of Legal Framework for the Education Sector, 2nd Ed. USAID Indonesia, p.33

[11] Law 25/2004 on the National Planning System.

Legal framework

PP 38/2007 which defines the roles of coordinating planning between districts, and of implementing 'international standard' schooling

PP 38/2007 and Peraturan Bersama 5 Menteri, 2011, which define the role of regulating and distributing government teachers between schools, levels and types of schooling

Permendiknas No 50/2007, which defines the role of capacity development and quality improvement for district education services

PP No 19/2010, which defines the roles of coordination, mentoring and supervising development in the districts

Permendagri No 54/2010, which defines the role of coordinating planning and development between provinces to synchronize and synergize the implementation of regional development

Peraturan Bersama 3 Menteri 2010, which requires districts and provinces to align their development plans (Rencana Pembangunan Jangka Menengah Daerah or RPJMD) with the national development plan (Rencana Pembangunan Jangka Menengah Nasional or RPJMN) 2010-2014

In summary, the role of the province as defined in these national regulations includes the following functions:

1. planning and coordination,
2. facilitating district capacity development and teacher quality improvement
3. managing 'international standard' schooling, and
4. equitable distribution of teachers.

Each of these is discussed below.

2.2.1 Coordination

Coordination in this context is defined as the effort to improve integration of planning and delivery of activities between government agencies: (1) between the center and the province (vertical coordination), (2) between agencies at the provincial level (horizontal coordination), (3) with the districts (vertical coordination), and (4) with provinces in the region (horizontal coordination). The aim is to improve the governance and management of education, making it more effective and efficient, and in this way to improve the quality of teaching and learning and, ultimately, educational outcomes for students. Coordination of planning is significant as government plans provide the basis for programs and budgets, which in turn determine what government actually does to develop and improve education.

1. *Coordination between the center and the provinces (Vertical)*

   One characteristic of the decentralization era is the varied timing of periods of government between district, provincial and national levels. General elections and elections for district heads and governors take place at different times in different locations and at different levels.

This affects the synchronization of the five year strategic planning cycles, making it very difficult to coordinate development priorities between levels and across districts.

As a result, Key Public Service Performance Indicators have been developed under the current bureaucratic reform program. These indicators for provincial development should align with national performance indicators. The 2010 Joint Regulation of Three Ministers (Minister of Internal Affairs, Minister of Finance, and Bappenas)[12] requires that all provinces with a planning period commencing before the 2010-2014 National Development Plan[13] should adjust to align with the indicators set out in this plan, while those with a planning period after 2010-2014, should refer in their plans to national development targets for 2010-2014.

The National Development Plan sets out 142 indicators for the education sector, 114 of which are relevant to the regions. Alignment of development goals is now a priority task for provinces. This includes alignment between the provinces, between districts and the province, and with the national level.

The lack of alignment of development priorities between districts and provinces is a problem. A study conducted by DBE1 and the Province of East Java in 2010-2011 found that the performance indicators for education development used in district plans (renstra) typically do not align with those in the provincial plan. In the least well aligned of the 38 districts surveyed, only 4 per cent of indicators were consistent between the district and the province, while in the best aligned, 89 per cent were consistent.[14] This raises the question of how the province can play an effective role in strengthening the development of poor performing districts when development objectives are not aligned?

2. *Coordination within the province (Horizontal)*

Although the coordination and synchronization of planning at province level is the responsibility of Bappeda, coordinating the implementation of education plans is largely the responsibility of the Provincial Education Office, especially in relation to the vertical institutions within the province, including the Regional Office of the Ministry of Religious Affairs (MORA), the Education Quality Assurance Agency (LPMP), the Non-formal and Informal Education Development Center (BPPNFI), Teacher Training Institutes (TTI), and the Provincial Bureau of Statistics (BPS).

Education management at the province level should always involve madrasah. For example, the data on educational achievement, such as the access indicators described as Gross Enrolment Rates and Net Enrolment Rates, refer to SD/MI, SMP/MTs, and SMA/MA. The coordination of programs between with the Provincial Education Office and the Ministry of Religious Affairs can be seen from the allocation of the budget; is there an allocation from the provincial budget (APBD 1) to madrasah, both for teacher professional development and for the development of madrasah?

Cooperation between the Provincial Education Office, LPMP and TTI is generally related to the professional development of teachers or programs to increase education quality. Relavant collaborative activities include: (1) management of data on teachers, the NUPTK

[12] Peraturan Bersama 3 Menteri 2010 tentang Penyelarasan Rencana Pembangunan Jangka Menengah Daerah (RPJMD) dengan rencana pembangunan jangka menengah nasional (RPJMN) 2010-2014

[13] Rencana Pembangunan Jangka Menengah Nasional (RPJMN) 2010-2014

[14] 2011, DBE1. Studi tentang Penyelarasan Sasaran Pembangunan antara Kabupaten/kota, Propinsi dan Nasional di Jawa Timur reported in DBE1 (2011) Provincial Plans and Policies Facilitated by DBE1.

(or 'Unique Number for Teachers and Education Personnel' system), which is managed by the Provincial Education Office in cooperation with LPMP, and (2) teacher certification, which is a collaboration between the Education Office, LPMP, and TTI. Notwithstanding this, the reality is that coordination is typically poor as revealed in the study reported below.

The primary mechanism for coordination of planning among government agencies at provincial level is the SKPD forum.[15] These forums involve various stakeholders relevant to the field. Other forums are established specifically for planning in certain sub-sectors, such as preparation of the Regional Action Plan (RAD) for the Education for All (EFA) program, which involves many agencies at the provincial level, including the Statistics Bureau (BPS), the Department of Population, Bappeda (the Development Planning Agency), professional organizations such as PGRI,[16] and the Board of Education (Dewan Pendidikan).

3. *Coordination with the districts (Vertical)*

Most of the responsibility and authority for basic education is held at district level. As a result, the performance of the education sector in the province and nationally is determined by the achievement in the districts. Provinces have authority to synergize the planning of districts, either through the annual development planning mechanism known as Musrenbang[17] or through coordination meetings or working sessions that involve district education offices from across the province.

The other major function of the provinces in this context is to address programs which cut across districts. One example, described below, is the Five Minister Regulation (2011),[18] which authorizes the province to redistribute teachers between districts and across the province to achieve a more even distribution and meet shortages of quality teachers.

4. *Coordination between provinces (Horizontal)*

Volume III of the National Development Plan is titled 'The Regional Dimension of Development: Strengthening Synergies between the Center and Regions and across Regions'. [19] The aim is to optimize the potential of the regions and the potential synergy between provinces within the regions to support national development.

In this context, the national framework for economic development is divided into six areas.[20] Two of these are 'human resources development' and 'connectivity'. The first of these involves education and training. The second, 'connectivity', includes physical connectivity (transport, technology, information and communication), institutional connectivity (mutual cooperation, capacity development and empowerment), and social and cultural connectivity (education, culture and tourism). This places education and human resource development within the framework of national economic development.

Provinces are thus mandated to strengthen linkages and integration between the strategies, policies, programs and activities across government departments (SKPD), between provinces, between regions and between the provinces and the center in order to achieve

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[15] SKPD stands for Satuan Kerja Perangkat Daerah, which refers to the provincial offices or 'work units', such as the Education Office

[16] 'Persatuan Guru Republik Indonesia' (PGRI) or Association of Indonesian Teachers

[17] Musrenbang is short for 'Musyawarah Perencanaan Pembangunan'

[18] Peraturan Bersama 5 Menteri 2011 tentang Penataan Dan Pemerataan Guru Pegawai Negeri Sipil

[19] The country is divided into 7 regions for this purpose: 1) Sumatra, 2) Kalimantan, 3) Java/Bali, 4) Sulawesi, 5) Nusa Tenggara, 6) Maluku, and 7) Papua.

[20] Master Plan for the Acceleration and Expansion of Indonesia's Economic Development (MP3EI).

the objectives of regional development. This is a high profile program. Regular coordination meetings are usually chaired by coordinating ministers, sometimes even by the President.

2.2.2 Capacity development and teacher quality improvement

The differences in achievement between districts reflect differences in capacity in terms of teaching and administration personnel, management systems and financial management. The role of the province in providing capacity development and teacher quality improvement programs aims to reduce the performance gap between districts. The extent to which provinces exercise this function is indicated by the extent to which Provincial Education Office planning targets low performing districts.

This function is clearly mandated by the 2007 decree[21] which requires that provincial plans prioritize problem solving in the sector, including those relating to: (1) compulsory education, (2) increasing enrollment in secondary education; (3) eradication of illiteracy; (4) quality assurance in schools, both state and private, and (5) increasing the qualifications and competence of teachers and education personnel.

As a representative of the central government, the province has the authority to guide and supervise development within the province. The aim is to ensure that local government is efficient, effective and run in accordance with the provisions of the legislation. According to the regulation,[22] the province should provide guidance to ensure that development occurs in accordance with the principles of good governance, specifically: transparency, participation, accountability, and in accordance with the rule of law.

To guide and supervise the development of education, the provincial administration should collaborate with the provincial and district boards of education (dewan pendidikan) to determine which development programs are the priority, such as implementation of the compulsory basic education program, increased enrolment in secondary education, literacy programs, or school quality assurance. As described above, the provincial government should also coordinate with other agencies at province level to provide programs to improve the quality of teachers, such as the national teacher certification program.

2.2.3 Managing 'international standard' schooling

While primary and secondary education are a district responsibility,[23] each district is also required to establish at least one 'international standard' school at each level of education (Law 20/2003). Meanwhile, regulation PP 38/2007 states that the province has authority to maintain and/or manage 'international standard' schools at the primary and secondary level.

The regulations concerning responsibility for 'international standard' schools are thus contradictory. This creates confusion; should schools with an 'international standard' program be managed by the province or remain under the authority of the district? This problem has not yet been resolved. Furthermore, the legal basis for the 'international standard' school program is currently under judicial review by the Constitutional Court.

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[21] Permendiknas No 50/2007 Tentang Standar Pengelolaan Pendidikan Daerah

[22] Permendiknas No.50/2007 Tentang Standar Pengelolaan Pendidikan Daerah

[23] Law Undang-Undang (UU) no. 32 of 2005

2.2.4 Redistributing teachers

One of the major problems facing Indonesia's education system is the management of the teaching force. While observers frequently cite a lack of teachers as one of the problems in improving standards, the reality as revealed in studies conducted by DBE1 is that there are typically more than enough teachers in districts, but these are unevenly distributed. Many urban schools are overstaffed while rural and isolated schools are typically understaffed.

Along with the districts, the provincial government has recently been given responsibility under the Five Minister Edict (2011) for redistributing public service teachers to ensure equitable distribution between schools, levels and types of education.[24] This includes state madrasah teachers and may include redistributing teachers across districts. In addition, the province is responsible for monitoring and evaluating the process. The edict is expected to be enacted by provinces and districts in 2013.

2.3 Strengths and weaknesses in the policy framework

How appropriate is this policy framework? What are its strengths and weaknesses? There are two ways of answering these questions: (1) From an international perspective, how does Indonesia's current policy framework compare with good practice and policy elsewhere? (2) Given the political and government arrangements currently in place in Indonesia, is the policy framework effective?

2.3.1 An international perspective

How effective is the role of Indonesia's provinces, as defined in the policy framework? Ultimately, the test of an education system, and of the policy framework around it, is in student learning outcomes. In the 2009 Programme for International Student Assessment (PISA) test, Indonesia ranked 57 out of 65 participating countries, scoring significantly lower than the Organization for Economic Development (OECD) average on every area assessed (reading, mathematics and science). More than half of the Indonesian students participating in the reading test and nearly 80 per cent of those participating in the mathematics test scored below the proficiency level.[25] In the 2007 Trends in International Mathematics and Science Study (TIMSS), Indonesia ranked 36 out of a total of 48 countries on mathematical literacy. Indonesia's ranking dropped between 2003 and 2007.[26] The Progress in International Reading Literacy Study (PIRLS) assessed reading skills of Grade 4 students in 40 countries in the world against four international benchmarks in 2006. A majority of participating students in Indonesia had not acquired basic reading skills even after four years of primary schooling.[27] These relatively poor results cannot be attributed only to poverty.

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[24] Peraturan bersama Menteri Pendidikan Nasional, Menteri Negara Pendayagunaan Aparatur Negara Dan Reformasi Birokrasi, Menteri Dalam Negeri, Menteri Keuangan, dan Menteri Agama (October 2011)

[25] Organization for Economic Co-operation and Development (OECD) (2010). PISA 2009 Results: Executive Summary.

[26] International Association for the Evaluation of Educational Achievement (IEA) (2008). TIMSS 2007 International Mathematics and Science Reports. Boston, MA: TIMSS

and PIRLS International Study Center, Lynch School of Education, Boston College.

[27] United Nations Education Scientific and Cultural Organization (UNESCO) (2011). EFA Global Monitoring Report 2011: Regional Overview East Asia and the Pacific.

Standardized international exams demonstrate that Indonesia's student outcomes are lower than those of other developing countries, even after taking family socio-economic status into account. This fact suggests that deficiencies in the education system, rather than the socio-economic backgrounds of students, are responsible for lower levels of performance.[28]

Meanwhile, perennial differences between regions in national examination results highlight the challenge of inequity between the high-performing urban districts, concentrated mainly on the island of Java, and remote and rural districts in the outer islands. Decentralization and associated reforms have not yet resulted in significant quality improvements and may have actually increased the disparities between districts and, moreover, between schools within districts. District autonomy, school-based management and similar reforms in higher education have generally favored the urban schools and the more prestigious universities which serve the wealthy, political and bureaucratic elites, leaving rural and remote schools underserved. A lack of good data on which district policy makers can make informed decisions continues to exacerbate this problem.

The 2010 McKinsey report, 'How the world's most improved school systems keep getting better',[29] presents the findings of a comprehensive study, which reviewed the performance of education systems across the world. The aim of the study was to determine the factors which support system improvement. The study identified 20 improving systems and placed them on a scale of improving: from poor to fair, from fair to good, from good to great and from great to excellent. The system-level interventions which are common to successfully improving systems at each of these stages are described in the report. Based on this study, Indonesian's education system could be described as poor or, in some respects, fair. In the terms of this study, it is not currently an improving system.

This raises the question: is the current policy framework for decentralized education governance and management appropriate? According to the logic of the McKinsey report, the answer is, at least in part, 'No.' In order to improve from 'poor' to 'fair', school systems should focus on: (1) providing motivation and scaffolding for low skill teachers, (2) getting all schools to a minimum quality level, and (3) getting students in seats. Indonesia has made good progress in increasing access and is currently addressing the issue of minimum service standards. The teacher certification program aims to improve teacher quality at the same time as increasing teacher remuneration and therefore motivation. However, there are flaws in all of these policies and programs. For example, there is no evidence that the the teacher certification program has succeeded in significantly raising teacher quality. Meanwhile, it has significantly increased the cost of paying teachers. Moreover, under the McKinsey model, the current approaches to school-based management and school-based curriculum are identified as more appropriate models for a system which is moving from good to great, or great to excellent. According to this model, the professional capacity of Indonesian teachers and school leaders is too low for this level of professional independence. Taking the lessons from those systems identified as improving from poor to fair or fair to good, Indonesia's education system should be standardizing curriculum and pedagogy, providing scripted teaching materials to teachers. At the same time, better use of data, increasing accountability for performance, and targeted support for under-performing schools and districts will support system improvement.

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[28] World Bank (2010a). Transforming Indonesia's Teaching Force. From per-service training to retirement. Producing and maintaining a high-quality, efficient, and motivated workforce (Vol. 2), Report No. 53732-ID. Jakarta: World Bank: p.2

[29] Mona Mourshed, Chinezi Chijioke, Michael Barber, 2010, How the world's most improved school systems keep getting better. McKinsey and Company

A related question concerns the size of the system. The largest system in the McKinsey study has around 25,000 schools. Meanwhile, the Indonesian education system is over 10 times larger, with 260,000 schools. This is a massive, unwieldy and inefficient system. Notwithstanding decentralization, Indonesia's 500 plus districts cannot be properly regarded as education systems. They are too small and lack both authority and capacity to take the key policy decisions relating to curriculum, structure of the schooling system, assessment, teacher development, teacher remuneration and so on. There are few examples of districts taking the initiative to develop and implement innovative policies to improve their educational performance. Their budgets, as described in the following section, are consumed by routine expenses leaving very little for development. The districts are effectively administrative divisions within a large national education system. Should, then, the provinces be given full authority to run a provincial education system, as in the successfully improving systems described in the McKinsey report? Should they be given a much wider range of roles under a policy framework established by the national ministry - similar to the roles played by provinces in China and states in India?

Reformers face big challenges in Indonesia: the quality of teaching is low, the capacity of districts to manage education in a decentralized system is limited, the system at all levels is plagued by corruption, and student learning outcomes are weak. One response could be to radically alter the current decentralized structure, leaving the districts with the role of an administrative unit and most of their current administrative tasks, while giving the provinces a far greater role in the management and governance of a province-wide education system, under a broad, enabling, national policy framework. The following case study is presented for comparison.[30] China decentralized its massive education system (around four times larger than Indonesia's) in 2001. Under this system, the 33 provinces (and autonomous regions and municipalities) manage provincial education systems, develop their own policies, develop curriculum, raise funds and set their own examinations. While it must be remembered that China is over five times larger than Indonesia and thus most of the provinces are much larger than Indonesian provinces, nonetheless it makes an interesting comparison. The Chinese system is currently regarded as one of the most successful in a developing country.

As illustrated in the text-box below, the national Ministry of Education is responsible for formulating guiding principles for education, establishing regulations, planning the progress of educational projects, coordinating the educational programs of different departments, and standardization of educational reforms. Simplification of administration and delegation of authority were made the bases for improving the education system in the mid-1980s. Further reforms took place in the early 2000s.

This devolution of management to the autonomous regions, provinces, and special municipalities gave provincial governments more decision-making power and enabled them to develop basic education. State-owned enterprises, mass organizations, and individuals were encouraged to pool funds to accomplish education reform. Local authorities use state appropriations and a percentage of local reserve financial resources (basically township financial revenues) to finance educational projects.

[30] The brief overview of the PRC education system was prepared under DBE3 as part of a study of the Indonesian assessment system.

Case Study: Decentralized Education in the People's Republic of China

- There are five levels of government in the PRC: Central, Province (Prefecture), County, Township and Village. Autonomous regions (e.g. Tibet) and municipalities are the same as provinces.
- China runs the largest national education system in the world. It has about 220 million school children (20 per cent of the worlds' students), 11 million school teachers and over half a million schools. Responsibility for education is at three levels. Central, Provincial and County level.
- With the introduction of decentralization in educational policy making, the central government wished to '*...change the over centralisation in curriculum management… to fit in with the conditions of students, schools and regions'* (MOE, 2001, Line no. 2). As a result, national education policies became more general with the interpretation and implementation of these policies up to the local levels.
- The State Education Commission (SEdC) drafts laws and regulations concerning education, puts forward educational reform, provides educators with big ideas, concepts and principles for reform, targets and standards for school curriculum.
- The Provincial/Municipal/Regional Bureau of Education is responsible for developing local policies. Since the whole country must follow the national policies, the local policies relate to practical rules and strategies, interpretations of ideas and concepts in the central policies, and the regional targets of the reform. The provincial bureaus distribute funds to the counties.
- The City/County Offices of Education do not create new policies or strategies or rules, but they play a role in the process by developing approaches to implement these reform directives that come from the centre, including the design of development plans and teaching plans for local primary and secondary schools; the organization of evaluation and responsibility for achieving universal compulsory education; the establishment of educational special funds to help poor and minority areas and the provision of subsidies to counties with inadequate educational expenditure, the deployment and management of school principals and teachers, and the provision of guidance to education and instruction in primary and secondary schools.

2.3.2 The Indonesian perspective

Leaving aside the larger question of whether Indonesia's provinces could play a greater role under a decentralized system, and given the current context of Indonesian political and government structures, the policies which determine the role of the province are, generally speaking, appropriate. While the central government sets and monitors national policy, curriculum and standards and the districts manage the delivery of basic education, the provinces' role is to coordinate that delivery across the districts with the various vertical agencies at province level, with a focus on improving the governance and quality of education. In doing this, the provinces should provide targeted support to poorly performing districts in order to ensure minimum standards are achieved.

There are two problems with this. First, as found in this study and discussed in Section 3, below, the provinces do not yet effectively play this role. Second, the current regulatory framework contains a number of inconsistencies and weaknesses. Some of these have been mentioned in the discussion above. The main problems are as follows:

1. Role definition: The 2007 regulation[31] which was intended to clarify the different roles of the districts, provinces and national government contains many overlaps and does not

[31] Peraturan Pemerintah (PP) no. 38 of 2007

clearly differentiate the roles. The 2010 regulation[32] on the management and delivery of education also lacks clarity concerning the roles of the province and the district, with many overlaps.

2. Management of 'international standard' schools: according to Law No. 20/2003 international standard schools of all types and levels are managed at the district level, while according to PP 38/2007 the districts only manage the program at primary school level while 'international standard' secondary schools are a provincial responsibility.
3. Preparation of district strategic plans (renstra): There are inconsistencies between the regulations PP 8, 2008, and PP 38, 2007. While the 2008 regulation requires that districts prepare a strategic plan, the 2007 regulation states that the district is only required to prepare an operational plan for education.

Recent changes in the structure and titles of bureaucratic units at the center have also had an impact on the provinces and districts. These include:

1. The change from PMPTK (Teacher and Educational Personnel Quality Improvement or Peningkatan Mutu Tenaga Pendidik dan Kependidikan) into boards known as Badan SDM (Human Resources Body or Badan Sumber Daya Manusia) and Badan PMP (Education Quality Improvement Body or Badan Peningkatan Mutu Pendidikan).
2. The change in the management of kindergarten from the Directorate of Kindergarten and Primary Schooling under the Directorate General of Primary and Secondary Education to the Directorate of Early Childhood Education, under the Directorate General of Early Childhood, Non-Formal and Informal Education (PAUDNI)
3. The creation of a Directorate General of Culture under the Ministry of Education and Culture.

These structural changes impact on coordination between the provinces and the center. One of the complaints expressed during discussions with provincial personnel in this study was that it is difficult for them to keep up with changes at the national level. In some areas, for example, local teacher training bodies known as PMPTK have been established, resulting in confusion when the structure at the center was changed. Which directorate should these regional centers coordinate with now? Similarly, the creation of a Directorate General for Culture in the center has created confusion. Few of the provinces have an office for culture. Adding a culture section within the current education office would be contrary to the regulations which limit the number of sections within an office (SKPD) to four.[33]

Recent regulations mandating the provinces to coordinate planning and redistribution of teachers both present challenges. The Three Minister Joint Edict on harmonization of planning[34] is difficult because, as described, the planning periods vary between regions and the center depending on the timing of regional head elections. The 2011 Five Minister Joint Edict on the Redistribution of Teachers is challenging; inter-district transfers are difficult because teacher salaries are attached to district budgets.

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[32] Peraturan Pemerintah (PP) no. 17 of 2010

[33] Peraturan Pemerintah (PP) No. 41 of 2007 on the Organizational Structure of the Regions limits the number of sections in SKPD to four.

[34] The 2010 Three Minister Joint Edict on Harmonization of Medium Term Development Plan (RPJMD) with the National Medium Term Development Plan (RPJMN) 2010-2014.

2.4 Summary

While the role of the province may appear to be a long way removed from the real business of teaching and learning in classrooms, if provinces become more effective in defining and exercising their role in coordinating the planning and implementation of development programs, the impact on the delivery of education to individual children in classrooms, schools and madrasah across the districts will be profound.

A more effective division of responsibility within a decentralized system could see the provinces take a much more significant role in the governance and management of provincial education systems under a national policy framework. While this is unlikely in the intermediate term, it may occur sometime in the future, depending on political developments in Indonesia.

Meanwhile, USAID PRIORITAS should work to support the provinces in improving the quality of education under current regulatory arrangements. The districts are mainly concerned with the routine operation of the education system, with paying teachers and running schools and administration offices. Meanwhile, the provinces are free to focus on improving quality by training teachers, providing targeted assistance and coordinating development programs across the province. A poorly defined and poorly executed role for the province amounts to wasted effort and funding, and is in many ways counterproductive to the aim of improving quality of basic education. The role for USAID PRIORITAS in addressing these challenges is described below in the final section of this report.

3 The extent to which provinces carry out their currently prescribed role

In order to determine the actual role being played by provincial governments in the management and governance of basic education, as opposed to the role described in the regulations, USAID PRIORITAS conducted a survey of seven provinces: Aceh, North Sumatra, Banten, West Java, Central Java, East Java and South Sulawesi, together with a number of districts from within these provinces. A total of 23 districts were surveyed.[35] Consultations were also held at national level.

3.1 Methodology for the survey

The data collection and analysis described below were conducted in conjunction with that for a companion study, a collaborative assessment of capacity development needs of target provinces and districts, in September 2012.

3.1.1 Data collection

A team of USAID PRIORITAS provincial specialists spent two or three days in each target district and province to collect data for the assessment. The makeup of these teams varied, but in most cases consisted of the Governance and Management Specialist, Whole School Development Specialist and one of the Teaching and Learning Specialists. Provincial Coordinators, national specialists and other provincial specialists also took part. These teams conducted a series of interviews and focus group discussions (FGD) with the following:

1. District/Provincial Education Office (including curriculum and planning heads) and MORA
2. Bappeda
3. The District/Provincial Personnel Body (BKD)
4. Sub-district office (KCD, Pengawas)
5. School/Madrasah

Instruments were used to guide the discussion and ensure key responses were collected in a form which could be subsequently analyzed.[36] Interviewing a range of stakeholders enabled verification of data in the field, including perceptions and opinions of key actors concerning capacity development needs. In particular cross-checking reports and perceptions of provincial stakeholders with those of district stakeholders enables the study to draw strong conclusions.

[35] In Aceh: Aceh Jaya and Benar Maria; in North Sumatra: Labuhan Batu, Nias Selatan and Makassar; in Banten: Pandeglang and Serang; in West Java: Bandung Barat, Caimis and Cimahi; in Central Java: Banjanegara, Batang, Purbalingga, Sragen and Kab Semarang; in East Java: Pamekasan, Situbondo, Madiun, Kab Mojokerto and Blitar; and in South Sulawesi: Maros, Bantaeng and Wajo.

[36] The instruments are included as an Annex to the companion report: Collaborative Governance and Management Needs Assessment.

Table 1: Interview and Focus Group Discussion Respondents

Institution	Individuals invited
Education Office / MORA	Planning division (2 persons) Curriculum (2 persons) Basic education division (2 persons) Madrasah education (MORA) (1 person)
Bappeda (Development Planning Body)	2 persons
Regional Personnel Board (BKD)	2 persons
Sub-district Education Office	Office Head (KCD) School supervisors (pengawas) (2 persons)
School	School Head Teachers (2 persons)

Two meetings were held at the national level in order to gain a perspective on vertical coordination between the province and the center, particularly in relation to in-service teacher training. Members of the national team met with the Head of the national-level Center for Teacher Professional Development (known as Pusbangprodik[37]), under the Human Resource Development and Quality Assurance in Education Body (Badan SDM & PMP) and the Head of the Section for the Management of MORA's Training Center.[38]

3.1.2 Data analysis

1. Data were collected in the form of handwritten notes on interview instruments.
2. These were subsequently entered into a simple electronic format for analysis.
3. Members of the Jakarta team joined the data collection process in the first districts in order to test the instrument in the field.
4. Based on this initial data the Jakarta team developed a common coding to enable qualitative data analysis
5. Provincial specialists then coded all responses at province level (using the common codes developed at national level). This enabled results to be collated and presented at province level. Provincial specialists prepared a summary for each province.
6. Province data and analysis were sent to Jakarta where the team conducted national level analysis – for both studies, using a qualitative coding system. The coding allowed comparisons between districts and provinces.

Displays of key summarized data are included in Annexes 1 and 2 of this report.

[37] Short for 'Pusat Pengembangan Profesi Pendidik'

[38] Kabid Penyelenggaraan Pudiklat Teknis

3.2 The current role taken in target provinces

The study highlights the generally weak coordination role played by provinces. Coordination between the Provincial Education Office and the different agencies at provincial level is very limited in most cases. Meanwhile coordination with the districts and with other provinces is generally restricted to formal events, such as the annual Musrenbang strategic planning consultative meetings.

Provincial programs often bypass the district governments. For example, teacher in-service training provided by the provinces is generally planned in a top-down way with little or no consultation with districts as to their needs. Teachers are sometimes invited to attend training activities directly by the Provincial Education Office, LPMP or MORA's training center (BDK), [39] with no reference to district plans, district level personnel or even to the participants' school principals. Surprisingly this sometimes even occurs at the national level, with national training centers from MOEC and MORA inviting teachers directly to attend training activities.

The provinces do not typically have a comprehensive picture or map of educational performance in the districts in order to synchronize planning and provide targeted assistance to districts with low performance against national development indicators. Provinces usually only have data aggregated at province level. Synchronizing planning with the districts is difficult without disaggregated data and detailed mapping. As a result, provincial plans and budgets do not generally target specific districts or areas with defined development needs.

3.2.1 The role of the province in coordination

1. *Coordination between the center and the provinces (Vertical)*

   The findings of the survey suggest that the relationship between the center and the province is generally unilateral. The center takes the lead in the preparation of national educational development plans with little input from the provinces.

   An annual planning coordination meeting is held at the national level (known as Rembuk Nasional).[40] In addition, each Directorate-General holds a coordination meeting with the provinces, while at national level, the directorates holds many coordination meetings for each program or section during the year. However, the role of the provinces at the Rembuk Nasional is basically passive. Plans for each of the national programs are presented. Although there is discussion, the focus is mainly on sharpening the objectives. There is a mechanism for proposals for each program to be submitted by the provinces (using a standard format), but often the programs actually delivered differ from the proposals.

   Although the education office at province level is under the provincial administration and not the national Ministry, the directorates do coordinate with the Provincial Education Office for specific technical programs. Similarly, although the district education offices are under the district administration, the national directorates coordinate directly with them, specific to relevant technical fields. The Ministry of Religious Affairs remains a centralized ministry and so directly manages the provincial offices and below that the district offices and the madrasah in a top-down way.

2. *Coordination within the province (Horizontal)*

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[39] Balai Diklat Keagamaan

[40] Rembuk Nasional (Forum Perencanaan Kementrian Pendidikan dan Kebudayaan)

In the provinces surveyed, coordination between agencies at province level is limited to either formal routine meetings or incidental coordination for specific activities. Formal meetings include the annual planning meetings (Musrenbang) coordinated by Bappeda and, in some cases, annual coordination meetings of several provincial offices coordinated by the Governor. Incidental coordination takes place, for example, between the Provincial Education Office and MORA for managing the implementation of examinations and with Bappeda for annual budget preparation.

Coordination between the Provincial Education Office and Bappeda usually relates to budget planning, especially when preparing the workplan (RKPD), for which one reference is the Provincial Education Office annual plan, known as Renja. In addition, the Education Office meets with other agencies to discuss specific programs through the SKPD Forum. This forum involves other provincial offices (SKPD) relevant to a particular topic, such as the implementation of the Five Minister Edict on equitable distribution of teachers, which involves MORA, BKD and Bappeda.

An annual coordination meeting is conducted in preparation for the provincial Musrenbang meeting, either through the SKPD forum or separately with all SKPD. The most common form of coordination is for cross-sectoral activities, such as poverty reduction and emergency responses to natural disasters. The Dewan Pendidikan (Education Boards) have not yet been fully involved in the planning, implementation and control of programs. Some provincial officials surveyed even stated that the Education Board are only invited to meetings if there is an issue to resolve (as a 'firefighter').

Another important form of coordination is between the provincial government (including the Province Education Office) and 'vertical' agencies located in the province (Regional Office of MORA, LPMP, TTI). This typically depends on the needs and interests of the provinces. For example in order to manage the teacher certification program, the Provincial Education Office coordinates with LPMP and TTI. Coordination with the Office of MORA relates to administration of the national examinations (UN). Typically coordination between the Provincial Education Office and TTI relies on personal, rather than institutional, linkages; individuals are often hired directly as resource persons for province-funded training activities.

In Aceh, the province level Team for the Coordination of Education Development in Aceh (TKPPA)[41] was set up to support the implementation of the provincial education law (Qanun Pendidikan) and development of education in the province. This ad-hoc body includes all relevant stakeholders at province level. The provincial education board (called Majelis Pendidikan Daerah or MPD in Aceh) acts as secretariat. The body has strong support from the Governor and plays an effective role in improving coordination.

3. *Coordination with the districts (Vertical)*

Coordination meetings between the province and districts take place regularly. However, while the provincial government does conduct coordination meetings, their plans and programs do not yet fully accommodate the needs of the districts. In general, the district education offices are passive recipients of provincial programs with little consultation or input into the design or evaluation, including the programs of LPMP and the provincial BKD.

[41] The 'Tim Koordinasi Pengembangan Pendidikan Aceh' (TKPPA) was established and supported by the AusAID funded SEDIA project. Other projects and agencies, including DBE, have routinely worked and consulted with this team.

The annual consultative strategic development planning meetings, called Musrenbang, are conducted at village, sub-district, district and then at province level. The process starts early in the year at the lowest level, with results from each level taken to the higher level meeting – and finally to a national meeting. Education is one of the development sectors considered in this context. In addition to discussing strategic issues at the provincial level event there is also usually a meeting with the Social and Cultural (Sosbud) commission of the provincial parliament.

Almost all sections within the Provincial Education Office hold routine working meeting with the District Education Offices, at a minimum to discuss the planning of activities and the achievement of results. However, these coordination meetings are typically concerned with 'socializing' provincial education programs; the communication is one-way. This is true for programs funded from the provincial budget as well as from deconcentration budgets.

The lack of coordination in planning is also clear from the relationship between the district and province level strategic plans (renstra). While some district plans now reference the Provincial Education Strategic Plan, including quality improvement programs, most do not yet do so. Meanwhile provincial plans do not yet typically prioritize interventions to develop capacity in specific districts based on needs assessment.

It should also be noted that coordination with districts varies considerably. In some provinces there is little or no formal coordination; some provincial officials surveyed claimed that regional autonomy laws have made it impossible for the province to coordinate with the districts. Meanwhile district personnel reported that the provinces don't consult with them. In some provinces, such as West Java, East Java and South Sulawesi, informants indicated that the province's role is limited mainly to socializing national programs and policies to the districts, such as the annual examinations, inclusive education and BOS Daerah.[42] In Aceh, coordination is stronger due to cultural factors and the addition of special autonomy (otsus) funds along with oil and gas revenues which the province manages through district level activities. In other provinces, such as North Sumatra and Central Java, the Provincial Education Office hosts meetings with all district education offices and it appears that coordination is ongoing. The differing approaches and leadership capacities of the Head of the Provincial Education Office play a major role.

A slightly different role is being taken in some provinces, such as Central Java. In this province, the Provincial Education Office coordinates with districts in an intensive way through coordination meetings, circular letters, and issuing operational guidelines (known as juklak or juknis) to support the implementation of its programs in districts. These operational guidelines are considered important for the province as they reportedly ensure that the objectives of a given program are met within the districts, by restricting the negative interference of district level players. This perception illustrates the prevalent attitude that 'coordination' implies control. The comments highlight a lack of trust or sense of partnership between different levels and agencies of government.

4. *Coordination between provinces (Horizontal)*

No data were obtained on horizontal coordination with other provinces.

[42] BOS stands for Bantuan Operasional Sekolah – School Operational Grants, a national scheme which provides per-capita funds direct to schools. 'BOS Daerah' refers to local schemes to top-up the BOS funds from provincial or district budgets.

3.2.2 The role of the province in capacity development and teacher quality improvement

All the provinces surveyed fund and carry out programs to improve capacity, mainly focusing on in-service training for teachers. As described above, these programs are not generally planned or implemented in a coordinated way with the districts.

All the provinces surveyed included programs to improve teacher quality in their education plans (renstra and renja). However, the proportion of the budget allocated to improving the quality of teachers varies widely. The focus of the training also varies widely and includes socialization of new regulations, teaching approaches and materials, delivered often by individual lecturers from partner TTIs – sometimes in provincial venues and sometimes in the districts. Participants frequently complain that the material is too theoretical.

In addition to the Provincial Education Office, teacher training programs are conducted by the Regional Personnel Body (BKD), especially relating to teachers increasing their level within the public service, such as credit score assessment training for teachers.

The provinces have all been involved in implementing the national program of teacher certification. This program is funded by the national Ministry, through the Human Resource Development and Quality Assurance in Education Body (Badan SDM dan PMP). The training, known as Teacher Professional Training and Education (PLPG[43]), is implemented by TTI. The role of the District Education Office is to propose the participants; the final selection is done by the center according to quotas. The role of the Provincial Education Office is to coordinate the certification with the districts and the center. Meanwhile, the role of the LPMP is to collect and manage data on teacher qualifications and upgrading using the NUPTK system and funded by the provincial budget.

The Education Quality Assurance Bodies, known as LPMP, play a significant role in improving the quality of teachers, ranging from teacher data collection through the NUPTK system, coordinating the implementation of the Teacher Competency Testing (UKG),[44] to teacher competency mapping. Teacher training activities organized by LPMP include regular training at the provincial LPMP training center, and also provision of block grants to teacher working groups (KKG and MGMP) which conduct in-service training activities within the districts.

According to the national-level Center for Teacher Professional Development (known as Pusbangprodik), [45] which is under the national coordinating body (known as Badan SDM & PMP or 'Badan' for short) in the future the LPMP will no longer conduct training. The Center plans to adopt three methods for professional development. Ongoing teacher professional development (referred to as PKG)[46] begins with teacher certification, followed by teacher competency assessment (UKG) [47] and then, based on an individual's assessment, continues with some form of ongoing professional development. This will take three forms:

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[43] PLPG stands for Pendidikan dan Latihan Profesi Guru

[44] The 'Ujian Kompetensi Guru', or UKG, is an online testing system currently being conducting by the national 'Badan' to determine teacher competency levels. It consists of two components: Uji Kompetensi (UK) and Penilaian Kompetensi (PK) (Competency Testing and Competency Assessment)

[45] Pusbangprodik is short for 'Pusat Pengembangan Profesi Pendidik'

[46] PKG stands for 'Pengembangan Keprofesian Berkelanjtuan'

[47] Ujian Kompetensi Guru (UKG)

1. 10 per cent of teachers, with either very weak or advanced performance on the assessment, will recieve training in the national training centers, known as P4TK[48]
2. 30 per cent will follow an 'in house training' program, using training modules, interactive CDs, an online system, and a resource person
3. 60 per cent will be covered by teacher working groups, known as KKG and MGMP

The Center is collaborating with a number of TTI to develop and pilot this system.

3.2.3 Regulations and standardization

Provinces do not set standards for education as this is a role for the central government. They are, however, responsible for school accreditation through the Provincial Accreditation Body,[49] specifically for accreditation of senior secondary schools (SMA and SMK) and funding of accreditation of primary and junior-secondary schools, which is managed within the districts by the Regional Accreditation Body.[50]

Some do take a lead in formulating policies and regulations which aim to improve the management and governance of education within the province. In Aceh, for example, a provincial education law (known as 'qanun' in Aceh) sets objectives and a framework for the development of education within the province. In North Sumatra work is underway to prepare a provincial regulation on education (Perda Pendidikan). However, given the detailed and prescriptive national policy framework governing the delivery of education, and the requirement that province or district level regulations reference and support existing national policies, where districts and provinces have developed local regulations they often merely repeat what is already in the national regulations and add little value.

3.2.4 'International standard' schools (Sekolah Bertaraf Internasional)

In most cases, the province's role in relation to the so-called 'international standard' schools is limited to facilitating the accreditation of these schools and channeling national funds to support the development of the pilot (rintisan) international schools.

In West Java, the province also provides support to these schools by conducting training for 'international standard' schools at all levels (TK, SD, SMP), including: English Language, in-school mentoring and scholarships for teachers to gain higher degrees (S2 and S3). In other provinces, such as East Java, the lack of clarity in the regulations is creating confusion with the province unwilling to intervene in the 'international standard' schooling program and districts unwilling to allow the provinces to intervene as they regard these schools as their own 'asset'.

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[48] P4TK is short for PPP PTK, which stands for Pusat Pelatihan dan Pemberdayaan Pendidik dan Tengaga Pendidikan, which means Teacher and Education Staff Development and Empowerment Center. These are the subject-based centers located in various provincial centers, such as the Language Center, Science Center and so forth.

[49] Badan Akreditasi Provinsi (BAP)

[50] Badan Akreditasi Daerah (BAD)

3.3 Summary

In summary, the study found that the provinces play varying roles but, by their own admission, they are weak in performing their key roles of coordinating educational management and governance and of supporting development with targeted capacity building programs. The main points arising from the study which highlight the current capacity of the provinces to play their mandated role are summarized below.

The common perception that 'coordination' equates with 'control' is problematic. It limits the effectiveness of efforts to coordinate planning, with most coordination reduced to either formal, one-way flows of information or informal person-to-person coordination, which relies on personal relationships and informal networks. Open, informed and constructive dialogue on education policy and practice is very limited.

Basic education data are collected every year; individual schools submit data sheets (now using the new DAPODIK system). The data are aggregated and displayed at provincial level. This includes the average gross and net enrolment rates (APK, APM), minimum service standards, dropout rates (DO), shortage / surplus of teachers, and teacher competence. However, no analysis is conducted by lower level units of analysis, such as schools or districts. This means that the data analysis is not able to identify low-performing districts or schools. As a result, the data analysis does not provide very useful information for policy makers, either for planning, implementation, or reporting.

Most of the provincial officials interviewed stated that teacher quality improvement programs are included in the strategic plan. However, the planning is not clear in the renstra documents or budgets. Specifically, plans for the professional development of teachers are not systematic or set out with progressive achievement levels. Nor are the plans typically based on local needs but, rather, they reflect the priorities of the national or provincial government to implement certain top-down programs.

The management of teacher training is currently conducted by many institutions, including LPMP, the Provincial Education Office, TTI, BKD, MORA and P4TK. These various training programs are for the most part unrelated, unconnected and on occasions overlapping.

The division of responsibility for teacher training between the education office and BKD is often unclear at the district level. Nearly every district is different, because it uses different rules. This makes a difference; in a well-coordinated system improving the quality of teachers will be progressive (in defined achievement levels) and sustainable.

This section of the report set out to answer the question, what do the provinces actually do? Another way to address this question is to ask what they spend their budget on. The following section answers this question.

4 Education finance

In order to understand the role of the province in the governance and management of basic education, a key question is what use do they make of their funding? To understand this it is first necessary to understand the big picture: how is education financing divided between the center, the provinces and the districts? What can provinces spend their budget on? What do they spend it on? The key questions are where does the money come from and where does it go? In answering these questions, the following analysis focusses particularly on funding and activities related to teacher quality improvement.

The division of tasks in Regulation 38/2007, described above, forms the basis for approval of budget proposals by the different levels of regional government.[51] Provinces can use their budgets (provincial APBD, known as 'APBD 1') to fund their own offices and as well as providing financial support to activities in districts, for example, direct to schools (BOS Daerah), to teachers, for teacher training, or scholarships to students. In addition to managing its own budget, the Provincial Education Office also manages national 'deconcentration' funds on behalf of the Governor.[52]

4.1 Funding sources: where does the money come from?

The main source of funding for provinces is the General Allocation Fund (DAU) which comes from the national government and comprises about 80 per cent of the provincial budget (APBD 1); the remaining 20 per cent is from local revenue. Provinces allocate these funds according to their own priorities. According to the national constitution, at least 20 per cent should be allocated to education.[53]

In addition, the provinces receive transfers from the national education budget.[54] These include the following:

- Deconcentration funds (known as 'dekon') which are allocated to provincial governments to meet specific needs in response to proposals prepared by the provinces.
- Assistance funds known as 'dana tugas pembantuan', which are for specific programs designed by central agencies but implemented by the provinces (or districts or villages). These include the per capita school operational grants, known as BOS, and scholarships for poor students, known as BSM.
- Additional special assistance grants (for such programs as 'one roof' schools for remote communities) and emergency relief funds.

Governments in Papua and Aceh also attract 'special autonomy' allocations, known as 'otsus' and a share of local revenues from minerals, oil and gas. Districts, meanwhile, receive transfers from the center known as the Special Allocation Fund (DAK).

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[51] MOHA Ministerial Regulation 59/2007 requires each sectoral unit of regional government to list the tasks for which it requests funds, based on the tasks assigned by Government Regulation Peraturan Pemerintah (PP) no. 38 of 2007.

[52] Deconcentration funds are central funds allocated for specific purposes and programs to be implemented and managed by the province, e.g. teacher certification and quality improvement programs to support the national policy for nine years compulsory schooling.

[53] 1945 Constitution, article 31, paragraph (4) states that "...the state budget must prioritize education with at least 20 per cent of national budget revenues and expenditures, and 20 per cent of regional budget revenues and expenditures allocated to meet the needs of national education."

[54] Law No. 32 of 2004 on the Fiscal Balance between the Center and Local Government sets out the mechanism for this funding to support regional autonomy.

The 2012 regulation on budget preparation emphasizes that local government policy must be aligned with central government policy.[55] As described above, success in achieving the goals and priorities of the national development policy depends on the alignment of plans and programs (Rencana Kerja Pemerintah Daerah or RKPD) between districts, provinces and the center. To support this, provincial and district work plans should use a multi-source financing system. The funding source should be listed for each activity, indicating whether it comes from the district (ABPD II), the province (APBD 1) or the national budget (APBN).

The national education budget has increased significantly; in 2011 the allocation was Rp266.9 trillion ($28,000 million), in 2012, Rp310.8 trillion ($32,000 million), and the projection for 2013 is Rp331.8 trillion ($35,000 million). Most of this budget is allocated for school education - all types and levels - while the authority to manage the schools rests with the districts.

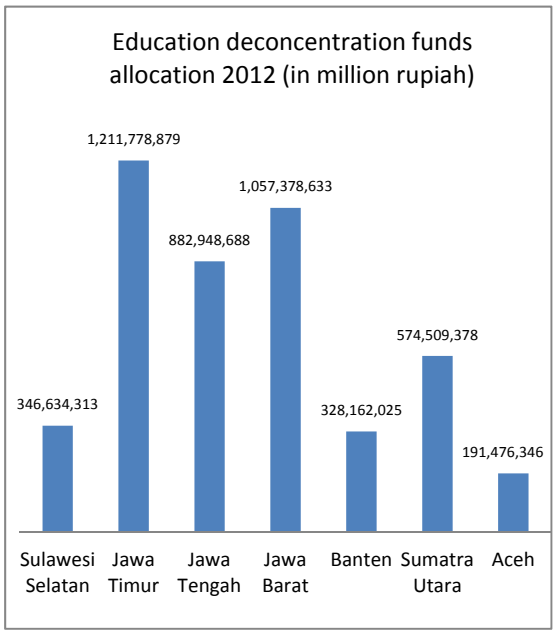
In 2012, deconcentration funds amounted to Rp9.3 trillion ($978 million). Special Allocation Funds (DAK) to districts were Rp10.4 trillion ($1,000 million), BOS funds to schools were Rp 27.6 trillion ($2,900 million) and scholarships for poor students (BSM) Rp 3.9 trillion ($410 million).

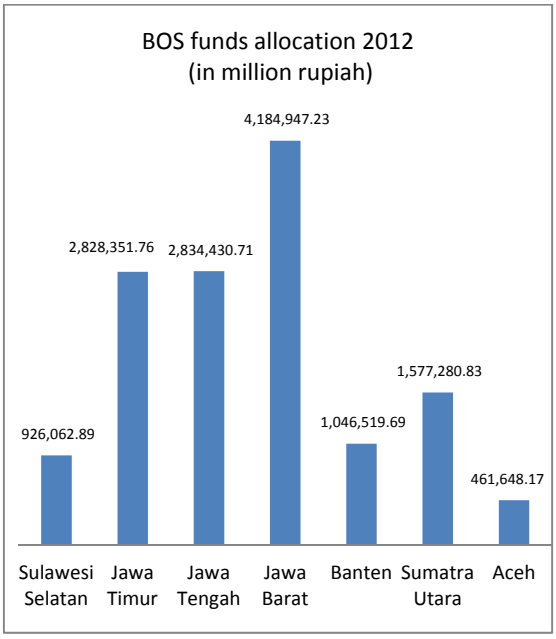
In addition to the above, the national government also funds centers and programs which are implemented by the Ministry in the provinces, such as LPMP centers to improve the quality of teachers and education personnel. As well as conducting training, the LPMP also provide assistance to teacher working groups (KKG and MGMP) in the form of block grants. KKG currently receive Rp15 million per group per year, while junior secondary MGMP receive Rp20 million per group per year, and senior secondary MGMP receive Rp25 million per group per year. The 2012 budget allocated for teacher training and for quality assurance (which refers mainly to data management) amounted to Rp2.819 trillion ($300 million).

The following diagrams show the amount of deconcentration funds for education and school operational grants (BOS) allocated in 2012 to the USAID PRIORITAS partner provinces.

[55] Permendagri no.37 of 2012 on Guidelines for Preparation of Revenue and Expenditure for Fiscal Year 2013

Figure 1: Deconcentration and BOS funds allocated to USAID PRIORITAS districts in 2012





As illustrated above, the province of East Java received more deconcentration funds than other provinces, while the BOS allocation was higher for West Java than East Java. This occurred because the parameters used for the allocation of these funds are different. The BOS allocation is based on the number of students, while the allocation of deconcentration funding is based on the number of schools. Deconcentration funds are allocated by the national government in response to proposals from the provinces, based on their defined needs and priorities.

The budget from the center (APBN) for the provincial Office of the Ministry of Religious Affairs is similarly structured to the allocation for the Provincial Education Office: DAK, BOS and scholarships for poor madrasah students. In 2012, BOS funds for madrasah amounted to Rp4.126 trillion ($450 million), and scholarship funds were Rp1.082 trillion ($114 million). Training to improve the quality of madrasah teachers is conducted by the Center for Religious Education and Training (BDK). Like the LPMP, this agency is a unit of the central ministry located in the province.

4.2 Budget allocations: what is the money spent on?

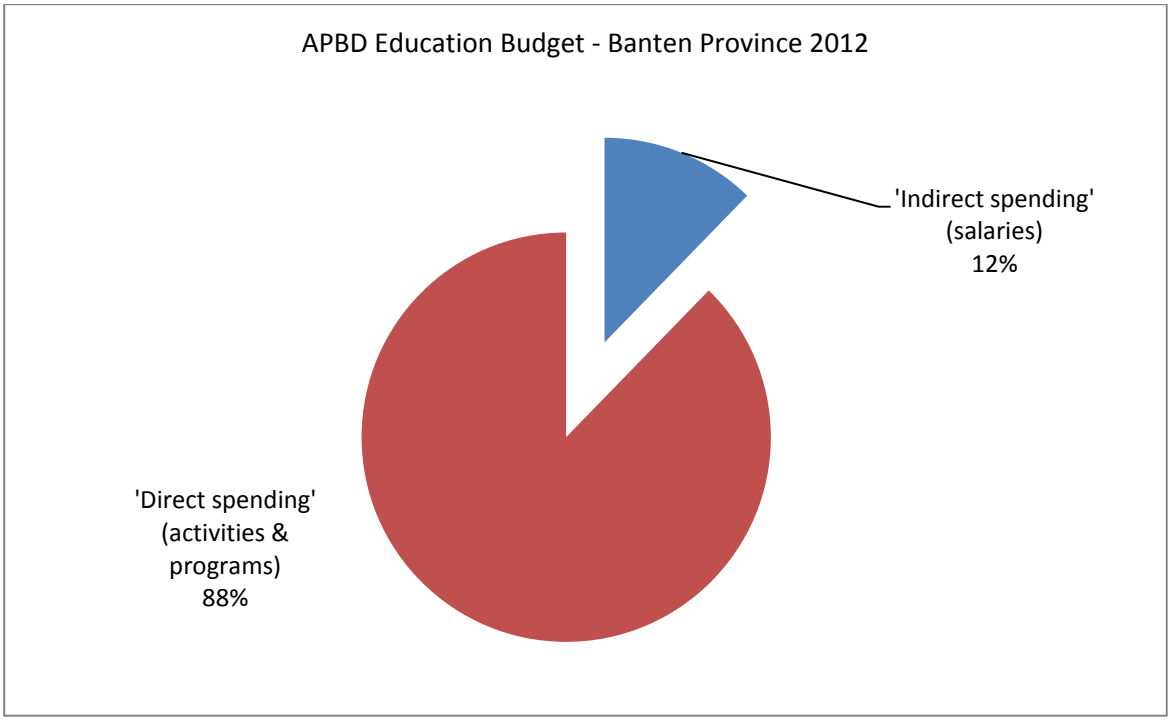
Provincial budgets for education are substantial. For example, the 2012 budget (APBD) in East Java, one of Indonesia's largest provinces, allocated Rp1.33 trillion to education ($140 million). Deconcentration funds for education programs for the same year in the same province amounted to Rp1.2 trillion ($126 million).

4.2.1 The provincial education budget (APBD 1)

As with other levels of government, the province is required to allocate 20 per cent of its budget to education. Funds that are distributed from the province to the districts include: (1) grants, (2) social assistance funds, (3) local revenue sharing, and (4) financial assistance.

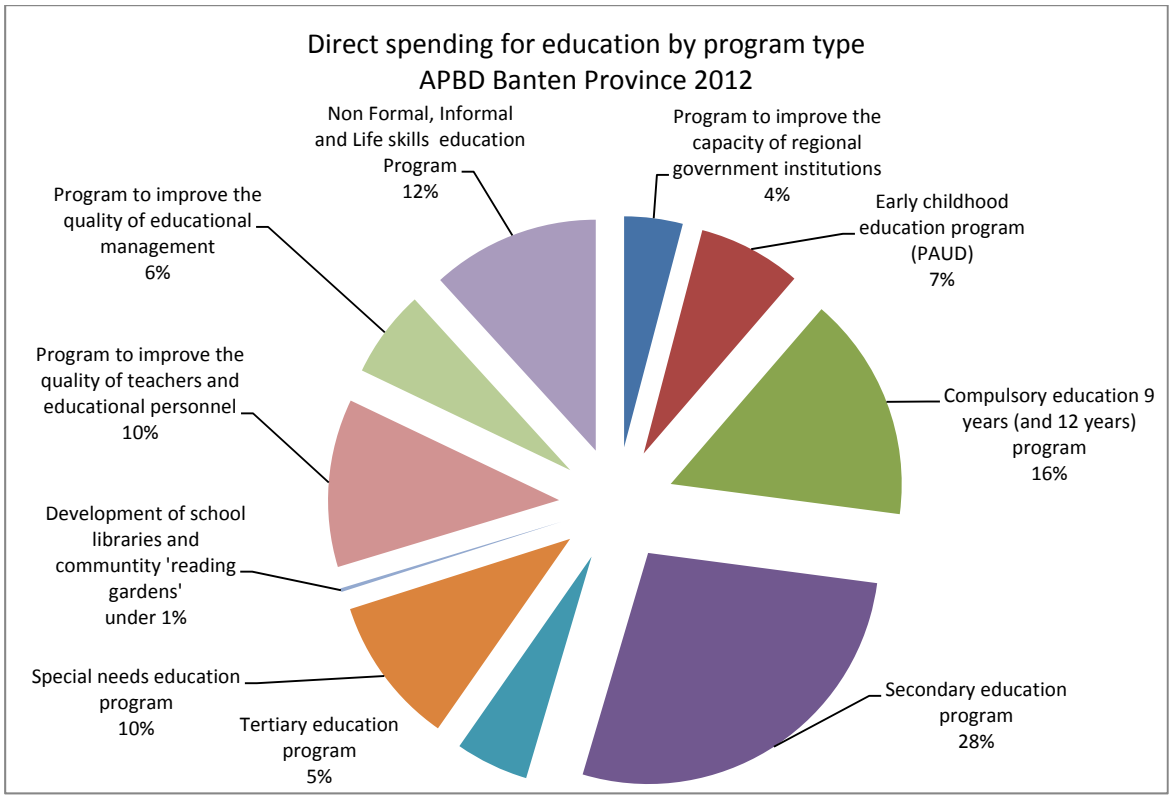
As an illustration, in 2012, Banten, which is a very small province, allocated a budget of Rp 222.8 billion ($24 million) to education. Of this, 12 per cent was spent on routine expenses known as 'direct spending' (salaries), leaving 88 per cent or Rp 195.5 billion ($20.5 million) for 'indirect spending', which refers to programs and activities to support the development or delivery of education. This is a significant share of the budget and contrasts markedly with the typical district budget, described below, in which upwards of 80 per cent is spent on teacher salaries. See Figure 2, below.

Figure 2: APBD Education Budget - Banten Province 2012



The 'direct spending' component is broken down as illustrated in Figure 3, below.

Figure 3: Direct spending for education by program type - APBD Banten Province, 2012



As shown in Figure 3, above, 10 per cent or about Rp 22.8 billion ($2.4 million) is spent on quality improvement programs for teachers and education personnel. This, in turn, is divided into four programs: (1) improving the quality of school teachers, (2) improving the quality of education personnel, (3) improving the quality of teachers and education personnel in the non-formal sector, and (4) human resource capacity building in the education sector. Of these four programs, the biggest allocation is to the program to improve the quality of school teachers: Rp10.2 billion ($1 million) or 4.5 per cent of the direct allocation for education programs. However, the support for ongoing professional development from this allocation is still relatively small. Much of the money is spent on meetings, planning, selection of teachers for awards, socialization of the teacher certification program and similar activities.

A similar mix of activities can be found within other budget components. For example, the program to improve the quality of education management includes allocations for improving the capacity of data managers, training in asset management, training in ICT, and piloting of an ICT-based school project. Meanwhile the basic education program (Compulsory Education 9 years and 12 years) includes a range of activities such as organizing competitions and 'Olympiad', administering examinations, providing teaching aids for science, mathematics and traditional arts, along with training and technical guidance for schools and teachers in specific programs. Obtaining provincial budget details like this is important to the planning of an integrated, multi-source budget at the district level, particularly in relation to the improvement of teacher quality. It enables the district to identify which activities are funded by the province. From the project management perspective, provincial budgets are also important. While DBE1 worked closely with districts to analysis education finance, USAID PRIORITAS will focus more on provincial

education finance as part of the effort to improve governance, management and linkages at this level.

When the detailed budget is compared with the role for the provinces described above it is apparent that the province is spending its budget, in general terms, in line with its role as defined by the regulations. However, it is another question again as to how effective that spending is, if the aim is to improve governance, management and education quality through coordination and capacity building. In particular, it is not possible to see from this budget whether or not the province is strategically targeting under-performing districts, sub-districts or schools in its training and quality improvement activities – but this seems unlikely. It is also questionable how effective some of the activities, such as competitions and Olympiads, are in supporting the aim of improving quality, though these activities are very much a part of the culture of the education system.

In addition to its own budget, the APBD 1, provinces also manage substantial budgets on behalf of the national government. These are known as deconcentration funds. This is described below.

4.2.2 Deconcentration funds

Deconcentration funds are those managed by the province at province level for national programs. As an example, the East Java deconcentration funding in 2012 was spent on three main areas: (1) early childhood, non-formal and informal education (PAUDNI), (2) primary schooling and (3) secondary schooling. This is illustrated in the Figure 4, below. Breaking it down further, as shown in the second pie graph, Figure 5, 93 per cent of the allocation for primary schooling was spent on 'teacher and educational personnel welfare'; specifically this refers to income supplements paid to teachers with certification.

Figure 4: Education deconcentration funds allocation East Java Province, 2012

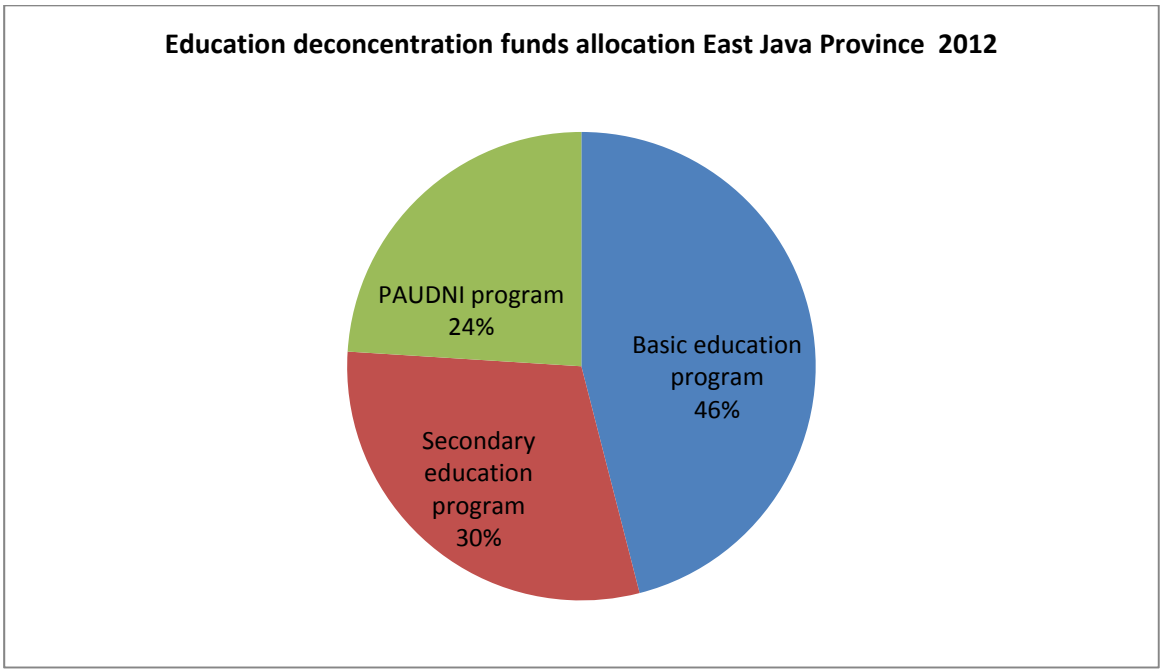
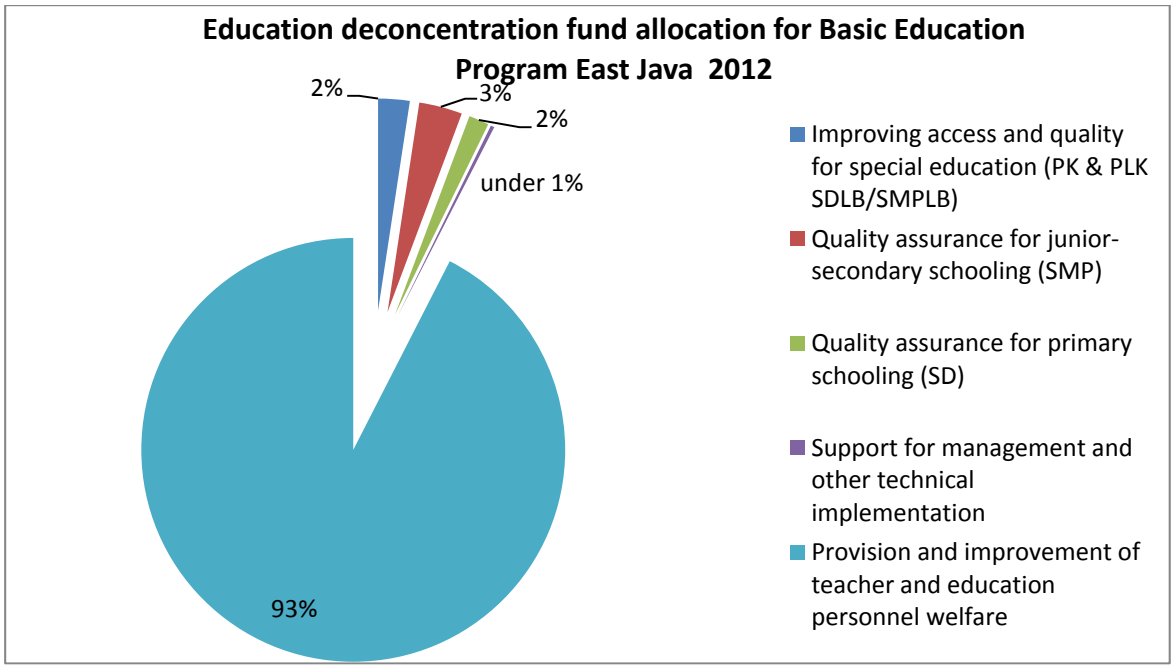


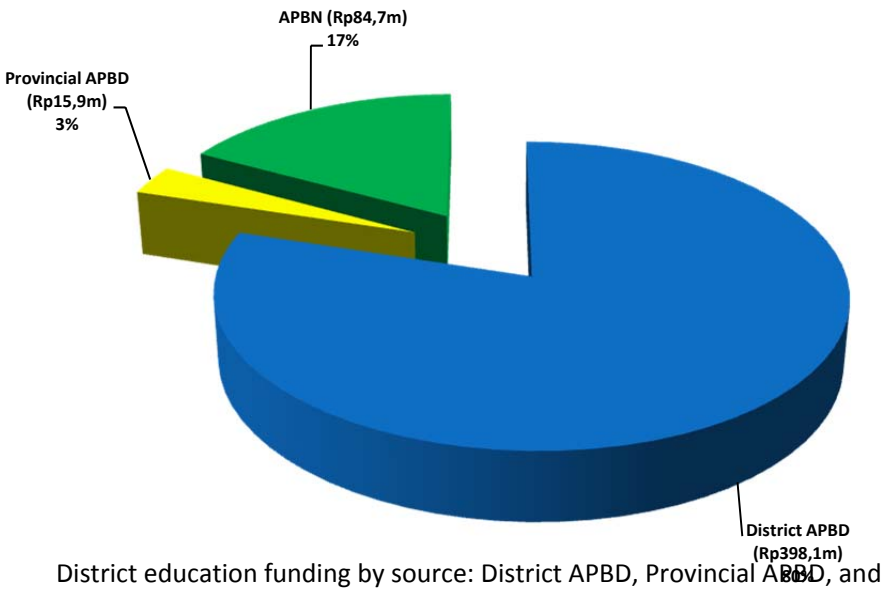
Figure 5: Education deconcentration fund allocation for Basic Education Program, East Java 2012



4.2.3 The District Education Budget (APBD II)

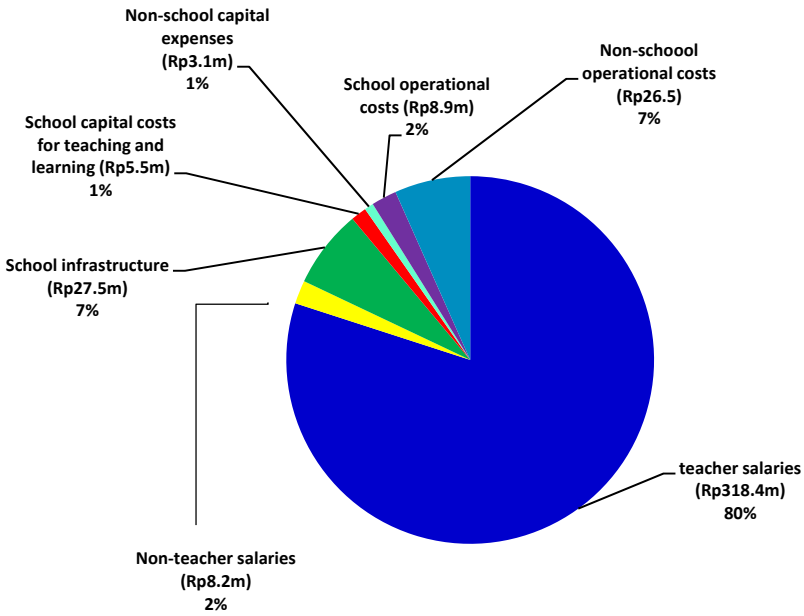
The obligation for districts to allocate 20 per cent of their budget to education has generally been met, with some districts allocating over 40 per cent of their funds to education. Some districts have adopted a multi-source budgeting approach, where the budget allocation is clearly identified as from the district, provincial or national budgets. The following diagram illustrates the composition of the education budget by source and allocations.

Figure 6: Source of Education Funds in the District of Indramayu (2008)[56]



District education funding by source: District APBD, Provincial APBD, and APBN

Figure 7: Allocation of Education Funds in the District of Indramayu (2008)[57]



Education budget allocation for education by budget item

[56] Data from DBEI

[57] Data from DBEI

The DBE1 project conducted detailed analysis using an approach developed by the project known as AKPK[58] in 66 districts. The analysis provided for the first time in most districts a complete picture of education finance showing total expenditures (from various sources) together with total budget spending, broken down into various components.

As shown in the first pie graph above, the education budget in 2008 for Indramayu District was about Rp500 million ($52,500); 80 per cent of this came from the district budget, three per cent from provincial budget and 17 per cent from the national budget. Although education is the largest budget item in nearly all districts, most of the funds (80 per cent in this case) are spent on teacher salaries. Capital expenditure to support teaching and learning was only one per cent in this case. More detailed analysis reveals that the percentage of funds spent on teacher salaries relative to school infrastructure and learning aides is higher in primary schools than in secondary. The results of this analysis were reflected in similar analyses conducted across the country.

4.3 Summary

In summary, while the districts are responsible for managing the delivery of education, the discretionary budget available for them to support development programs to improve quality is negligible. This contrasts with the provinces, which have significant budgets available to support development. The need to align plans and priorities within the districts to the plans and budgets of provinces is thus critical. The importance of the province's role in coordinating development programs and supporting targeted quality improvement activities is clear.

[58] AKPK stands for Analisis Keuangan Pendidikan Kabupaten/Kota or District Education Finance Analysis

5 Conclusions

The division of government responsibilities between the national, provincial and district governments continues to evolve in response to emerging challenges and problems. The most important roles for the province in the era of decentralization are: (1) the coordination of planning, and (2) the implementation of development programs. This is in light of the fact that most government functions have devolved to the district level. The roles outlined for providing capacity building, guidance and supervision to districts as well as coordinating the effort to redistribute teachers, are part of this broader coordination and development role.

The regulations described in the first section of this report, which define the duties, powers and financial position of the governor as representative of the national government in the province represent a response to the marginalization of the provinces in the decentralization reforms of the early 2000s. However, there remain many areas of overlapping responsibility in the regulations, which place the provinces in a difficult position. The main weaknesses in the current regulatory framework are thus: (1) overlapping responsibilities, and (2) a vaguely defined coordination role. A more significant question is whether Indonesia's current division of authority and responsibility between the center, province and district levels is appropriate. There is a good argument to suggest that the provinces should be given authority, not just to 'coordinate' but to govern and manage a provincial education system under a national policy framework, with the districts retaining their current responsibility to administer the delivery of education within their area.

The trend is undoubtedly towards a greater role for the province, although this kind of management role is not yet possible within the policy framework. The provinces are given substantial budgets. The role of the provincial administration in coordinating the plans and programs of districts and of agencies of the national government at province level is significant. These policy developments may be seen as part of an attempt by the national government to gradually recentralize power and decision-making. Following a decade of decentralization in which the districts have assumed the authority for the management of education, recent regulations discussed in this report now insist on the alignment of plans and budgets at province and district level with national development plans and give greater authority to the province (in the person of the governor) to direct and guide district activity.

The provincial governments, and particularly the offices of the Governor and Bappeda, retain significant power in a symbolic, cultural sense. In some provinces, such as Central Java, individuals currently holding the position of head of the provincial education office command loyalty and respect from district level personnel and this translates into attendance at coordination meetings and the like. However, notwithstanding the recent changes, in the decentralized context the provincial administration can no longer control the districts through a top-down management system. Provinces can no longer issue instructions to districts or schools and many province level officials complain that this means they can no longer 'coordinate' or influence the delivery of education.

The political reality is that control of funding equates to real power. In order to exercise its statutory authority for coordination and guidance the province must exercise its budgetary power. Most of the funding for school operations is channeled directly to schools from the national government through the BOS program. Most of the district budget is expended on staffing (80 per cent in the example given from Indramayu) and various administrative and office operations. In contrast, the provincial government does not need to budget for school operations and its personnel costs are minimal (12 per cent of the APBD I education budget in

Banten). This frees the province to allocate funds in a more strategic way to support the development of education and improvement in quality of teaching.

Put simply, the problem is that the provinces have not yet found a way to effectively exercise authority or facilitate the development of education in a decentralized system. In the reforms of the early 2000s, the top-down chain of command that was a feature of Indonesia's New Order government was broken; authority for education was mainly devolved to the districts and the provinces lost the delegated power with which to govern or coordinate activity. The budgets they manage do, in fact, give provinces the power they need to play these roles, but in general they do not yet effectively manage their budgets and the power that comes with them. There are signs that this is beginning to change, albeit slowly.

5.1 Challenges

Aside from the ambiguities and inconsistencies within the policy framework discussed above, two major challenges facing the provinces in fulfilling their stated role are: (1) the weak linkages between all agencies, and (2) poor data and poor data management. These problems apply to province level agencies, vertical agencies such as MORA and the quality assurance centers (LPMP), between provinces and districts and within the districts.

5.1.1 Weak linkages

Coordination relies on either informal relationships between individuals or formal routine events, such as annual coordination and planning meetings. The problem of relying on informal relationships and loyalties is exacerbated by the political-bureaucratic culture which results in frequent personnel changes. Key positions are always changed following the election of a new governor or district head. Meanwhile, routine coordination meetings tend to be 'normative' in the Indonesian sense of being formal occasions, lacking substance or opportunity for real dialogue. Neither of these approaches, formal or informal, supports the development of strong linkages or effective coordination. As a result, coordination tends to be ad-hoc and confined to the organization of specific activities, such as annual examinations, competitions, teacher certification or disbursement of funds for specific purposes.

The challenge is to change this pattern to one of sustainable, institutionalized linkages which support open dialogue and the coordination of planning and programs for improvement. Such an approach would greatly increase the effectiveness and efficiency of efforts to improve quality of schooling through better management and governance at all levels.

5.1.2 Poor data and poor data management

A second challenge relates to the management of data for planning and policy development. In order for provinces to properly fulfill their role in developing the capacity of districts and providing targeted quality improvement programs they need to know where the needs exist. Currently programs are planned and implemented without good data or information on the relative performance of schools, districts or education sub-sectors within districts. Rather than being needs-based, planning is thus typically based on ad-hoc or political considerations. Provincial programs are typically top-down and focus on the implementation of national or provincial programs without reference to local needs.

5.2 Recommendations

What are the implications for USAID PRIORITAS? The key objective for USAID PRIORITAS is to improve the learning outcomes for children by improving the quality of teaching. This involves improving the governance, management and delivery of teacher training; pre-service and in-service. Given this focus, two sets of recommendations arise from this study: (1) recommendations for capacity building at province level, (2) recommendations relating to the policy framework and policy development.

5.2.1 Capacity building

At the province level, capacity building is required to:

1. Strengthen the capacity of the Provincial Education Office in data management and analysis for policy development, integrated planning, and assessment of educational performance in accordance with national educational performance indicators.[59]
2. Strengthen the role of the province in coordinating the education sector among districts, between districts and the province, between the province level agencies, and between the province and the center.
3. Change the paradigm of planning and program implementation at the provincial level from that of education manager to facilitator of educational capacity development.

USAID PRIORITAS can play an important role in supporting this agenda. The project can provide support to strengthen the role of the provinces in a number of ways, as described below. In this context it should be noted that 'capacity building' at province level is not simply training. More often than not, what is proposed is strengthening systems and developing good practices through use of tools, analysis and forums to share the outcomes. In this, the study's recommendations support the approach being taken by USAID PRIORITAS and outlined in the workplan.

Recommendation 1: Update tools and approaches to improve data management – particularly focusing on teacher deployment and training needs

In order to effectively fulfill their roles in coordination and capacity development, provincial offices including the Education Office and Bappeda as well as province level agencies such as LPMP, TTI and MORA need to improve their capacity for management of data. This includes: (1) data for development planning, especially disaggregated district level data on educational performance, (2) data on teacher training costs and needs (pre- and in-service), and (3) data on teacher redistribution and long-term recruitment needs.

The objective in strengthening data management capacity is to strengthen the capacity of provincial agencies, especially the Provincial Education Office, to develop information-based policies, plans, budgets - and programs. This requires good data analysis and consultation with stakeholders.

Capacity development for province level personnel should thus include:

1. training in data analysis, to enable them to produce accurate, comprehensive and useful information,

[59] Based on RPJMN 2010-2014.

2. training in educational policy analysis, and
3. training in the preparation of education development plans based on the outcomes of this analysis.

An important lesson from the DBE project is that improved coordination, public consultation and policy development are best developed through first conducting good data analysis. This then provides the material for productive and relevant discussions between coordinating partners and non-government stakeholders. It also provides the basis for good planning, budgeting and policy development.

Recommendation 2: Develop forums, conduct events and use various approaches to improve coordination

Stronger linkages, both horizontal and vertical, will support policy development, planning and programming and will help the province to exercise its roles in coordination and capacity building. USAID PRIORITAS can help to strengthen links between the Provincial Education Office, MORA, Bappeda, TTI, LPMP and with districts. Routine coordination meetings with districts will also help to improve planning if they are structured to allow for sharing of good data and open dialogue to discuss needs and priorities.

Formal working agreements between different agencies already exist in some cases. These can be strengthened. In some provinces, such as South Sulawesi, the Provincial Education Office has a formal MOU with the leading TTI (in this case, UNM). USAID PRIORITAS should work within this framework. Where working agreements such as these do not exist and they are regarded as appropriate, they should be encouraged and supported.

Multi-stakeholder forums should be established to discuss specific policy and planning issues, using results of data analysis conducted under the project. Results of data analysis can also be shared in various media including traditional print media, social media and interactive websites to encourage informed policy dialogue. Where appropriate forums already exist, USAID PRIORITAS should work to strengthen these.

For example, USAID PRIORITAS should support the multi-stakeholder education development team in Aceh (TKPPA), working with this body for specific activities and events to improve coordination and linkages. The Governor of Aceh has requested that USAID PRIORITAS support the TKPPA. This is an effective body and it is certainly a strategic move for USAID PRIORITAS to support the forum as requested. Moreover, the Governor has requested that USAID PRIORITAS support the establishment and development of similar teams at district level. This, also, is a strategic way for the project to help improve linkages and support the province to improve its coordination role.

In order to improve teacher quality improvement efforts, an integrated and comprehensive system is required. This should involve the Provincial Education Office, MORA, LPMP, TTI and BKD. USAID PRIORITAS can assist by creating opportunities for these agencies to get together and jointly plan programs, based on good data analysis which highlights the needs. The focus should be on improving the quality of teaching and the outcomes of learning in the classroom. In this context, USAID PRIORITAS should coordinate closely with the national Center For Teacher Professional Development (Pusbangprodik), TTI and the province-level P4TK and LPMP to support the implementation – and possible expansion – of the Center's new program known as PPG (Pengembangan Profesi Guru or Teacher Professional Development).

Improving teacher quality should be backed up by programs to improve the quality of principals and supervisors. An integrated certification system for teacher quality improvement could also

assist by recognising and rewarding individual teachers for ongoing professional development. Ideally, the teacher training programs conducted by various agencies should be planned and implemented within a single, coordinated provincial system.

Recommendation 3: Support planning to focus on capacity development and teacher quality improvement

As described above, in order to fulfill their role in facilitating capacity development, provinces need good data, disaggregated to the district or sub-sector level. This will enable better targeted interventions to improve capacity and quality where needed.

In this context, opportunities may arise for USAID PRIORITAS to support the development of a strategic plan (renstra) for education at province level. West Java and South Sulawesi will both hold provincial elections in 2013. As described below, this approach is necessarily opportunistic. USAID PRIORITAS can offer support to a province to develop a strategic plan (renstra) to focus particularly on improving coordination and quality improvement / capacity development roles for the province. Whether or not the opportunity arises will depend on the interest and demand of the province, and particularly the new administration following a local election.

Should such an opportunity arise, USAID PRIORITAS will work to develop a new approach to supporting renstra development, based on the DBE1 experience but with (1) a reduced level of effort from the project team, (2) a sharper focus on key outcomes relating to the improvement of teaching and learning, and (3) an increased role for partner universities as service providers / consultants able to support provinces and districts to develop good information-based plans.

Recommendation 4: Provide access to good quality training materials and qualified trainers to support teacher training

In line with the workplan, USAID PRIORITAS should work closely with the teacher training institutions, both pre- and in-service: TTI, LPMP, LP4TK and MONE, along with national bodies to develop good teacher training materials and qualified trainers to support the province in its role of improving quality through targetted assistance.

5.2.2 Policy development

A number of changes in the policy framework are required to support the development of a more effective role for the provinces. At the national level, a review of the various regulations to identify overlaps and inconsistencies is required. Beyond this, ongoing monitoring and evaluation of the various regulations strengthening the role of the province will assist.

In the short-term, it is over-ambitious and beyond the scope of USAID PRIORITAS to attempt to influence national policy. In the longer term, this should be an aim. The best chance for USAID PRIORITAS to assist the national government to develop more consistent and effective policy in education governance and management is: (1) to continue to develop strong working relationships with key national counterparts and other donors working in the same field, and (2) to develop approaches at province and district level which enable higher-level analysis of data generated and the preparation and presentation of reports based on this analysis.

Recommendation 5: Consider holding consultations with donors and the team for bureaucratic reform within MOEC

A relevant ministry in this context is the Ministry for State Aparatus and Bureaucratic Reform.[60] All ministries are now required to establish an ad-hoc team to support the work of this ministry in reforming the bureaucracy. The team for the education sector is under the Secretary General for Education.[61] At an appropriate time, USAID PRIORITAS could approach this team to present findings and discuss approaches and ways for the project to support the achievement of appropriate reforms. In this context it is worth noting that bureaucratic reform is the number one priority in the current national development plan, while education is the second priority.

Recommendation 6: Support development of improved regulations on teacher quality improvement

USAID PRIORITAS could assist by conducting analysis and making recommendions on the development of improved regulations on teacher quality improvement. Analysis of the regulations to improve the quality of teachers at the provincial level should include policy relating to vertical agencies in the province and national levels. Synchronization of the various regulations which focus on improving the quality of teachers and quality of teaching should support a more integrated and comprehensive approach.

Recommendation 7: Use the tools and approaches developed to improve data management; and present results to provincial stakeholders

At the provincial and district levels, USAID PRIORITAS can potentially play an important role in improving the governance and management of education through local policy development. Once again, this approach will necessarily be both opportunistic as well as strategic. For example, the year immediately following a local election is usually a good time to offer assistance to the new district head of governor to develop a strategic plan (renstra) for education or an appropriate policy to improve quality – in line with the political platform of the new head.

The results of EGRA analysis may also offer a useful input into policy development and could provide the basis for policies to support improved literacy outcomes from early grades by, for example, increasing the length of the school day for early grades, improving library resources, providing additional staffing to support literacy programs or developing parent-help or home-reading schemes. While local policy responses to the question of literacy education often involve 'monumental' solutions such as the construction of new library buildings or 'reading gardens' (taman baca), policy solutions such as those suggested above could be shown to be both more efficient and effective in improving literacy learning outcomes.

Improved data management, using tools which enable disaggregated data and identify under-performing districts, sub-districts or sub-sectors within the province, could provide the basis for provinces to design targeted quality improvement interventions. Such an approach could even be used by USAID PRIORITAS working with the province to select the next cohort of districts on a needs basis. Improved data management, focusing on learning outcomes, could also provide provinces with the means to increase the accountability of schools and districts and to provide incentives and recognition to high performing teachers, schools and districts. These are all areas in which USAID PRIORITAS could potentially provide support.

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[60] Menteri Aparatus Negara dan Reformasi Birokrasi.

[61] Sekjen Pendidikan

Recommendation 8: Use the tools and approaches developed to improve data management; conduct higher level analysis of results, and present results to national stakeholders

High level policy can be influenced by the provision of good analysis and good information in a timely manner. In concrete terms, this could include analysis of teacher distribution and projections of personnel needs in target provinces and districts, analysis of teacher training needs and analysis of teacher training unit costs. In the event that these programs produce data and analysis of sufficient interest, further analysis can be undertaken. Should appropriate opportunities arise at central level, these may then be presented to senior officials and policy makers.

This approach is also opportunistic and cannot be guaranteed. It relies on successfully predicting long-term policy trends, and then producing relevant and timely reports which meet the needs and fit the agenda of the national policy dialogue at the right time. None of this is guaranteed! Nonetheless, it should remain an objective. USAID PRIORITAS can also be open and responsive to requests from national policy makers for support in tailoring the project's instruments and studies to specific needs and purposes, should this opportunity arise and fit with the overall objectives of the project.

5.3 Summary

In summary, under current decentralized arrangements for the governance and management of basic education in Indonesia, the role of the province is relatively weak. Authority for managing the delivery of education is devolved to the district level, where there is neither the funding nor, in most cases, the capacity to effectively improve the quality of teaching and learning outcomes. The province is responsible mainly for the coordination and facilitation of capacity building and education quality improvement programs. In most cases, the provinces are not yet effectively fulfilling this role. This is due to contradictions and overlap within the regulations, a lack of good data, and a lack of capacity to manage data for planning and policy development or to coordinate and facilitate quality improvement programs. Communication with the districts is typically formal, one-way and top-down – or non-existant.

The common perception that 'coordination' is synonymous with 'control' means that the provincial officials fail to see how they can play a useful role without the top-down authority they lost in the regional autonomy reforms of the early 2000s. Meanwhile, the provinces have substantial discretionary budgets, which could be used to fund targeted programs for building capacity, improving teacher quality, and ultimately improving learning outcomes for children.

As an integral part of the approach recommended at district and province level, USAID PRIORITAS should assist districts and provinces to better manage and utilize data for planning and policy development. This is particularly relevant for provinces, which could use their budgets in a far more efficient, effective and strategic way to build capacity in the districts and improve quality in schools and classrooms. It could also provide the basis for a more effective coordination role and for better governance including consultative decision making. This is the key recommendation.

The detailed recommendations for USAID PRIORITAS which are outlined above are, in summary, as follows:

1. Update tools and approaches to improve data management – particularly focusing on teacher deployment and training needs
2. Develop forums, conduct events and use various approaches to improve coordination

3. Support planning to focus on capacity development and teacher quality improvement
4. Provide access to good quality training materials and qualified trainers to support teacher training
5. Consider holding consultations with donors and the team for bureaucratic reform within MOEC
6. Support development of improved regulations on teacher quality improvement
7. Use the tools and approaches developed to improve data management; and present results of analysis to provincial stakeholders
8. Use the tools and approaches developed to improve data management; conduct higher level analysis of results, and present results to national stakeholders

Annexes

Annex 1: Survey Results: District Perceptions of the Role of the Province in the District

What support programs does the District receive from the Province?

	District Education Office	MORA Office	Total
No data	2	3	5
Assistance with major infrastructure (buildings/libraries)	1		1
Assistance with equipment (books/teaching aids)	1	1	2
Training and capacity development	4	6	10
More than one program	13	9	22
No programs	-	2	2
Total	**21**	**21**	**42**

Are the support programs from the Province relevant?

	District Education Office	MORA Office	Total
No data	3	3	6
Relevant	17	14	31
Not Relevant	1	4	5
Total	**21**	**21**	**42**

What is the method of coordination?

	District Education Office	MORA Office	Total
No data	1	3	4
Routine or scheduled coordination meetings	8	8	16
Non-routine or incidental coordination meetings	11	7	18
Involvement in implementation	-	1	1
Involvement limited to invitations	-	2	2
No coordination	1	-	1
Total	**21**	**21**	**42**

Is the role of the Province in line with District expectations?

	District Education Office	MORA Office	Total
No data	3	4	7
Coordination role in line with district expectations	9	11	20
Coordination role is considered poor	9	6	15
Total	**21**	**21**	**42**

How often does the District meet with the Province?

	District Education Office	MORA Office	Total
No data / blank	2	5	7
At least once a month	6	7	13
Every Term/Semester	9	3	12
Every year	1	1	2
Unscheduled/Incidental	3	5	8
Total	**21**	**21**	**42**

What needs to be improved?

	District Education Office	MORA Office	Total
No data /blank	9	10	19
Planning capacity	3	3	6
Coordination capacity	9	6	15
Laws and regulations	-	2	2
	21	**21**	**42**

Annex 2: Survey Results: The Perception of Province-level Officials concerning the Role of the Province (in English)

Topic of Discussion and Coded Answer	Provincial Education Office							MORA Office						
	Aceh	North Sumatra	Banten	West Java	Central Java	Jawa Timur	South Sulawesi	Aceh	Sumatera Utara	Banten	Jawa Barat	Jawa Tengah	Jawa Timur	Sulawesi Selatan
Teacher Quality Improvement														
Is teacher quality improvement included as a program in the province plans (Five-year Renstra and Annual Renja)?														
Yes, its in the Renstra and Renja	●	●	●	●	●	●	●		●		●	●	●	
Its in the Renstra but not in the Renja														△
No, its not in either plan								✕						
What is the program?														
Teacher competency improvement		●	●	●	●	●	●		●		●	●	●	●
Teacher qualification upgrading	●	●	●		●			●			●		●	
What capacity development does the Province need?														
None / Don't know		✕		✕	✕	✕	✕			✕				✕
More capacity for training teachers	●		●					●			●	●	●	
More capacity for managing & implementing training			●					●	●		●	●	●	
What coordination is there between the Education Office and MORA?														
Collaboration: to implement the program			●			●		●		●	●			
Coordination: limited to invitations to activities	△	△					△		△					△
Coordination: limited to sharing plans for activities					△							△		
No coordination nor collaboration				✕									✕	
Teacher distribution (Five Minister Edict)														
Is teacher redistribution included as a program in the province plans (Five-year Renstra and Anuual Renja)?														
Yes, its in the Renstra and Renja	●			●	●	●						●		●
Its in the Renstra but not in the Renja								△					△	
No, its not in either plan		✕	✕				✕		✕	✕	✕			
What coordination is there with the districts?														
Mapping of teacher needs (surplus or shortfall)							●							●
Coordination meeting on the Five-Minister Edict	●					●								
Socialization or Circular Letter on the 5-Minister Edict				●	●									
No coordination as yet		✕	✕					✕	✕	✕	✕	✕	✕	
What capacity development does the Province need?														
Management of teaching personnel	●									●			●	
Development of a regulation for teacher redistribution			●		●							●		
Mapping of teacher needs (surplus or shortfall)				●		●		●			●			
Nothing / Don't know		✕					✕		✕					✕
School Guidance (School Accreditation)														
What problems do you face in school accreditation?														
Limited resources for school accreditation		●						●	●			●		
Lack of understanding of the value of school accredit'n	●		●	●										
The quality of schools/madrasah is still low					●	●				●			●	
Schools/madrasah need mentoring							●				●			●
What programs do you have to support school accreditation?														
Provide mentoring for schools/madrasah										●	●		●	
Work with BAP and prepare assessors			●	●					●					
Workshop and socialization on accreditation		△					△					△		
Coordinate accreditation activities	△					△								△
None / Don't know					✕			✕						

Topic of Discussion and Coded Answer	Dinas Pendidikan Provinsi							Kanwil Kemenag						
	Aceh	North Sumatra	Banten	West Java	Central Java	Jawa Timur	South Sulawesi	Aceh	Sumatera Utara	Banten	Jawa Barat	Jawa Tengah	Jawa Timur	Sulawesi Selatan
Data management /EMIS														
What data management system / EMIS does your Office currently use?														
DAPODIK	●	●	●		●									
PadatiWEB/NUPTK		●		●		●								
EMIS Kemenag (MORA)								●	●	●	●	●	●	
Other EMIS		●		●	●									
Does the Office provide training?														
Yes		●	●			●		●	●	●	●		●	●
Yes, but not enough				△								△		
No	✕				✕		✕							
Does your Office have access to the data?														
Yes	●	●	●	●		●	●		●	●		●	●	●
Yes, but limited (not all data are accesable)					△			△			△			
Does your Office use the data as a basis for decision-making?														
Yes	●	●	●		●	●			●	●	●			
No, not yet.				△			△	△				△	△	△
What capacity development needs to the staff have?														
Capacities associated with IT and data management.	●	●	●	●		●					●		●	
Capacities associated with analysis and managing data output					●			●		●		●		●
None							✕		✕					
What are the capacity development needs relating to policy development?														
Capacity for information-based policy development					●			●						●
Capacity for analysis and interpreting data	●		●	●						●	●			
None		✕				✕	✕		✕			✕	✕	
Provincial BOS														
Is there a Provincial BOS program?														
Yes				●	●		●				●	●		
Yes, but beginning in the 2013 budget			△											
No	✕	✕				✕		✕	✕	✕			✕	✕
Does it cover madrasah as well as regular schools?				●	●						●	●		
Horizontal Coordination														
What routine coordination meetings are held?														
Dinas/MORA with other provincial offices (BKD, BAPPEDA)				●							○	○		
MORA with Dinas or vice-versa							●			●	○	●		
Dinas/MORA with Dewan Pendidikan				○	●		○							
Dinas/MORA with NGOs				●			○							
Dinas/MORA with local media					●							○		
Provincial support for districts														
Program Dukungan Provinsi kepada Kabupaten/Kota														
Teacher capacity development	●	●	●	●			●							
Facilities and equipment		●	●		●	●	●							
Funding / Incentives to the districts		●		●	●	●								
What is needed to make the provincial support more effecti														
Nothing needed	●		●	●				●	●	●	●	●		●
Make regulations and by-laws		●			●	●							●	
Increase the authority of the province							●							
Coordination between the Province and the Center (MOEC/MORA)														
How is the province included in coordination between the center and the regions?														
Through National Musrenbang/Rembug Meetings		●				●								
Through socialization of programs			●											
Included in planning and implementation of programs					●		●			●	●			●
How often does the Province meet with the Center?														
Monthly or more frequently				●	●					●	●			
Annually						●								
Each quarter or half-hear			●				●							
Unscheduled/incidental	●	●						●						

Annex 3: Survey Results: The Perception of Province-level Officials concerning the Role of the Province (in Indonesian)

Topik diskusi dan Jawaban coded	Dinas Pendidikan Provinsi							Kanwil Kemenag						
	Aceh	North Sumatra	Banten	West Java	Central Java	Jawa Timur	South Sulawesi	Aceh	Sumatera Utara	Banten	Jawa Barat	Jawa Tengah	Jawa Timur	Sulawesi Selatan
Program peningkatan mutu guru														
Apakah diprogramkan di Renstra/Renja?														
Ada di Renstra dan Renja	●	●	●	●	●	●	●		●		●	●	●	
Ada di Renstra tidak ada di Renja														▲
Tidak ada di renstra maupun di Renja								✕						
Apa Programnya														
Kompetensi Guru		●	●	●	●	●	●		●		●	●	●	●
Kualifikasi Guru	●	●	●		●			●			●		●	
Kapasitas apa di Dinas yang harus ditingkatkan														
Tidak Ada/Tidak Tahu		✕		✕	✕	✕	✕			✕				✕
Kompentensi Guru	●		●					●			●	●	●	
Kapasitas Teknis Pelatihan Guru			●					●	●		●	●	●	
Koordinasi antara Dinas Pendidikan dan Kantor Wilayah Kementrian Agama														
Kerjasama (Implementasi Program)			●			●		●		●	●			
Koordinasi (Saling mengundang)	▲	▲					▲		▲					▲
Coordination (only disclosing planning activities)					▲							▲		
No coordination nor cooperation				✕									✕	
Distribusi Guru (Peraturan bersama lima menterl)														
Apakah diprogramkan di Renstra/Renja?														
Ada di Renstra dan Renja	●			●	●	●						●		●
Ada di Renstra tidak ada di Renja								▲					▲	
Tidak ada di renstra maupun di Renja		✕	✕				✕		✕	✕	✕			
Koordinasi dengan Kabupaten/Kota														
Pemetaan Kebutuhan (Kelebihan/Kekurangan) Guru							●							●
Rapat Koordinasi terkait Perber 5 Menteri	●					●								
Sosialisasi/Surat Edaran mengenai Perber 5 Menteri				●	●									
Belum Ada		✕	✕					✕	✕	✕	✕	✕	✕	
Kapasitas Apa yang Perlu Ditingkatkan														
Manajemen SDM Guru	●									●			●	
Pengembangan Regulasi Redistribusi Guru			●		●							●		
Pemetaan Kebutuhan (Kelebihan/Kekurangan) Guru				●		●		●			●			
Tidak Ada/Tidak Tahu		✕					✕		✕					✕
Pembinaan Sekolah (Akreditasi Sekolah)														
Masalah apa yang dihadapi dalam Akreditasi Sekolah														
Keterbatasan Sumber Daya untuk Akreditasi		●						●	●			●		
Kurangnya Persepsi Manfaat dari Akreditasi	●		●	●										
Mutu Sekolah/Madrasah yang masih rendah					●	●				●			●	
Sekolah/Madrasah perlu Pendampingan							●				●			●
Apa program untuk mendukung Akreditasi Sekolah?														
Memberikan Pendampingan bagi Sekolah/Madrasah										●	●		●	
Bekerja sama dengan BAP dan Menyiapkan Asessor			●	●					●					
Workshop dan Sosialisasi Terkait dengan Akreditasi		▲					▲					▲		
Koordinasi kegiatan Akreditasi	▲					▲								▲
Tidak Ada					✕			✕						

Topic of Discussion and Coded Answer	Dinas Pendidikan Provinsi							Kanwil Kemenag						
	Aceh	North Sumatra	Banten	West Java	Central Java	Jawa Timur	South Sulawesi	Aceh	Sumatera Utara	Banten	Jawa Barat	Jawa Tengah	Jawa Timur	Sulawesi Selatan
Pendataan/EMIS														
Sistem Pendataan EMIS apa yang digunakan di Dinas?														
DAPODIK	●	●	●		●									
PadatiWEB/NUPTK		●		●		●								
EMIS Kemenag								●	●	●	●	●	●	
Sistem EMIS Lainnya		●		●	●									
Apakah Dinas memperoleh Pelatihan?														
Ada		●	●			●		●	●	●	●		●	●
Ada, tapi Kurang				△								△		
Tidak	✕				✕		✕							
Apakah Dinas memiliki akses terhadap data?														
Ya	●	●	●	●		●	●		●	●		●	●	●
Ya, tapi Terbatas (tidak untuk semua data)					△			△			△			
Apakah Dinas menggunakan data tersebut untuk pengambilan keputusan?														
Sudah Digunakan	●	●	●		●	●			●	●	●			
Belum Digunakan				△			△	△				△	△	△
Kapasitas Apa dari Staff Pendataan yang perlu ditingkatkan?														
Kapasitas terkait teknis IT/Pendataan	●	●	●	●		●					●		●	
Kapasitas analisis/mengolah data menjadi Output					●			●		●		●		●
Tidak Ada							✕		✕					
Kapasitas Apa dari Pengambil Kebijakan yang perlu ditingkatkan?														
Kapasitas Pengambilan Keputusan Berbasis Informasi					●			●						●
Kapasitas Analisis atau Membaca Data	●		●	●						●	●			
Tidak Ada		✕				✕	✕		✕			✕	✕	
BOS Provinsi														
Apakah Ada BOS Provinsi?														
Ada BOS Provinsi				●	●		●				●	●		
Akan, tapi baru di Anggaran 2013			△											
Tidak Ada	✕	✕				✕		✕	✕	✕			✕	✕
Apakah mencakup Madrasah/Sekolah?				●	●						●	●		
Koordinasi Horizontal														
Pertemuan Terjadwal dengan Lembaga Horizontal														
Dinas/Kemenag Dengan SKPD Lain (BKD, BAPPEDA)				●							○	○		
Kemenag dengan Dinas atau Sebaliknya							◆			●	○	◆		
Dinas/Kemenag Dengan Dewan Pendidikan				○	●		○							
Dinas/Kemenag Dengan LSM				●			○							
Dinas/Kemenag Dengan Media					●							○		
Dukungan Provinsi kepada Kabupaten/Kota														
Program Dukungan Provinsi kepada Kabupaten/Kota														
Pengembangan Kapasitas Guru	●	●	●	●			●							
Sarana Prasarana		●	●		●	●	●							
Dana / Insentif ke Daerah		●		●	●	●								
Apa yang diperlukan agar Dukungan Provinsi lebih efektif														
Tidak Perlu	●		●	●				●	●	●	●	●		●
Membuat Peraturan dan Regulasi		●			●	●							●	
Peningkatan Kewenangan Provinsi							●							
Koordinasi Provinsi dengan Pusat (Kementerian)														
Bagaimana keterlibatan provinsi dalam koordinasi program pusat ke daerah														
Melalui Musrenbang/Rembug Nasional		●				●								
Dalam Sosialiasi Program			●											
Keterlibatan dalam Perencanaan/Implementasi					●		●			●	●			●
Seberapa sering Provinsi bertemu dengan Pusat														
Setiap Bulan atau Lebih Sering				●	●					●	●			
Setiap Tahun						●								
Setiap Triwulan/Semester			●				●							
Tidak Terjadwal/Insidental	●	●						●						