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



## **Collaborative District Governance and Management Needs Assessment—Cohort 2**

**17 September 2014**

This publication was produced for review by the United States Agency for International Development.  
It was prepared by RTI International.



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

## Collaborative District Governance and Management Needs Assessment – Cohort 2

Contract AID-497-C-12-00003

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USAID/Indonesia

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The author's views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.



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## Abbreviations, Acronyms, and Glossary of Terms

5K	Ketersediaan, Keterjangkauan, Kualitas, Kesetaraan, and Kepastian/Keterjaminan [a GOI term noted in the mission statement of MOEC's current strategic plan]
APBD	Regional Revenue and Expenditure Budget
APBN	National Revenue and Expenditure Budget
AusAID	Former Australian Agency for International Development; now Australian Aid under Department of Foreign Affairs and Trade [DFAT]
BAN	Badan Akreditasi Nasional (National Accreditation Board)
BAP	Badan Akreditasi Provinsi (Provincial School Accreditation Body)
BAPPEDA	Badan Perencanaan Pembangunan Daerah (Regional Development Planning Board)
BAPPENAS	Badan Perencanaan Pembangunan Nasional (National Development Planning Board)
BDK	Badan Daerah Keagamaan (Regional Religion Body—province-level training center for madrasah and religion teachers)
BERMUTU	Better Education through Reformed Management and Universal Teacher Upgrading [World Bank project]
BKD	Badan Kepegawaian Daerah (District Personnel Office)
BOS	Bantuan Operasional Sekolah (per capita school operation grants)
BOSDA	district regional BOS program
BSM	scholarships for poor students
CLCC	Creating Learning Communities for Children [UNICEF-UNESCO project]
D1	one-year diploma (D-I)
D2	two-year diploma (D-II)
D3	three-year diploma (D-III)
D4	four-year diploma (D-IV)
DAK	Dana Alokasi Khusus (Specific Allocation Funds)
DAPODIK	Data Pokok Pendidikan, MOEC's national web-based EMIS
DAPODIKDas	Basic Education Core Data System
DBE	Decentralized Basic Education Project
DC	District Coordinator (project position)
Dewan Pendidikan	District Education Council
Dinas	District or Provincial Government Office
Dinas Pendidikan	Education Office
DPRD	Dewan Perwakilan Rakyat Daerah (Local Legislature/Local Parliament)
EENET	Enabling Education Network
EFA	Education for All
EGRA	Early Grade Reading Assessment
EMIS	Education Management Information System
FGD/s	Focus Group Discussion/s
G&M	Governance and Management
GOI	Government of Indonesia
ICT	Information and Communication Technology
IDR	Indonesian rupiah

IR	Intermediate Result
K3S (or KKKS)	Kelompok Kerja Kepala Sekolah (School Principal Working Group—for primary schools)
Kabupaten	Regency
KCD	Kantor Cabang Dinas (Sub-district branch office of the District Education Office)
KKG	Kelompok Kerja Guru (Teacher Working Group—secular primary schools)
KKKS (or K3S)	Kelompok Kerja Kepala Sekolah (School Principal Working Group—for primary schools)
Kota	city or municipality
LAKIP	Annual Performance Report
LI	Lembar Individu (Individual Sheets used with PADATIWEB system)
LPMP	Lembaga Penjaminan Mutu Pendidikan (province level Quality Assurance Board)
LPTK	Lembaga Pendidikan Tenaga Kependidikan (teacher training institution)
M&E	Monitoring and Evaluation
Madrasah	Islamic school
MBE	Managing Basic Education
MBS	Manajemen Berbasis Sekolah (School-Based Management)
MENKO KESRA	Coordinating Ministry for People’s Welfare
MGMP	Musyawaharah Guru Mata Pelajaran (Subject Matter Teacher Discussion Group (for secondary school teachers, grouped by subject matter)
MOEC	Ministry of Education and Culture
MOHA	Ministry of Home Affairs
MONE	Ministry of National Education
MORA	Ministry of Religious Affairs
MSS	Minimum Service Standard, same as SPM in Bahasa Indonesia
Musrenbang	Development Planning Meeting
NC	North Carolina
NES	National Education Standards
NGO	Nongovernmental Organization
NSBA	National School Boards Association
OECD	Organisation for Economic Co-operation and Development
OVC	Orphans and Vulnerable Children program
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)
PC	Provincial Coordinator (project position)
PISA	Programme for International Student Assessment
PKB	Continuous Professional Development
PKBM	Community Teaching-Learning Centers
PKG	Penilaian Kinerja Guru (Teacher Performance Assessment)
PMPTK	Pusat Mutu Pendidik dan Tenaga Pendidikan (national level Center for Teachers and Education Personnel Quality)
PNS	civil servant teachers

PPG	Pendidikan Profesi Guru (Professional Teacher Education program—one year post-baccalaureate)
PPG	Penataan dan Pemerataan Guru (teacher distribution)
PPL	Teaching Practice/Practicum (practice teaching)
PRIORITAS	Prioritizing Reform, Innovation, and Opportunities for Reaching Indonesia’s Teachers, Administrators, and Students
PTK	Pendidik dan Tenaga Kependidikan (Teachers and Education Personnel)
Pusbangprodik	Pusat Pengembangan Keprofesian Pendidik (national level Center for Teacher Professional Development)
Puspendik	Pusat Penilaian Pendidikan (national level Education Assessment Center)
Renja	Rencana Kerja (Annual Education Work Plan)
Renstra	Rencana Strategis (Five-Year Education Development Plan)
RKS	Rencana Kerja Sekolah (School Medium-Term Work Plan)
RPJMD	Regional Medium-Term Development Plan
RPJMN	National Medium-Term Development Plan
RTI	Research Triangle Institute
S1	Bachelor’s Degree
S2	Master’s Degree
S3	Doctoral Degree
SBM	School-Based Management
SD	Sekolah Dasar (primary school)
SK	Surat Kuasa (official authorization letter from government)
SKPD	Salah Satu Dari Forum (District Government Department Forum)
SMA	Sekolah Menengah Atas (senior secondary school)
SMERU	An independent institution for research and public policy studies, based in Jakarta
SMK	Sekolah Menengah Kejuruan (vocational secondary school)
SMP	Sekolah Menengah Pertama (junior secondary school)
SPM	Standar Pelayanan Minimal (Minimum Service Standards)
SPTA/SPG	now defunct system for teacher training in specialized secondary schools
STR	Student-to-teacher ratio
TIMSS	Trends in International Mathematics and Science Study
TK	Taman Kanak-Kanak (kindergarten)
TOT	training of trainers/teachers
TTI	Teacher Training Institute
UKG	Teacher Competency Test
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations Children’s Fund
UPTD	Dinas Pendidikan sub-district branch offices
US/U.S.	United States
USAID	United States Agency for International Development
VA	Virginia
WAPIK	Forum for Good Education Practices and Information
WSD	Whole-School Development



## Executive Summary

The Prioritizing Reform, Innovation, and Opportunities for Reaching Indonesia's Teachers, Administrators, and Students (USAID PRIORITAS) project began in May 2012 with the objective of achieving expanded access to quality basic education in Indonesia. In the first year, the project worked with a cohort of 23 partner districts, and beginning in late 2013, added a second cohort of 20, bringing the total to 43 partner districts. Prior to the start of work with the new partner districts, USAID PRIORITAS conducted a collaborative capacity needs assessment of the 20 Cohort 2 partner districts. This assessment followed a similar assessment that had been conducted for Cohort 1 districts in late 2012. The 2013 capacity assessment was undertaken collaboratively with the districts during September–October. The objective was to assess the needs of the new partner district governments in relation to basic education governance and management. Results from the study will give input to project planning and help in achieving the project's wider objective. Following the initial collaborative assessment, specific reports were prepared for each district. A national level analysis of the report data was then conducted in the ensuing months. This Collaborative Governance and Management Needs Assessment—Cohort 2 report is the product of that analysis.

This study focuses particularly on district capacity in areas relevant to USAID PRIORITAS' objective: the improvement of teacher quality, education staff management (and particularly teacher distribution), and school and data management improvement for the purpose of planning and policy development.

The report assesses this capacity in the context of Indonesia's education system as a whole. The assessment began with a series of consultations with officials and stakeholders in partner provinces, districts, sub-districts, and schools. Government partners at the district and province level greatly appreciated the opportunity for consultation on their capacity development needs. However, in many cases they were unable to clearly articulate those needs. The initial study thus assessed the perceptions of key players rather than the actual identified needs. Nonetheless, the collaborative approach was appreciated, and while the needs may not have been well articulated, they were generally confirmed in the analysis presented in this report. To better understand the data collected—and to provide a more comprehensive basis on which to assess district capacity in the governance and management of basic education—a range of secondary sources were considered and a higher level analysis was conducted.

This study sets to answer the following question: What are the capacity development needs of Cohort 2 target districts in relation to USAID PRIORITAS? More detailed questions that were discussed in the assessment of each district and province, together with the short answers to these questions, are presented below.

*How is teacher quality improvement planned and implemented?*

As shown in international studies and from experience, teacher quality is a key factor in determining education outcome. Based on comparative international tests, results for Indonesia suggest that Indonesia's education system can benefit from improvement, as can the level of teacher quality. The average score of the teacher competency test conducted nationally by the Ministry of Education and Culture (MOEC) is 42.5%. Although policy and programs for teacher quality improvement exist at each level of government—central, provincial, and district—results of discussions with all education stakeholders at partner districts show that teacher quality improvement is not yet seen as a major need at the district level. Not all Cohort 2 partner districts have programs for teacher quality improvement. In fact, only nine out of the 20 Cohort 2 partner districts have included teacher

quality improvement programs as a priority program in their Regional Medium-Term Development Plan (RPJMD). Because the RPJMDs represent the work programs of the elected heads of regions, the non-inclusion of teacher quality improvement programs in their work plans show that attention to teacher quality is still lacking. However, in each district, there are teacher and school principal working groups for each level of education, and these working groups do constitute effective forums for improving teacher quality. The teacher groups are called Teacher Working Group (KKG) for primary school teachers and Subject Matter Teacher Discussion Group (MGMP) for junior secondary teachers. Meanwhile, school principals have a forum called the School Principal Working Group (Kelompok Kerja Kepala Sekolah [K3S]).

In general, the funding for teacher quality improvement is provided by the district Regional Revenue and Expenditure Budget (APBD), the province APBD, and the National Revenue and Expenditure Budget (APBN). Funding from the APBN is usually channeled through the Agency for Education Quality Assurance (LPMP), or as deconcentration funding through the province APBD. Although there are funding sources for training through APBD or APBN, training held at each working group is generally self-funded by the schools from School Operational Assistance (BOS) funds or by the teachers themselves. Programs at each KKG vary, depending on the strength of leadership in the school cluster, sub-districts, and schools. The role of Teacher Training Institutes (TTIs), which are providers of upgrading qualifications for teacher certification, needs to be strengthened to enhance teacher quality, as training held in working groups is not always well focused or based on needs. In fact, training is often criticized as being too theoretical and not sufficiently practical.

*How is teacher management and even distribution planned and implemented?*

The teaching force in Indonesia could benefit from being better managed, as it currently suffers from an oversupply and uneven distribution of teachers. The national Five-Minister Joint Decree, issued in 2011, obliges districts and provinces to undertake a redistribution of teachers to achieve even distribution. The Decree aims at teachers' management, in terms of quality and quantity, so that education can be provided evenly at all schools. Although the Decree has been in force since 2011, not all districts have implemented it. Some districts that have done so have limited implementation to teacher transfers, without considering teacher distribution or quality.

The uneven distribution of teachers is reflected in some schools having an excess of teachers, while some schools are short of teachers. Schools that are short of teachers in general provide poor education and are located in rural areas, while schools with an excess of teachers are located in urban areas. The number of excess teachers in Indonesia is reflected by the student-to-teacher ratio. The national average student-to-teacher ratio at primary schools is 16 and at junior secondary schools it is 13. The National Education Standard determines that there must be one teacher for each class. However, many schools have an excess of teachers. The standard teaching workload in Indonesia is 24 hours a week. Minimum service standards (MSS) specify a maximum of 32 students per class for primary schools and 36 students per class for junior secondary schools. Using these standards as the basis, many schools have an excess of teachers.

The main problem is an uneven distribution of teachers, which is the case in all districts. Teacher excess, in general, occurs in schools with a small number of students (below the MSS number), which clearly shows that teacher management is not yet effective in the districts. Contributing factors to this problem are inadequate data management, rigid national regulations, and standard practices that do not promote local solutions to the staffing of schools at rural and remote areas. In general, districts do not seem to be aware of the details of the problem and the need for assistance to analyze data and seek policy solutions.

*Is current school supervision already effective for supporting school quality improvement?*

Districts do not yet play an effective role in supporting whole-school development, particularly in relation to teacher distribution, teacher quality improvement, and management of education resources, including management of resources funded by APBN, the province APBD and district APBD, as well as community contributions.

The districts need capacity building in bottom-up planning, program formulation, and coordination with provinces and other institutions to achieve a more integrated approach. School supervisors need continuous professional development to enhance their capacity as mentors in school development. A merit-based promotion system, to ensure that only the best able personnel become school supervisors, would also help. USAID PRIORITAS can support this agenda by helping districts to be more skillful and strategic in undertaking planning and program formulation to support schools—particularly for teacher distribution, teacher quality improvement, student tracing, and channeling of funds to schools based on local needs. These approaches will depend on the willingness of districts to develop new approaches and policies that, to a certain degree, depend on local political factors.

In addition, USAID PRIORITAS can assist in providing training to develop the capacity of school supervisors and school leadership as facilitators in supporting schools in the implementation of school-based management and active-learning approaches.

*Is there a district BOSDA or province BOSDA program to support better school operations?*

Not all districts and provinces provide additional funding for operational costs to each school in their regions. Only eight districts of the 20 Cohort 2 partner districts have a district regional BOS (BOSDA) program, while only four provinces provide a province BOSDA program. Only one province, namely South Sulawesi Province, with four partner districts, implements an integrated BOSDA program. The South Sulawesi Governor-elect has instituted a free education program for South Sulawesi. To support this program, additional BOS funds are required for schools. These funds are provided by shared contribution: 40% from the provincial APBD and 60% from districts' APBD. Meanwhile, only two other provinces (Aceh and West Java) provide BOSDA programs independently to districts, despite there being no district-level BOSDA programs.

Although the amount of BOSDA funds received by schools is smaller than the central government BOS payment, it still helps schools to overcome problems in education operational costs. BOSDA funding may be more effective if its uses are different than those for the central BOS fund. In several districts and provinces, for example, BOSDA funding is not given to madrasah (Islamic schools), while in several other district and provinces, it is only given to state madrasah. Only a few districts and provinces provide BOSDA both for state and for private madrasah.

*Does Dinas Pendidikan (Education Office) implement inclusive schools?*

Under national law, the inclusive education program currently remains the program of the provincial Education Office (Dinas Pendidikan). Only seven out of 20 Cohort 2 partner districts have already implemented inclusive education. Meanwhile, some of the remaining districts have not done so because the programs are still at the planning stage or because no special needs students have been identified. Some of those districts have not given answers to the question regarding inclusive education. The lack of answers may possibly be due to districts' lack of information or lack of understanding about what inclusive education means. Inclusive education is currently implemented by the Provincial Dinas Pendidikan and is limited to one or two schools in each district. The financing of these inclusive schools is mostly still borne by the provincial governments, although district governments also participate in the financing. Meanwhile, the Dinas Pendidikan of each district selects the school that serves as an inclusive school.

*Do these schools implement school-based management (SBM), and how does the district support implementation of SBM at schools?*

Transferring some of the authority for education management to schools is one aspect of education decentralization. To manage this authority, schools need to implement an SBM approach that involves school principals, teacher councils, and all stakeholders. SBM has not been fully implemented by all schools and is not fully understood at the district level. District governments' support for SBM implementation has not been complete because the Dinas Pendidikan does not yet typically have adequate capacity or understanding of SBM, which is also reflected by the nonexistence of SBM supervision teams at the district level. Implementation of SBM at schools has only been partial, not comprehensive, particularly where community participation has been limited to a formality.

USAID PRIORITAS has the opportunity to implement good practices in developing SBM at schools. In implementing SBM at a school, the project must first look at the school and its needs as a whole, and therefore the need for whole-school development. Such development involves all elements related to the school, both internally and externally, through the community surrounding the school.

*How do districts use MOEC's national web-based EMIS (DAPODIK)<sup>1</sup> in formulating policies?*

Districts are already using the new online basic education data collection system called Basic Education Core Data (DAPODIKDas). DAPODIKDas is a centralized system; schools can directly enter data into MOEC's server at the central government level. The new system has an advantage because it contains data for all key aspects of education management, namely for students, teachers, and schools. Although this data collection is implemented nationally, the data are not fully utilized by districts for education development at district level because districts do not have easy access to the data; capacity improvement is needed to enable them to use that data. Some districts obtain school data the conventional way, by collecting a monthly report from each school, which is submitted to Dinas Pendidikan through the school supervisor. Meanwhile, in several districts the offices of the Ministry of Religious Affairs (MORA) use their own separate and independent database for madrasah data.

MOEC is faced with several challenges in implementing their new system. The issue is that the system requires a very heavy work load to enter the school-level preliminary data. In addition, as was the case with the previous Education Management Information System (EMIS), the main problem lies in data not being used systemically at the lower levels in the education system. Data entered at school level goes directly into the DAPODIKDas server at MOEC, meaning that the districts do not have access to the data unless they request it from the central level or from the schools. Meanwhile, schools never use their own data. As such, they do not value the data, which results in the entered data being of poor quality, often inaccurate, and incomplete.

A similar situation occurs at district and province levels, where Dinas Pendidikan has access only to aggregate data. This kind of data is not useful for projections, need-based planning, or policy development.

Districts (and provinces) need to build capacity to enable them to use data more effectively for planning and policy development. Such capacity improvement involves the use of simple data analysis approaches that can give meaning to data and assist districts in using it for practical purposes such as planning for teacher redistribution, improving teacher quality, or providing school support (as explained above). Such capacity building would need to include training for data management, information and communication technology (ICT) skills, and data analysis.

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<sup>1</sup> The DAPODIK (Data Pokok Pendidikan) system collects basic education data.

*What is the district Dinas Pendidikan's view on the coordination role undertaken by the province?*

The provinces have an education budget that originates from the province's revenue as well from deconcentration funds from the central government. Activities and programs financed from the province APBD take place in the districts. Therefore, the implementation requires good coordination with each district. Coordination between province and district Dinas Pendidikan starts with program planning, both for annual as well as for medium-term programs. Coordination for annual program planning usually takes place during the development planning meeting (Musrenbang), which is held once a year. In developing province education policy, the provincial Dinas Pendidikan coordinates with the districts to determine education development needs from each district. Both during the Musrenbang, as well as in other coordination meetings, each district presents a proposal for its own needs.

Although coordination, including the Musrenbang, is conducted for policy and planning, not all policy, plans, and activities are relevant to the needs in each district. Province programs or activities that are not relevant to district needs occur because of the limited dialogue during coordination meetings as well as the differences in province and district viewpoints. Most coordination meetings, including the annual Musrenbang, are still very traditional and top-down in nature.

*Is coordination between Dinas Pendidikan and other agencies or institutions managed well?*

One district planning mechanism is the District Government Department (SKPD) Forum. One of the SKPD forums coordinated by BAPPEDA is the SKPD Forum for People's Welfare, in which education is included. Formal coordination between SKPDs is set to occur once a year during the Musrenbang, when the annual programs/activities of each SKPD are discussed under the coordination of BAPPEDA. In general, coordination with the Dinas (district office) occurs incidentally. Incidental coordination takes place according to needs, is unscheduled, and occurs quite frequently. Such incidental coordination takes place whenever additional coordination is required outside of the scheduled coordination. Coordination between the SKPD and the District Head often takes the form of issuing directions, which occurs once a week after the Monday morning flag hoisting ceremony at the office of the Regent/Mayor. Meanwhile, a routine coordination session between the SKPD is held once a year, during the district Musrenbang, to develop annual programs. Coordination between the Education SKPD and DPRD usually occurs once a year for the purpose of budget discussions. Further coordination between Dinas Pendidikan and DPRD is usually incidental in nature.

## Ringkasan Eksekutif

Proyek USAID PRIORITAS dimulai Mei 2012 dengan tujuan untuk meningkatkan akses terhadap pendidikan dasar yang berkualitas di Indonesia. Pada tahun pertama, Proyek USAID PRIORITAS bermitra dengan 23 kabupaten kohor 1. Pada akhir tahun 2013, kohor kedua mulai dengan 20 kabupaten mitra, sehingga semuanya menjadi 43 kabupaten mitra. Sebelum melaksanakan kegiatan di kabupaten mitra yang baru, dilakukan analisa kebutuhan pada 20 kabupaten mitra kohor 2. Analisa kebutuhan ini sama dengan analisa kebutuhan yang dilakukan di 23 kabupaten mitra kohor 1 pada bulan September – Oktober 2012. Tujuannya adalah untuk menilai kebutuhan pemerintah kabupaten mitra baru dalam kaitannya dengan tata kelola dan manajemen pendidikan dasar. Hasil analisa kebutuhan ini merupakan masukan terhadap perencanaan proyek dan membantu mencapai tujuan proyek yang lebih luas. Laporan ini merupakan gabungan dari hasil analisa terhadap semua data dari kabupaten mitra kohor 2.

Studi ini berfokus terutama pada kapasitas daerah dalam bidang yang relevan dengan tujuan USAID PRIORITAS: peningkatan kualitas guru, manajemen tenaga kependidikan (dan terutama penyebaran guru), perbaikan manajemen sekolah dan manajemen data untuk perencanaan dan pengembangan kebijakan.

Laporan ini menilai kapasitas dalam konteks sistem pendidikan Indonesia secara keseluruhan. Penilaian dimulai dengan serangkaian konsultasi dengan para pejabat dan pemangku kepentingan di sekolah, kecamatan dan kabupaten/kota mitra. Mitra pemerintah di tingkat kabupaten dan provinsi sangat menghargai kesempatan untuk berkonsultasi tentang kebutuhan pengembangan kapasitas mereka. Namun, dalam banyak hal mereka tidak dapat mengutarakan dengan jelas apa kebutuhan mereka sebenarnya. Karena itu, studi awal ini hanya menilai persepsi pemain kunci daripada kebutuhan yang sebenarnya. Meskipun demikian, pendekatan kolaboratif dihargai, dan walaupun kemungkinan kebutuhan belum diutarakan dengan baik, kebutuhan ini pada umumnya terkonfirmasi dalam analisis yang disajikan dalam laporan ini. Dalam rangka memahami data yang dikumpulkan dan untuk memberikan dasar yang lebih komprehensif dalam penilaian kapasitas kabupaten/kota dalam tata kelola dan manajemen pendidikan dasar, berbagai sumber sekunder juga dipertimbangkan dan analisa tingkat tinggi juga dilakukan.

Studi ini dilakukan untuk menjawab pertanyaan berikut: Apa kebutuhan pengembangan kapasitas kabupaten/kota mitra kohor 2 dalam kaitannya dengan USAID PRIORITAS? Pertanyaan-pertanyaan yang lebih rinci dibahas dalam penilaian di setiap kabupaten dan provinsi, bersama dengan jawaban singkat untuk pertanyaan-pertanyaan ini tercantum di bawah ini.

*Bagaimana peningkatan mutu guru direncanakan dan dilaksanakan?*

Penelitian internasional dan pengalaman menunjukkan bahwa kualitas guru merupakan faktor kunci dalam menentukan hasil pendidikan. Berdasarkan perbandingan tes internasional, hasil tes untuk Indonesia menunjukkan bahwa sistem pendidikan Indonesia perlu ditingkatkan, demikian juga dengan mutu gurunya. Nilai rata-rata pada uji kompetensi guru yang diselenggarakan Kemdikbud secara nasional adalah 42,5%. Kebijakan dan program peningkatan kualitas guru ada pada semua jenjang mulai dari pemerintah pusat hingga ke provinsi dan kabupaten/kota. Namun, hasil diskusi dengan semua pemangku kepentingan pendidikan di kabupaten/kota mitra menunjukkan bahwa peningkatan kualitas guru belum menjadi kebutuhan utama di kabupaten/kota. Belum semua kabupaten mitra kohor 2 mempunyai program peningkatan mutu guru, bahkan hanya 9 dari 20 kabupaten/kota mitra kohor 2 yang sudah memasukkan program peningkatan mutu guru sebagai program prioritas dalam Rencana Pembangunan Jangka Menengah Daerah (RPJMD) mereka. RPJMD merupakan program kerja kepala daerah yang terpilih. Tidak adanya program peningkatan mutu guru dalam rencana kerja mereka menunjukkan masih kurangnya perhatian terhadap kualitas guru. Namun demikian, di setiap

kabupaten/kota terdapat kelompok kerja guru dan kepala sekolah pada setiap jenjang pendidikan. Kelompok kerja ini merupakan forum yang sangat efektif untuk peningkatan kualitas guru saat ini. Kelompok kerja guru ini disebut KKG (Kelompok Kerja Guru) untuk tingkat SD, dan Musyawarah Guru Mata Pelajaran (MGMP) untuk tingkat SMP. Sementara itu kepala sekolah mempunyai forum yang dinamakan Kelompok Kerja Kepala Sekolah (K3S).

Pada umumnya, sumber dana untuk peningkatan kualitas guru disediakan oleh APBD kabupaten/kota, APBD Provinsi, dan juga dari APBN. Dana APBN biasanya disalurkan melalui Lembaga Penjaminan Mutu Pendidikan (LPMP) atau melalui dana dekonsentrasi yang masuk dalam APBD Provinsi. Meskipun ada sumber dana pelatihan baik melalui APBD maupun APBN, umumnya pelatihan yang berlangsung di masing-masing kelompok tersebut di atas didanai oleh sekolah melalui dana BOS dan guru sendiri. Program pada kelompok kerja guru sangat bervariasi dan tergantung besarnya peran kepemimpinan dalam sekolah, gugus sekolah, dan kecamatan. Peranan Lembaga Pendidikan Tenaga Kependidikan (LPTK), yang mempunyai peran utama sebagai penyedia peningkatan kualifikasi untuk sertifikasi guru harus diperkuat untuk meningkatkan kualitas guru karena program di LPTK tidak selalu mempunyai fokus yang baik atau berbasis kebutuhan. Pendidikan guru sering dikritik karena terlalu teoritis dan tidak cukup praktis.

*Bagaimana penataan dan pemerataan guru direncanakan dan dilaksanakan?*

Tenaga guru di Indonesia belum dikelola dengan baik sehingga terjadi kelebihan guru dan distribusi yang tidak merata. Surat Keputusan Bersama 5 Menteri (SKB 5 Menteri) mengharuskan kabupaten/kota dan provinsi untuk melakukan distribusi ulang guru agar tercapai distribusi yang seimbang. Tujuan SKB 5 Menteri adalah untuk menata guru, baik kualitas dan kuantitas, sehingga pelayanan pendidikan dapat merata pada semua sekolah. Meskipun SKB 5 Menteri ini sudah terbit tahun 2011, belum semua kabupaten melaksanakannya. Bagi yang sudah, pelaksanaan hanya sebatas pada mutasi guru dan belum memperhatikan sebaran guru serta kualitasnya.

Kondisi distribusi guru saat ini masih belum merata, hal ini ditunjukkan dengan beberapa sekolah kelebihan guru, sedangkan beberapa sekolah lain kekurangan guru. Sekolah yang kekurangan guru umumnya belum mampu memberikan pelayanan pendidikan yang baik dan kebanyakan sekolah ini berada di kawasan rural, sementara sekolah yang kelebihan guru berada di kawasan pusat perkotaan. Jumlah kelebihan guru di Indonesia dapat dilihat dari rasio siswa guru. Rasio rata-rata siswa dan guru secara nasional di SD adalah 1:16, sedangkan di SMP rata-rata 1:13. Standar Pendidikan Nasional menyebutkan bahwa perlu ada satu guru untuk setiap rombongan belajar, namun banyak sekolah yang jumlah gurunya lebih. Standar beban mengajar guru di Indonesia adalah 24 jam. Standar pelayanan minimal (SPM) menyatakan jumlah siswa per kelas adalah 32 untuk SD dan 36 siswa untuk SMP. Berpatokan pada SPM ini, kebanyakan sekolah mengalami kelebihan guru.

Masalah utamanya adalah tidak meratanya distribusi guru yang terjadi di semua kabupaten/kota. Kelebihan jumlah guru umumnya terjadi pada sekolah dengan jumlah siswa yang sedikit (dibawah angka SPM). Hal ini jelas menunjukkan bahwa manajemen guru di kabupaten/kota belum efektif. Permasalahan ini muncul dari pengelolaan data yang tidak bagus, peraturan nasional yang kaku dan praktik yang tidak mendorong solusi lokal untuk kepegawaian untuk sekolah di pedesaan dan sekolah di lokasi terpencil. Kabupaten/kota umumnya tidak tahu sejauh mana masalahnya dan bantuan apa yang diperlukan untuk analisa data dan mencari solusi kebijakan.

*Apakah pembinaan sekolah saat ini sudah efektif untuk menunjang peningkatan mutu sekolah?*

Kabupaten/kota belum memainkan peran yang efektif dalam mendukung pengembangan sekolah secara terpadu, terutama dalam kaitannya dengan penyebaran guru, peningkatan kualitas guru dan manajemen sumber daya pendidikan, termasuk pengelolaan sumber daya yang didanai dari APBN, APBD provinsi dan APBD kabupaten/kota dan kontribusi masyarakat.

Kabupaten/kota membutuhkan pengembangan kapasitas dalam perencanaan yang bersifat *bottom-up*, pengembangan program dan koordinasi dengan provinsi dan lembaga lain untuk mencapai pendekatan yang lebih terpadu. Pengawas sekolah perlu pengembangan profesional yang berkelanjutan untuk meningkatkan kapasitas mereka sebagai mentor bagi pengembangan sekolah. Sebuah sistem promosi berbasis prestasi untuk memastikan bahwa personil yang paling mampu menjadi pengawas juga akan membantu. USAID PRIORITAS dapat mendukung agenda ini dengan membantu kabupaten/kota untuk menjadi lebih terampil dan strategis dalam melaksanakan perencanaan dan mengembangkan program untuk mendukung sekolah - terutama dalam kaitannya dengan penyebaran guru, peningkatan kualitas guru, pelacakan siswa dan penyaluran dana ke sekolah-sekolah berdasarkan kebutuhan setempat. Semua pendekatan ini akan tergantung pada komitmen dan kesediaan kabupaten/kota untuk mengembangkan pendekatan baru dan kebijakan, yang sedikit banyaknya akan tergantung pada faktor-faktor politik setempat.

Selain itu, USAID PRIORITAS dapat membantu melalui pelatihan untuk mengembangkan kapasitas pengawas sekolah dan kapasitas kepala sekolah dalam kepemimpinan sekolah untuk mendukung sekolah dalam melaksanakan manajemen berbasis sekolah dan pendekatan pembelajaran aktif.

*Apakah ada program BOSDA ataupun BOS provinsi yang menunjang operasional sekolah yang lebih baik?*

Belum semua kabupaten/kota dan provinsi memberikan tambahan biaya operasional ke setiap sekolah di wilayahnya. Hanya ada 8 kabupaten/kota dari 20 kabupaten/kota mitra kohor 2 yang memiliki program BOSDA Kabupaten/kota, sementara itu hanya ada 4 provinsi yang menyelenggarakan BOSDA Provinsi. Hanya ada satu provinsi, yaitu Provinsi Sulawesi Selatan dengan 4 kabupaten mitra dari provinsi tersebut yang menyelenggarakan program BOSDA terpadu. Gubernur terpilih Sulawesi Selatan memiliki program pendidikan gratis di Sulawesi Selatan. Untuk mendukung program tersebut maka harus ada penambahan BOS untuk sekolah. Dana ini merupakan kontribusi dari berbagai sumber: 40% dari APBD Provinsi dan 60% dari APBD Kabupaten. Sementara itu, dua provinsi lainnya (Aceh dan Jawa Barat) memiliki program BOSDA provinsi yang mandiri dan memberikannya kepada kabupaten mereka meskipun kabupaten/kota tidak memiliki BOSDA.

Meskipun nilai BOSDA provinsi yang diterima oleh sekolah lebih kecil daripada yang diterima dari BOS Pusat, BOSDA tetap dapat membantu sekolah mengatasi permasalahan pembiayaan operasional pendidikan. BOSDA akan lebih efektif jika peruntukannya berbeda dari BOS Pusat. Pada beberapa kabupaten/kota dan provinsi, BOSDA tidak diberikan kepada madrasah, sementara di beberapa kabupaten/kota dan provinsi lain, BOSDA hanya diberikan kepada madrasah negeri. Hanya beberapa kabupaten/kota dan provinsi yang memberikan BOSDA kepada madrasah negeri maupun swasta.

*Apakah Dinas Pendidikan sudah menerapkan sekolah inklusi?*

Menurut undang-undang nasional, program pendidikan inklusi saat ini masih merupakan program dari Dinas Pendidikan Provinsi. Hanya 7 dari 20 kabupaten/kota mitra kohor 2 yang sudah menerapkan pendidikan inklusi. Kabupaten lain belum melaksanakan pendidikan inklusi karena programnya masih pada tahap perencanaan atau karena belum ada siswa berkebutuhan khusus yang telah teridentifikasi. Terdapat juga beberapa kabupaten yang tidak memberikan tanggapan terhadap pertanyaan pendidikan inklusi. Kurangnya tanggapan mungkin disebabkan karena kurangnya informasi atau kurangnya pemahaman kabupaten terhadap pendidikan inklusi. Pendidikan inklusi yang saat ini diselenggarakan oleh Dinas Pendidikan Provinsi hanya terbatas pada satu atau dua sekolah saja pada setiap kabupaten/kota. Pembiayaan sekolah inklusi tersebut mayoritas masih oleh pemerintah provinsi, walaupun pemerintah kabupaten/kota juga ikut mendukung pembiayaannya. Pemilihan sekolah inklusi dilakukan oleh Dinas Pendidikan masing-masing kabupaten/kota.

*Apakah sekolah-sekolah telah menerapkan Manajemen Berbasis Sekolah (MBS) dan bagaimana dukungan kabupaten terhadap penerapan MBS di sekolah?*

Sebagai bagian dari desentralisasi pendidikan adalah pelimpahan sebagian wewenang pengelolaan pelayanan pendidikan ke sekolah. Untuk mengelola pelimpahan kewenangan pengelolaan pelayanan pendidikan di sekolah, sekolah harus melaksanakan MBS yang melibatkan kepala sekolah, dewan guru, dan semua pemangku kepentingan. Penerapan MBS ini belum sepenuhnya dilaksanakan oleh setiap sekolah, bahkan tidak sepenuhnya dipahami pada tingkat kabupaten/kota. Dukungan dari pemerintah kabupaten/kota untuk pelaksanaan MBS ini masih belum sepenuhnya karena kapasitas dan pengetahuan tentang MBS belum dipahami oleh Dinas Pendidikan. Hal ini ditunjukkan dengan belum adanya tim pembinaan MBS di tingkat kabupaten/kota. Pelaksanaan MBS di sekolah masih parsial, belum menyeluruh, terutama di sekolah yang partisipasi masyarakatnya masih sebatas formalitas saja.

USAID PRIORITAS berpeluang untuk menerapkan praktik yang baik dalam mengembangkan MBS di sekolah. Dalam menerapkan MBS, USAID PRIORITAS harus memperhatikan sekolah dan kebutuhannya secara utuh, dengan demikian pengembangan sekolahnya menyeluruh. Pengembangan sekolah secara menyeluruh ini yang melibatkan semua unsur yang terkait dengan sekolah, baik internal sekolah maupun masyarakat di sekitar sekolah.

*Bagaimana kabupaten/kota menggunakan Data Pokok Pendidikan (DAPODIK) dalam menformulasi kebijakan?*

Kabupaten/kota saat ini sudah menggunakan sistem pendataan pendidikan dasar yang baru yang bersifat *online*. Sistem ini dinamakan DAPODIKDas. Sistem ini merupakan pendataan pendidikan dasar yang terpusat, dari sekolah langsung masuk ke server Kemdikbud di pusat. Sistem yang baru ini memiliki keuntungan karena berisi data tentang semua aspek kunci dari manajemen pendidikan, yaitu: siswa, guru, dan sekolah. Meskipun pendataan ini bersifat nasional, pendataan ini belum sepenuhnya dimanfaatkan oleh kabupaten/kota untuk pengembangan pendidikan di kabupaten/kota itu sendiri, karena kabupaten/kota tidak mendapatkan akses terhadap data tersebut dan juga tidak ada peningkatan kapasitas untuk kabupaten/kota tentang bagaimana memanfaatkan data tersebut. Sebagian kabupaten/kota dalam mendapatkan data sekolah masih secara klasik, yaitu dengan mengumpulkan laporan bulanan dari setiap sekolah yang diserahkan ke Dinas Pendidikan melalui pengawas sekolah. Sementara itu, di beberapa kabupaten/kota, Kantor Kemenag bergerak sendiri untuk menggunakan *database* mereka yang terpisah dan independen untuk data madrasah.

Kemdikbud menghadapi beberapa masalah dalam pelaksanaan sistem baru. Masalah utama adalah bahwa sistem ini membutuhkan beban kerja yang sangat berat untuk memasukkan data awal di tingkat sekolah. Seperti EMIS sebelumnya, masalah utama adalah bahwa data tidak digunakan di tingkat bawah secara tersistem. Data yang dimasukkan pada tingkat sekolah akan langsung masuk ke server Dapodikdas di Kemdikbud, sehingga kabupaten/kota tidak memiliki data tersebut kecuali minta ke pusat atau ke sekolah. Sementara itu sekolah tidak pernah menggunakan data mereka sendiri, sehingga mereka tidak menghargai data, yang akibatnya kualitas datanya buruk, sering tidak akurat dan tidak lengkap.

Hal yang sama terjadi di tingkat kabupaten/kota dan provinsi. Dinas Pendidikan memiliki akses terhadap data hanya dalam bentuk agregat. Ini berarti bahwa data tersebut tidak ada gunanya untuk proyeksi, perencanaan berbasis kebutuhan atau penyusunan kebijakan.

Kabupaten/kota (dan provinsi) perlu meningkatkan kapasitas agar mereka mampu menggunakan data lebih efektif untuk perencanaan dan penyusunan kebijakan. Peningkatan kapasitas ini meliputi penggunaan analisis data yang sederhana sehingga data menjadi signifikan dan bantuan kepada kabupaten/kota agar mereka dapat menggunakan data untuk tujuan praktis, seperti perencanaan untuk redistribusi guru, peningkatan kualitas guru atau dukungan sekolah (seperti dijelaskan di atas).

Peningkatan kapasitas seperti ini termasuk pelatihan manajemen data, keterampilan TIK dan analisis data.

*Bagaimana pandangan Dinas Kab/Kota terhadap peran koordinasi yang dilakukan oleh provinsi?*

Provinsi memiliki anggaran pendidikan baik yang bersumber dari pendapatan provinsi maupun yang berupa dana dekonsentrasi. Pelaksanaan kegiatan dari program yang didanai dari APBD Provinsi berada pada wilayah kabupaten/kota, sehingga dalam pelaksanaannya memerlukan koordinasi yang baik dengan masing-masing kabupaten/kota. Frekuensi koordinasi antara Dinas Pendidikan provinsi dan kabupaten kota diawali dengan penyusunan program, baik program tahunan maupun program jangka menengah. Koordinasi untuk penyusunan program tahunan biasanya dilaksanakan dalam musrenbang yang dilaksanakan setahun sekali. Dalam menyusun kebijakan pendidikan provinsi, Dinas Pendidikan provinsi melakukan koordinasi dengan kabupaten/kota untuk menyerap kebutuhan pengembangan pendidikan dari setiap kabupaten/kota. Baik dalam musrenbang maupun dalam koordinasi yang lain, kabupaten/kota hanya menyampaikan usulan kebutuhan yang diperlukan oleh masing-masing kabupaten.

Meskipun telah dilakukan musrenbang atau koordinasi baik dalam penyusunan kebijakan maupun program/kegiatan, tetap saja ada kegiatan-kegiatan yang masih belum relevan dengan kebutuhan pengembangan pendidikan di kabupaten/kota masing-masing. Tidak relevannya program/kegiatan provinsi dengan kabupaten/kota disebabkan karena terbatasnya dialog dalam rapat koordinasi dan juga terjadinya perbedaan sudut pandang antara provinsi dan kabupaten/kota. Kebanyakan pertemuan koordinasi, termasuk Musrenbang yang diadakan setiap tahun, masih sangat tradisional dan bersifat 'top-down'.

*Apakah koordinasi antara Dinas Pendidikan dan dengan lembaga/instansi lain berjalan baik?*

Forum Satuan Kerja Perangkat Daerah (SKPD) merupakan suatu mekanisme perencanaan di kabupaten/kota. Salah satu dari forum SKPD yang dikoordinasikan oleh Bappeda adalah forum SKPD Kesejahteraan Rakyat yang didalamnya termasuk pendidikan. Secara pasti koordinasi resmi antar SKPD terjadi setahun sekali dalam musrenbang, karena pada saat itu dibahas program/ kegiatan tahun dari setiap SKPD yang dikoordinasikan oleh Bappeda. Pada umumnya koordinasi yang terjadi antar dinas bersifat insidental. Koordinasi insidental ini dilakukan sesuai dengan kebutuhan, tidak terjadwal, dan cukup sering dilaksanakan. Koordinasi insidental ini adalah keperluan koordinasi tambahan yang diperlukan di luar jadwal koordinasi. Koordinasi antara SKPD dan kepala daerah yang biasanya bersifat pengarahan umumnya dilakukan seminggu sekali setelah upacara hari Senin pagi di kantor bupati/walikota. Koordinasi antara SKPD yang secara pasti dilaksanakan setahun sekali adalah dalam rangka Musrenbangda untuk penyusunan program tahunan. Koordinasi SKPD Pendidikan dan DPRD biasanya minimal setahun sekali untuk keperluan pembahasan anggaran. Koordinasi selanjutnya antara Dinas Pendidikan dan DPRD lebih banyak yang bersifat insidental.

## **I Foreword**

The initial condition of Dinas Pendidikan and related institutions needs to be mapped in each USAID PRIORITAS partner district, to enable the needs for development to be identified in detail, particularly those needs that are related to the project's focus, both at school and district levels. Identifying the needs for district capacity development is important because in the past, when technical assistance given to districts was not in line with the actual needs of the particular district, results have been poor.

The challenge lies in how to achieve a shared understanding of district capacity development needs between Dinas Pendidikan and USAID PRIORITAS. Synergy is very important, so that a relatively small program can still have strong leverage in improving the quality of education provision in each district. Crucial is that, although the resources of local government as well as USAID PRIORITAS are limited, the results of this cooperation should be optimal.

### **I.1 Objective**

In general, the objective of the district capacity assessment activity for Cohort 2 is to determine the common ground between the Dinas Pendidikan capacity development needs and the focus of USAID PRIORITAS. Specifically, this capacity assessment has the following objectives:

1. To identify the capacity development needs of schools and the district Dinas Pendidikan that are relevant to the USAID PRIORITAS program;
2. To identify the coordination system existing in the district, both horizontally (between the Dinas Pendidikan and BKD, MORA, and DPRD) and vertically (with the lower level, schools, and the upper level: provincial Dinas Pendidikan and LPMP); and
3. To identify the initial condition of various key indicators that is relevant to the USAID PRIORITAS program.

### **I.2 Methodology**

#### **I.2.1 Data collection**

This district capacity assessment was conducted by the project provincial teams through discussions with stakeholders, including government staff and school-level personnel. This discussion method was selected to ensure that the assessment process assisted stakeholders, the governments, and schools to assess their own capacities.

The provincial and district project teams involved in this assessment comprised the Governance and Management (G&M) Specialist, Whole-School Development (WSD) Specialist, Monitoring and Evaluation (M&E) Specialist, Provincial Coordinator (PC), and District Coordinator (DC). The project teams collected data through focus group discussions (FGDs). Group discussions were conducted for approximately two hours with each group, including the facilitator's introduction and guidance to the discussion. The main facilitators of the FGDs were the PC, G&M Specialist, WSD Specialist, and M&E Specialist, with the assistance of each DC.

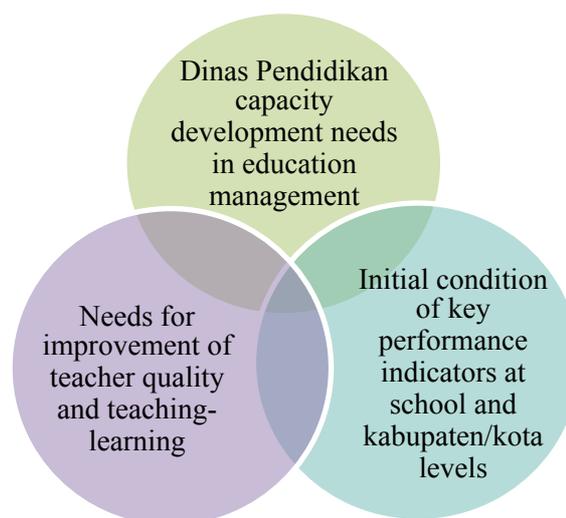
Two FGDs were conducted in each district. The first group included education providers (comprising Dinas Pendidikan, district MORA offices, school elements, and supervisors), and the second group comprised education stakeholders (BAPPEDA, DPRD, BKD, and Dewan Pendidikan). Each group comprised 8 to 12 participants, with the following details:

1. Education Provider Group
  - a. Dinas Pendidikan: Head/Secretary of Dinas, Head of Basic Education Unit, Head of Program Sub-Unit, Head of Basic Education Personnel Sub-Unit, staff responsible for handling data
  - b. MORA Office: Head of Madrasah Education Unit and staff who are responsible for handling data
  - c. Coordinators of primary school (sekolah dasar [SD]) and junior secondary school (sekolah menengah pertama [SMP]) supervisors
  - d. Heads of SDs and SMPs.
2. Education Stakeholder Group
  - a. DPRD: Chairman and one member of the Education Commission
  - b. BAPPEDA: Head of Social and Culture Unit and Head of Education Sub-Unit
  - c. BKD: Head of Data Unit and Head of Personnel Movement Unit
  - d. Dewan Pendidikan: Chairman and one member of management.

### 1.2.2 Meetings to introduce USAID PRIORITAS

This study used the Rapid Assessment Method for data collection, in addition to interviews and FGDs, which were also integrated with a project socialization or initial introduction to USAID PRIORITAS. One of the days during the assessment process was used for a meeting with district-level decision makers and stakeholders. The objective of this meeting was to introduce USAID PRIORITAS and to present the initial findings of the assessment, with attention placed on inter-component activity integration as depicted in **Figure 1** below.

**Figure 1: Inter-component activity integration**



The agenda of each FGD meeting included the following:

1. A short introduction to USAID PRIORITAS; and
2. Discussion about the district's/province's main priorities, plans, budget allocations, and other commitments to support project implementation.

### 1.2.3 Data collection and analysis

Data collection and analysis proceeded as noted below:

1. Data were collected in the form of handwritten notes on a pre-designed instrument, which were then entered into a simple electronic format for analysis.
2. The instrument was tested by members of the Jakarta team, who joined in the data collection process at a pilot kabupaten.
3. Based on this initial data, the Jakarta team developed a general coding system to enable analysis of qualitative data.
4. Data and FGD reports were sent to Jakarta, and national-level analysis was conducted.

### 1.2.4 Results

Results from the study indicated that districts face serious capacity development needs in various fields, including capacities for managing data effectively for planning purposes, for managing teachers and other resources, and for developing policies.

Based on informal feedback received during the meetings, it was clear that the consultative approach was appreciated by district and province officers. Many indicated that they very much appreciated the opportunity to discuss capacity development needs at the initial stage of the project for Cohort 2. Many also indicated that the process was very positive and that they were thankful for the opportunity to join with stakeholders from different agencies to jointly discuss the capacity development needs in policy, governance, and management.

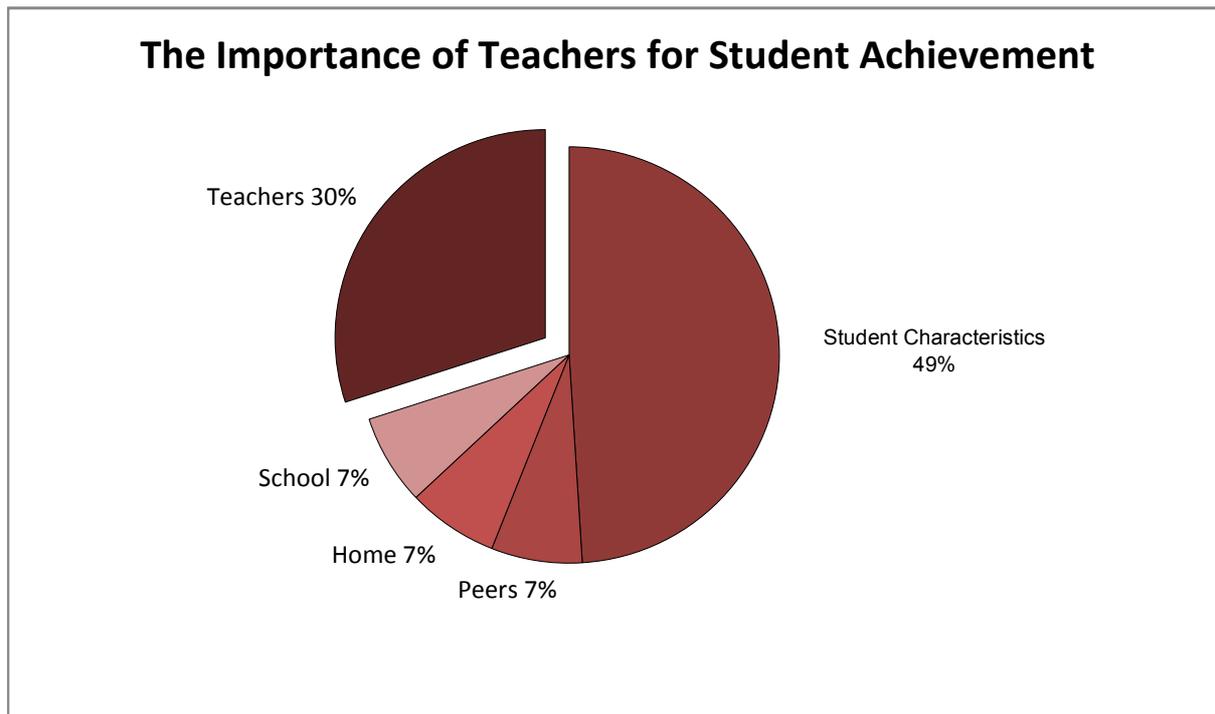
The key findings of the study are discussed in the following sections of this report.

## 2 Teacher Quality Improvement

The need for teacher quality improvement is widely acknowledged in Indonesia, as the professional competency of teachers is a big problem. Successive development programs have aimed at the introduction of an active teaching and learning approach and teacher quality improvement, which is one of the national government priorities. At an international level, teacher quality is acknowledged to be the most significant factor in determining the success of education, after the individual student factors and family characteristics.

The following **Figure 2** illustrates the results of one meta-study that found that teacher quality is the key determinant in student achievements.

**Figure 2: The importance of teachers for student achievement**



Based on research by Professor John Hattie from the University of Auckland, who used meta-analysis to estimate the overall effect on student achievement by the above factors.

Source: The World Bank, 2011.

This report section discusses current programs and approaches to teacher quality improvement. District and province capacities to support the development and implementation of the teacher quality improvement program are considered in this context.

## **2.1 National Policy Framework for Teacher Quality Improvement**

### **2.1.1 Teacher quality improvement needs**

Two objective measurements highlight the need for teacher quality improvement in Indonesia. Although they cannot be considered comprehensive or completely accurate as indicators of teacher quality, both are relevant however. These two measurements are (1) academic qualifications, and (2) professional competency, measured under the new assessment of teacher competency.

Although efforts have been made to improve teacher qualifications (and their competency) through the National Teacher Certification Program, there are still many lower quality teachers in Indonesia. Less than 50% of teachers currently hold level-4 (four-year [D4]) diplomas or bachelor's degrees (S1 degrees). This situation becomes more alarming when viewed from the perspective of the school level. Less than 25% of primary school teachers have D4 or S1 degrees. Meanwhile, the average score in the teacher competency test (UKG) conducted in 2012 was 42%. These conditions are depicted in **Figure 3** below.

**Figure 3: Teacher quality and results of teacher competency test (2012)**

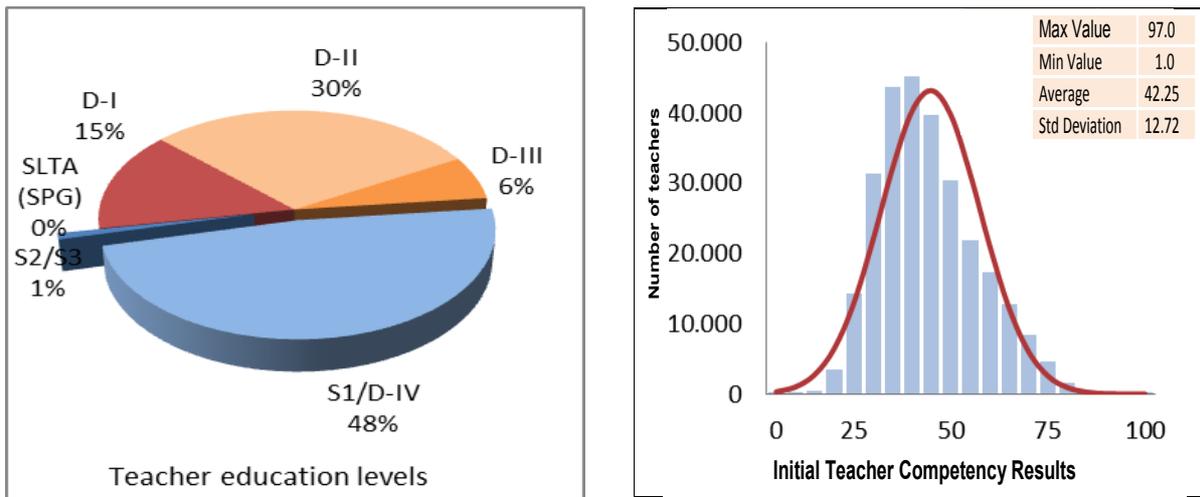


Figure 3a: Teacher Quality

Figure 3b: Results of Teacher Competency Test

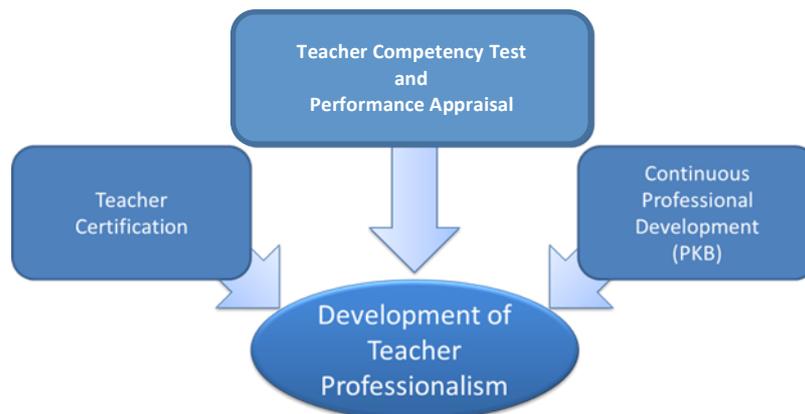
Source: MOEC 2012.

Note: SPTA (SPG) = now defunct system for teacher training in specialized secondary schools; D-I = one-year diploma (D1); D-II = two-year diploma (D2); D-III = three-year diploma (D3); D-IV = four-year diploma (D4); SI = Bachelor's Degree; S2 = Master's Degree; S3 = Doctoral Degree.

### 2.1.2 The continuing professional development model for teachers—national perspective

Currently MOEC is developing a Continuous Professional Development (PKB) approach for teachers and teaching personnel. The first step in the implementation of this model currently involves assessment and mapping of teachers' competency. The Teacher Competency Test (UKG) and the Teacher Performance Assessment (PKG) form the basis for mapping teachers' competency; more specifically, there are two sets of competencies: pedagogic competency and professional competency (subject matter knowledge). The development model based on this approach is depicted in **Figure 4**.

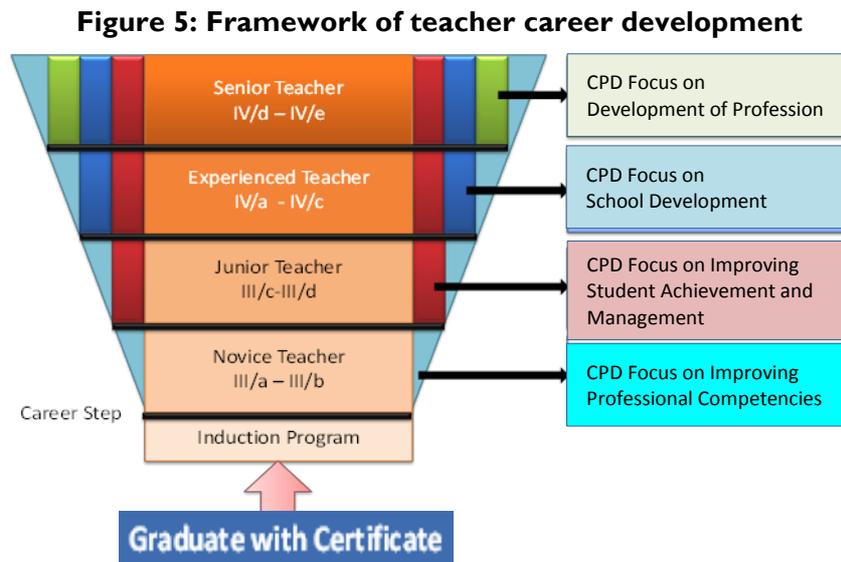
**Figure 4: Teacher Professional Development Model**



Source: Center for Teacher Professional Development, MOEC, 2012.

As depicted in **Figure 5** below, the professional development approach is designed for a teacher career structure: Level 1, novice teacher; Level 2, junior teachers; Level 3, experienced teacher; and

Level 4, senior teachers. This approach to career development focuses on integrated, continuous professional development.



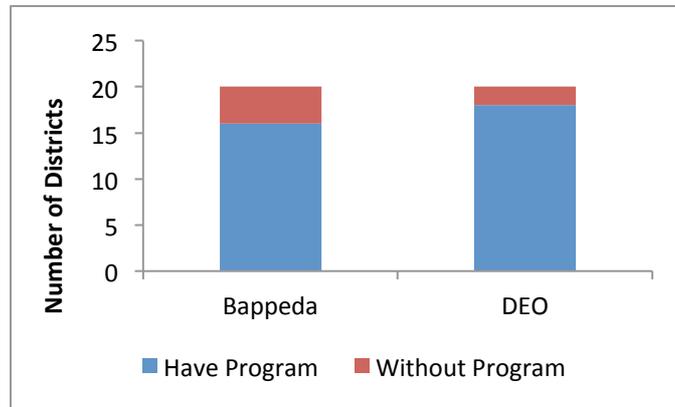
Source: Center for Teacher Professional Development, MOEC, 2012.

## 2.2 District Teacher Quality Improvement Programs

The national and regional governments have an obligation to provide the budget for improving the academic qualification and certification of teachers who are appointed by schools operated by the government, regional governments, and the community. This is established in Article 13 Paragraph (1) of Law no. 14, 2005, regarding Teachers and Lecturers. Therefore, district administrations are responsible for, and should ensure implementation of, the teacher quality improvement program in each district.

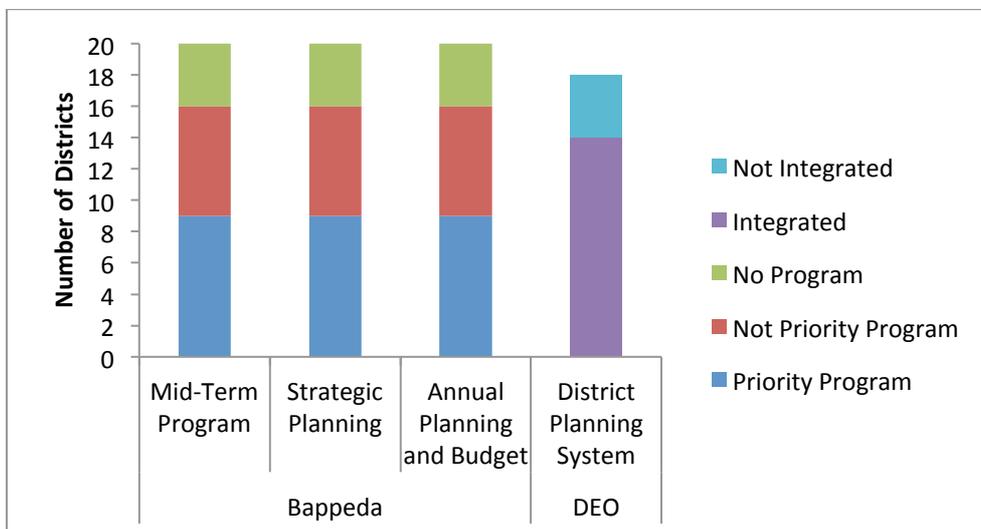
Based on the assessments conducted in 20 Cohort 2 partner districts, not all Dinas Pendidikan have teacher quality improvement programs. There are still two districts which stated that they did not have such a program. When the same question was asked of BAPPEDA representatives as stakeholders in education provision, four districts stated that they did not yet have a teacher quality improvement program (see **Figure 6**).

**Figure 6: District Education Office and District Planning Board (BAPPEDA) regarding District Teacher Quality Improvement Programs (at 20 USAID PRIORITAS partner districts, 2013)**



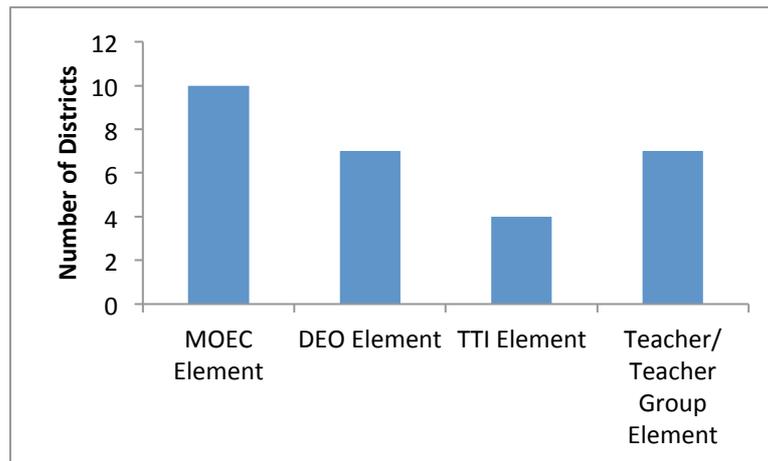
All Dinas Pendidikan stated that the teacher quality improvement program is a priority. However, BAPPEDA was not of the same opinion. Only nine districts stated that the teacher quality improvement program was a priority program in their RPJMDs. Of the remaining districts, seven stated that it is not a priority, while four did not provide any information; the possible explanation being that either no representatives attended the FGD, or that BAPPEDA staff who attended were not the relevant persons (see **Figure 7**).

**Figure 7: Teacher quality improvement program in regional planning system**



Teacher training at the district level also involves various parties, including MOEC agencies, different district- and province-level offices, TTIs, and teachers. Within one district, two or three agencies may be involved in teacher training. In general, the parties involved are shown in **Figure 8**.

**Figure 8: Parties involved in training**

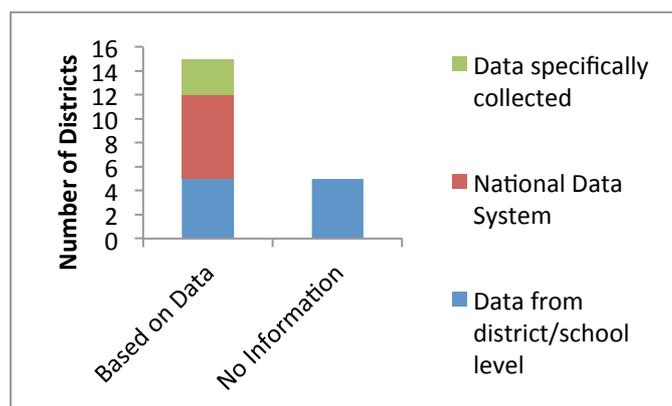


The District Personnel Office (BKD) is another training agency that works on teacher quality improvement. The BKD's main task is to improve the quality of government personnel, including teachers. Unfortunately, coordination between Dinas Pendidikan and BKD in improving teacher quality has not been effective to date, and the division of responsibilities between BKD and Dinas Pendidikan for teacher quality improvement is not yet clear. However, the assessment results did not indicate involvement of BKD in teacher quality improvement in Cohort 2 districts. The BKD representatives who participated in the assessment did not appear to understand their office's role in efforts to improve teacher quality.

However, three models of cooperation between Dinas Pendidikan and BKD are evident from the study: (1) Dinas Pendidikan conducts the teacher training, and BKD conducts the education staff training; (2) the division of who trains is based on number of days; for example, district Dinas Pendidikan conducts training of three or fewer days, while BKD conducts activities of four or more days; and (3) the division of who trains is also based on the title of the training activities; BKD conducts those that are classified as "education and training," while Dinas Pendidikan conducts other forms of training, such as socialization and technical assistance.

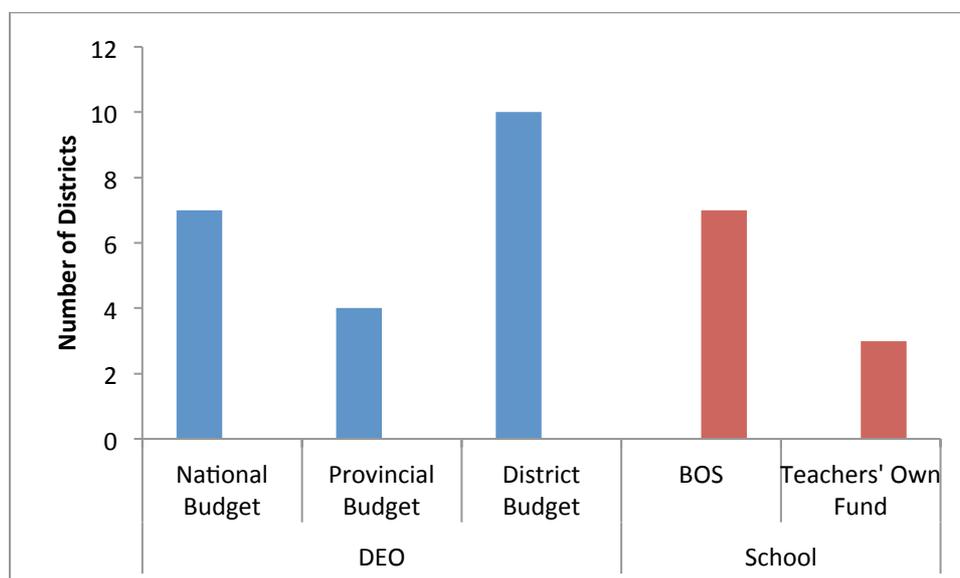
Teacher quality improvement programs ideally should be part of a comprehensive system that includes improvement of teaching and learning in classrooms. Therefore, a data analysis process is required to ensure that the training is in line with the needs of teachers and students and will thus have a good outcome. In implementing teacher quality improvement, Dinas Pendidikan should undertake a teacher training needs analysis. Of the 20 Cohort 2 districts, 15 undertake teacher training needs analysis based on collected data. Of these, seven districts use the national data collection system for analyzing training needs. No information was available on whether any data are collected or analyzed in the other districts (see **Figure 9**).

**Figure 9: Sources of information for training plan**



The majority of funding for in-service training comes from the district APBD. In addition, six districts reportedly obtain funding from the province APBD, and four districts reported that they also obtained funding from the national budget, APBN. The districts that have received APBN funds are those that participated in the World Bank-funded Better Education through Reformed Management and Universal Teacher Upgrading (BERMUTU) project. Meanwhile, school staff and teachers reported that some training is funded by the schools from central BOS funds, as well as self-funded by some of the teachers themselves. Self-funded training activities include the KKG/MGMP activities. Sources of funds for teacher training are shown in **Figure 10**.

**Figure 10: Funding sources for training**



Note: Teachers' Own Fund = certified teachers receive a professional allowance from the national government. Teachers are required to spend at least 10% of this allowance on their own professional development.

### 2.3 Teacher Quality Improvement Programs in KKG/MGMP

The Teacher Working Group (KKG) and Subject Matter Teachers' Meeting (MGMP) are the main vehicles for teachers' professional development; each comprises a number of teachers from a number of schools. The KKG, which is for primary teachers, is based on a school cluster system,

while the MGMP groups the junior-secondary teachers according to their teaching subject and meets at the district level. The KKG and MGMP programs are basically the main activity in the effort to improve teachers' competency and professionalism. There are three types of programs that can be designed as activities at the KKG and MGMP, namely general programs, core programs (routine and development programs), and supporting programs.

The KKG and MGMP Development Teams are expert groups at the national, province, or district level, with members comprising elected class teacher representatives (for KKG) and elected subject matter teacher representatives (for MGMP), elected school principals, elected school supervisors, LPMP facilitators, Teacher and Education Staff Development and Empowerment Center (P4TK) trainers, lecturers (TTIs/universities), and instructors (trained by P4TK or within the Creating Learning Communities for Children [CLCC] program, Managing Basic Education [MBE] and Decentralized Basic Education [DBE] programs, programs developed by USAID, Australian Aid [AusAID], and others), plus structural and non-structural officers for related subjects.

The success of the primary level KKGs is mostly because they are based in school clusters. They are a key to MOEC's strategy for in-service teacher training, and they play a very important role at the district as well as at the school levels. Their effectiveness and the details of their programs vary significantly. The effectiveness of school clusters and the working group system depends very much on the quality of leadership at the local level. This leadership can come from school principals, supervisors, or heads of sub-district branch offices of the District Education Office (KCD).

Nevertheless, the KKG is a very suitable forum for in-service teacher training. International research supports the idea of a "community of practice" for professionals.<sup>2</sup> Improvements to schools and the education systems require a structural development, wherein teachers and schools can support one another at the local level. In the Indonesian collectivist culture context, this "communities of practice" approach is arguably even more relevant. Teachers tend to choose to learn and adopt new practices in groups.

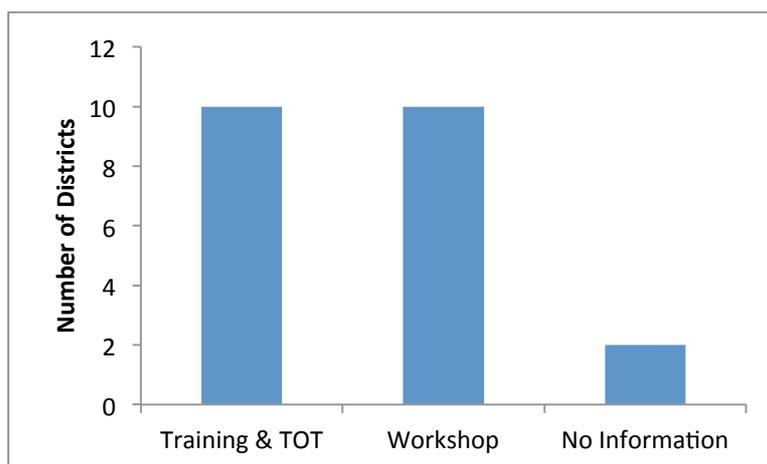
The MGMP operate in separate groups for each subject. However, unlike the primary school system that operates in small local groups, most MGMP are based at the district level and, theoretically, they cover all junior secondary schools in the district. Because most kabupaten cover large areas, often only teachers from those schools that can easily access the capital city of the district actively participate in the MGMP activities. Therefore, to increase access for teachers in remote schools, several kabupaten have split their MGMP to sub-regions (called sub-rayon).

Teacher quality improvement activities conducted in the 20 Cohort 2 partner districts include training, training of trainers/teachers (TOT), and workshops. Only one of the sample districts, Kabupaten Langkat in North Sumatra, does not involve the KKG/MGMP/KKKS in its program of activities for teacher quality improvement. However, only 16 districts reported on how the teacher working groups are involved. Kabupaten Wonosobo, Kabupaten Lumajang, and Kabupaten Toba Samosir did not state the types of involvement. The KKG/MGMP involvement is presented in **Figure 11**.

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<sup>2</sup> Lave, J. & Enger, E. (1991). *Legitimate Peripheral Participation*. Cambridge: Cambridge University Press.  
Wenger, E., McDermott, R., Snyder, W. M. (2002). *Cultivating Communities of Practice*. Boston: Harvard Business School Press.

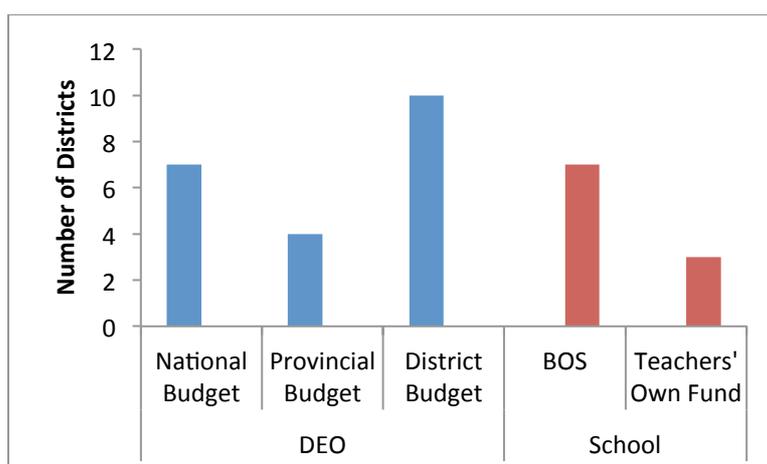
**Figure 11: Types of activities for teacher quality improvement that involve KKG/MGMP**



Funding is an important factor in successfully implementing KKG and MGMP programs. A number of funding sources can be used: member dues, school BOS funds, APBN, APBD, Komite Sekolah/Dewan Pendidikan, sub-district Dinas Education offices, district/province Dinas Pendidikan offices, LPMP, P4TK, related Directorates, independent donors, industry, cooperation partners, community, or sponsors. In accordance with the regulations (Standard Operating Procedure), funds obtained by KKG and MGMP can be used to finance routine as well as development activities.

According to Dinas Pendidikan, most districts support teacher quality improvement programs that involve KKG/MGMP/KKKS through district APBD, province APBD, and APBN. Seven districts reported that the working groups are financed through self-funding from school BOS funds. Three districts reported that the activities are financed through self-funding by individual teachers that attend the activities. The composition of funding sources for teacher training involving MGMP/KKG is depicted in **Figure 12**.

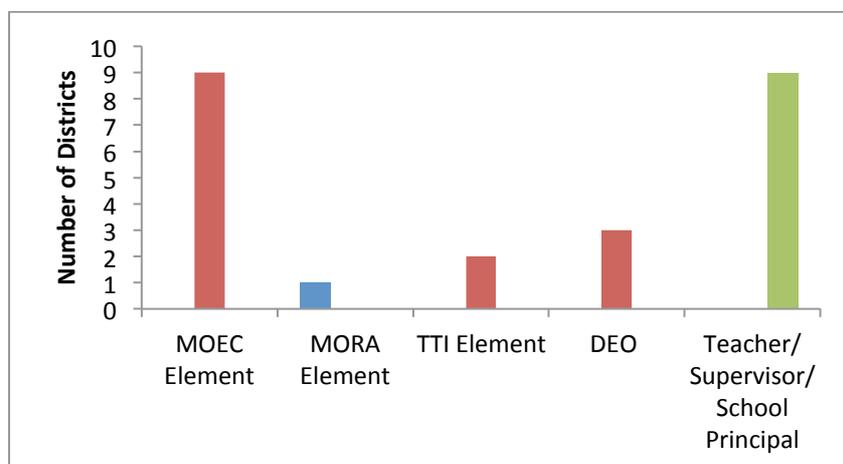
**Figure 12: Funding sources used by MGMP/KKG in teacher quality improvement activities**



MOEC, MORA, supervisors, teachers, and TTI are involved in teacher quality improvement through KKG/MGMP/KKKS. The role of BKD, whose main task is to improve the quality of government personnel, including teachers, does not appear in the figure because participants in the focus group

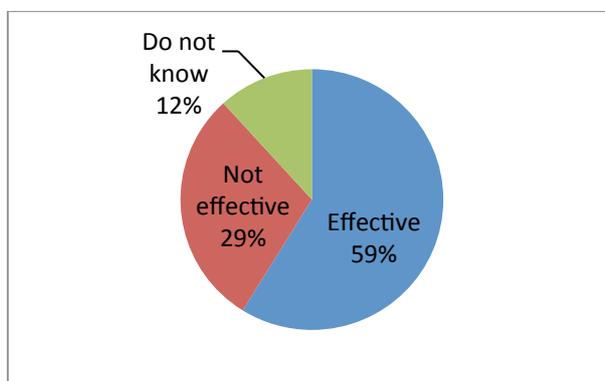
discussions did not regard BKD activities as related to quality improvement of teachers. The composition of elements involved in teacher training is shown in **Figure 13**.

**Figure 13: Elements involved in KKG/MGMP/KKKS activities**



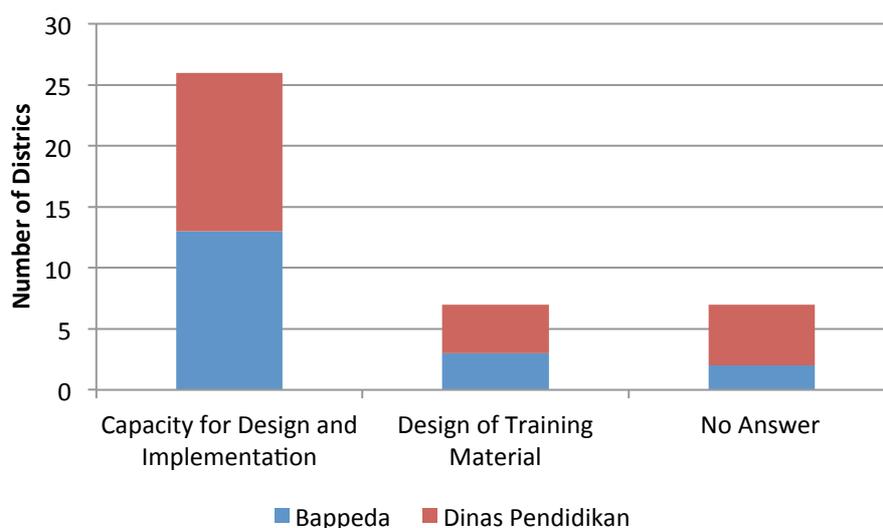
In relation to the effectiveness of KKG/MGMP in supporting teacher quality improvement, most districts reported that they are effective. Five districts reported that they are not effective, while two did not answer/did not know. Participants' answers are depicted in **Figure 14**.

**Figure 14: Perceived effectiveness of KKG/MGMP in supporting teacher quality improvement**



Most of the Dinas Pendidikan and BAPPEDA representatives reported that they need capacity development in the design and implementation of training. A small number stated that the required capacity is for designing training materials. The capacity development needs are shown in **Figure 15** below.

**Figure 15: Capacity development required by districts for teacher quality improvement**



## 2.4 Summary

Teacher quality is the key determinant of education success. The need for teacher quality improvement is acknowledged in Indonesia and programs exist at each level in the system, from the national policy framework to individual schools, and from teacher working groups to individual teachers. In this context, the role of TTIs is very important at each level, both for pre- and in-service training. It will be important to further involve TTIs in the capacity development process to ensure that efforts for improving teacher quality are integrated, mutually supporting, and sustainable.

Teacher quality would benefit from USAID PRIORITAS focusing particularly on efforts at kabupaten/kota and province levels while still maintaining coordination with national agencies, specifically Pusbangprodik under the National Office for Human Resource Development (Badan). The GOI acknowledges the important role of teacher working groups in this process, and USAID PRIORITAS supports cooperation with TTIs, provinces, districts, and agencies such as LPMP and BDK, for providing training to teacher working groups through the existing system.

By assisting districts, provinces, TTIs, and related agencies in identifying and analyzing the need for teacher quality improvement and by using separate data for highlighting differences in the needs of various regions and groups, USAID PRIORITAS can assist decision-makers in making better plans and providing targeted teacher quality improvement programs.

Attention should be given to several important points about teacher quality improvement that resulted from the assessment of the 20 Cohort 2 partner districts, specifically:

1. Although the main task of BKD is to increase the quality of government personnel, including teachers, the assessment found no evidence of BKD's role in teacher quality improvement programs.
2. There is not yet a common perception between district BAPPEDA and Dinas Pendidikan in relation to teacher quality improvement programs. According to BAPPEDA, less than 50% of districts include teacher quality improvement as a priority. As a result, there is a need for a more intensive approach so that teacher quality improvement programs also become a priority for BAPPEDA.

3. According to BAPPEDA and Dinas Pendidikan, the capacity required by district governments is mostly the capacity for designing and implementing training. The other capacity development need relates to the designing of training materials.

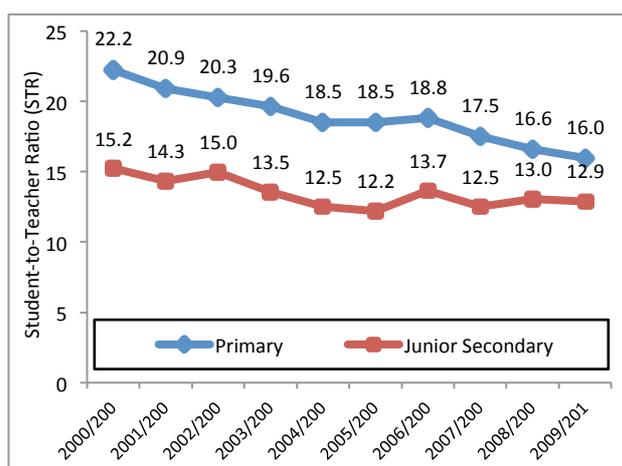
### 3 Personnel Management

In addition to teacher quality, a big challenge facing Indonesia's education system is the need for more efficient planning and management of the teaching work force. Simply put, Indonesia has far too many teachers, but these are unevenly distributed, causing some schools to experience a shortage and others an excess of personnel. In this section, this problem is discussed from various viewpoints: class size and student-to-teacher ratio, teacher distribution, human resource planning, optimization of teacher supply, and redistribution of teachers. Other related issues will also be considered: time spent on task, teacher absenteeism, and transfer of key personnel. In this context, the district's capacity in teacher management is taken into consideration and recommendations are made.

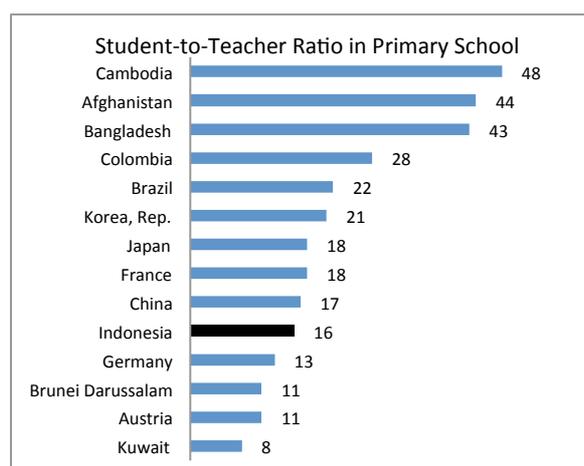
#### 3.1 Student-to-Class Teacher Ratio

In 2010, the number of teachers in Indonesia totaled over three million, from kindergarten teachers (Taman Kanak-Kanak [TK]) up to senior secondary school (Sekolah Menengah Atas [SMA]) and vocational secondary school (Sekolah Menengah Kejuruan [SMK]) levels. The number of teachers continues to increase; however, this increase is not proportional to the increase in number of students. The overall student-to-teacher ratio continues to drop. Meanwhile, in comparison with advanced and other developing countries, the student-to-teacher ratio in Indonesia is relatively low. The **Figure 16** graph on the left shows the decline in student-to-teacher ratio in Indonesia in the past 10 years, while the **Figure 16** graph on the right compares student-to-teacher ratios in primary school in a number of countries.

**Figure 16: Student-to-teacher ratios**



Source: MOEC, 2011



Source: UNESCO, 2011

Logically, the lower the student-to-teacher ratio, the better the teaching-learning management: a teacher in a small class is better able to handle all students and give more attention to each child. However, the evidence that correlates class size with student learning achievement is weak.<sup>3</sup> In some contexts, there is good evidence that show smaller classes and low student-to-teacher ratio raise performance, particularly in early grade classes.<sup>4</sup> However, most of these studies have been conducted in the context of advanced countries such as the United States of America and not in a developing country like Indonesia.

One measurement of education achievement is the Program for International Student Assessment (PISA) test in which Indonesia participates. In the 2012 PISA test results for three main subject areas, Indonesia ranks 64th for math, 64th for science, and 60th for reading, from a total of 65 participating countries. Compared to South Korea, which has a much higher average student-to-teacher ratio (21 for Korea, compared to 16 for Indonesia), Korea's results on the PISA test are far better, ranking 5th, 7th, and 5th for the tested subject areas. Results of this test show that in terms of the teaching-learning model necessary for students to achieve good scores on the PISA test, a larger class size is not disadvantageous.

However, caution must prevail in drawing conclusions from this test. It should be noted that international tests such as PISA are not necessarily valid measurements for learning achievement for all types of schools and systems. Factors such as teacher quality, culture, learning style, curriculum, and pedagogy play important roles, as well as class size and student-to-teacher ratio. Meanwhile, for lack of other international indicators, the PISA result for Indonesia shows that something seems amiss in the Indonesian school system, which has almost 50% more teachers per student than South Korea, but where the learning outcome is far lower (as measured in the test) compared to South Korea and other countries. Simply put, decision-makers in developing countries such as Indonesia have the choice between (1) smaller class sizes with a large number of lower paid, lower quality teachers or (2) larger class sizes with fewer teachers, but where teachers are of higher quality and receive higher pay. Several studies find that the second choice results in better student achievement. In general, it is concluded that the teacher quality factor is more important when compared with the class size factor.<sup>5</sup> Indonesia has invested much to improve teacher quality and income level; however, the country has not made an effort to reduce the number of teachers. Nevertheless, the real problem in Indonesia is not class size or student-to-teacher ratio, but rather teacher distribution. The statistic of the average student-to-teacher ratio is not relevant at the district level when teachers are not evenly distributed.

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<sup>3</sup> A comprehensive study by Whitehurst and Chingos (2011) found that: "Class-size reduction has been shown to work for some students in some grades in some states and countries, but its impact has been found to be mixed or not discernable in other settings and circumstances that seem similar. It is very expensive. The costs and benefits of class-size mandates need to be carefully weighed against all of the alternatives when difficult decisions must be made."

Whitehurst, G. J., & Chingos, M. M. (2011, May 11). *Class Size: What Research Says and What It Means for State Policy*. [Paper] Washington, DC: The Brown Center on Education Policy at Brookings. Retrieved from <http://www.brookings.edu/research/papers/2011/05/11-class-size-whitehurst-chingos>

<sup>4</sup> See "Research Findings" in National School Boards Association (NSBA). (2005) *Class size and student achievement: Research review*. Alexandria, VA: Center for Public Education. Retrieved from <http://www.centerforpubliceducation.org/Main-Menu/Organizing-a-school/Class-size-and-student-achievement-At-a-glance/Class-size-and-student-achievement-Research-review.html> .

<sup>5</sup> See, for example, Woessmann, L., & West, M. R. (2006). Class-Size Effects in School Systems around the World: Evidence from Between-Grade Variation in TIMSS. *European Economic Review*, 50(3): 695–736, cited in Whitehurst and Chingos (2011, May 11). Retrieved from <http://www.brookings.edu/research/papers/2011/05/11-class-size-whitehurst-chingos> .

## 3.2 Teacher Distribution

In 2013, USAID PRIORITAS conducted an analysis of teacher distribution (Penataan dan Pemerataan Guru [PPG]) in 20 Cohort I partner districts. The analysis used indicators such as the number of students per class and number of teachers per class, where one primary class should have one class teacher. This number is based on the Indonesian Basic Education Minimum Service Standards (MSS).<sup>6</sup> **Figure 17**, further below, illustrates the issue with the number of teachers. **Table 1** below shows that a majority of schools have a student-to-teacher ratio that lies below the MSS level of 32 students per class, while the student-to-teacher ratio is mostly in the range of 16–24 students per class (32.27%). Meanwhile, the percentage of schools that meet the MSS standard is only 0.31%. In relation to adequate number of teachers, **Table 2** shows that many schools, around 85.89%, have an oversupply of class teachers based on the number of classes, with a ratio of 1.01 to 2. Meanwhile, schools with the same number of class teachers and classes, namely with a ratio of class teacher-to-class of 1, is 3.41%.

**Table 1: Student-to-teacher ratio at Cohort I partner districts**

School Type	Student-to-Teacher Ratio						
	≤ 8	8–16	16–24	24–32	32 (MSS)	32–40	> 40
State	3.04%	20.06%	30.91%	25.11%	0.26%	11.29%	3.52%
Private	0.41%	1.12%	1.36%	1.57%	0.05%	0.89%	0.40%
<b>Grand Total</b>	<b>3.45%</b>	<b>21.18%</b>	<b>32.27%</b>	<b>26.68%</b>	<b>0.31%</b>	<b>12.18%</b>	<b>3.92%</b>

Source: USAID PRIORITAS

Meanwhile, in Kabupaten Banjarnegara, the ratio between civil servant (PNS) teachers and non-PNS teachers is 61% to 39%. Honorarium-based teachers are appointed by each respective school, with their honoraria paid from central BOS funds that the schools received.

**Table 2: Class teacher-to-class ratio**

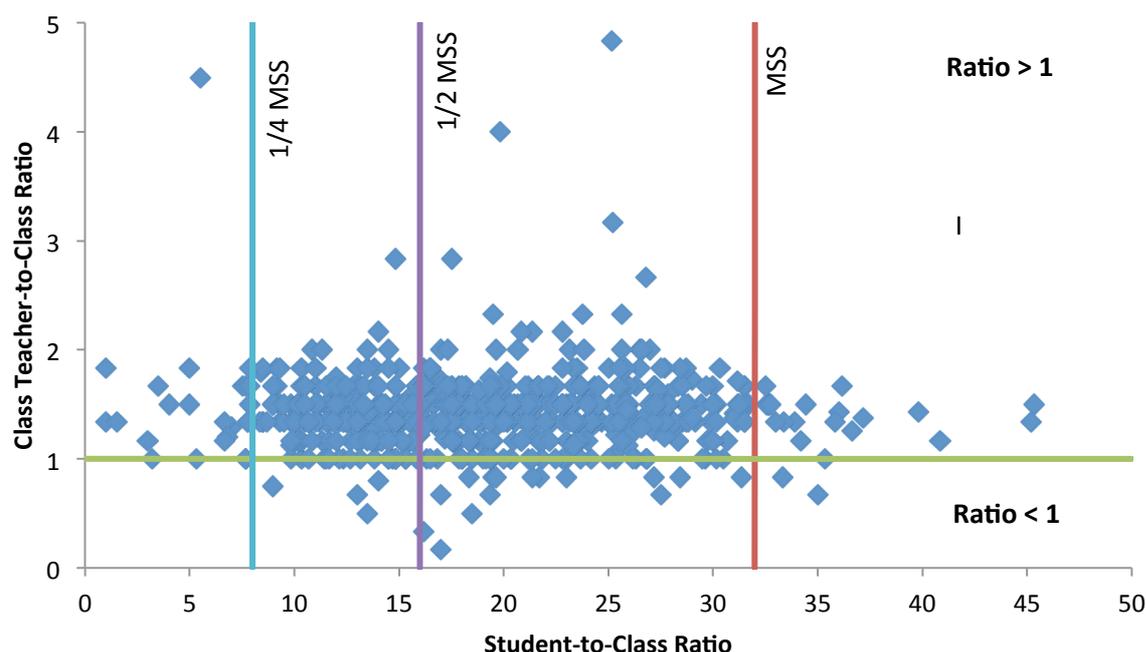
School Type	Class Teacher-to-Class Ratio				
	< 0.5	0.5–1	1	1–2	> 2
State	0.73%	2.08%	2.84%	81.90%	6.64%
Private	0.25%	0.38%	0.56%	3.99%	0.61%
<b>Grand Total</b>	<b>0.99%</b>	<b>2.46%</b>	<b>3.40%</b>	<b>85.89%</b>	<b>7.25%</b>

Source: USAID PRIORITAS

**Figure 17** below illustrates the teacher distribution pattern in Kabupaten Banjarnegara in 2013, based on PPG analysis conducted in 2013. Based on the MSS requirement, the figure shows that a majority of the schools are on the left of the red line (MSS line) and above the green line, which represents the required class teacher-to-class ratio (ratio of class teacher to class = 1). There are even a number of schools with a student-to-class ratio of less than one quarter of the MSS ratio (8 students per classroom), with fewer teachers than the number of classes.

<sup>6</sup> Minister of Education and Culture Regulation no. 23 of 2013 to the Amendment to Minister of National Education Regulation no. 15 of 2010 on Basic Education Minimum Service Standards at the district level.

**Figure 17: School distribution based on class teacher-to-class ratio and class-to-student ratio in Kabupaten Banjarnegara**



This result in **Figure 17** demonstrates that human resource planning and management is ineffective and teacher distribution is inefficient. The district’s role in teacher management is weak. Data on teachers is collected nationally through the MOEC’s national web-based EMIS (DAPODIK) system. However, districts are not easily able to access that data and few districts have the capacity to analyze it. Although schools have data, they never undertake data analysis and do not typically have the capacity to analyze it. The oversupply of teachers arises because of a shortage of PNS teachers, causing schools to take the initiative to appoint honorarium-based teachers to meet the shortage of teachers at each school. Schools sometimes have to accept honorarium-based teachers on the orders of their superiors, which they cannot easily reject.

### 3.3 Issues Related to Personnel Management

Three main factors relate to issues of personnel management: (1) the number of teaching hours, (2) teacher attendance, and (3) teacher movement. Effective education systems and schools are noted for a high total of teaching-learning hours. According to the Organisation for Economic Co-operation and Development (OECD) statistics, Indonesian students between the ages of 7 and 14 spend 7,000 hours in formal schooling. This number is 15% less than the average for OECD countries.<sup>7</sup> The Indonesian school year is relatively long, with a six-day school week in most contexts and relatively short holidays. The problem is the relatively short school day. As a result, many schools regarded as “favorite schools” in urban areas hold tutoring sessions in the afternoons. These tutoring sessions are often given by the same teachers who teach the students in the

<sup>7</sup> OECD. Directorate for Education and Skills. (2012). *Education at a Glance 2012: OECD Indicators*. Chapter D, Indicator DI, Chart DI.1. p.424. (See Annex 3 for notes [[www.oecd.org/edu/eag2012.html](http://www.oecd.org/edu/eag2012.html)].) Retrieved from [http://www.oecd.org/edu/EAG%202012\\_e-book\\_EN\\_200912.pdf](http://www.oecd.org/edu/EAG%202012_e-book_EN_200912.pdf). Cited in MOEC (2012) 2013 Curriculum Development, a slide presentation Jakarta, November 2012. (The figure of 7,000 hours assumes perfect attendance throughout the years of formal schooling.)

mornings, thus providing additional income for these teachers.<sup>8</sup> This teaching/tutoring situation also creates a dual system, whereby many middle-class urban children receive much longer hours in schools, compared to their poorer peers in the rural areas. This problem is exacerbated by the high level of teacher and student absenteeism at schools in rural areas. Although the absenteeism level is declining, this problem still exists.<sup>9</sup> Children in remote and rural areas are often absent during certain seasons when they are needed to help in harvesting. The same situation applies to the teachers. Distance also increases the absenteeism of teachers and school principals, who live far from the schools, when they have to attend meetings and formal activities and to access services that are only available in urban areas.

A related problem is “time on task” during school days. The total number of hours spent in school is not the same as the total number of “instructional hours.” Much of the school day is taken up by non-educational activities or is wasted in non-productive time. In traditional classes, where children do not receive an individualized program or individual attention, students who finish the tasks quickly tend to be left alone and spend non-productive hours while they wait for their slower classmates to catch up with the lessons. Students who are less able tend to wait for the teachers or other students who are more able to help them. Time is usually spent on non-educational activities such as meetings and flag raising ceremonies. Although this type of activity is regarded as important for education, as they inculcate social values, it still takes time away from the core subjects such as language and mathematics.

For various reasons, students’ time spent on task is less than is typical within a more advanced and effective education system. Currently, the 2013 Curriculum is being implemented in Indonesia with the aim of improving the education system by increasing the quality of interaction between teachers and students, both quantitatively and qualitatively.

One last personnel management issue that the study revealed involves the frequent transfer of key personnel. This problem arises partly because of the nature of the bureaucratic politics in Indonesia. Each time a new regent/mayor is elected, follow-on changes of senior personnel occur, including the Head of Dinas Pendidikan. The positions are usually given to one of the regent’s/mayor’s political campaign supporters. This then has a cascading effect, whereby the new head will then also change the personnel for all key positions in Dinas Pendidikan, including the transfers of selected school principals to choice schools. This system causes instability and hampers efforts for reform because key personnel transfers within or between district offices often cause loss of momentum in the implementation of newly introduced change.

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<sup>8</sup> The dual teaching/tutoring system in urban areas sometimes creates a conflict of interest, as teachers have a financial incentive to give good marks in formal schooling to those who pay for the extra afternoon tutoring.

<sup>9</sup> According to one study, teacher absenteeism decreased from 20% in 2003 to 14% in 2008. Toyamah, N. (2009). Teacher Absentee Levels and Its Influencing Factors. *Bulletin SMERU*, 28 (Jan–April 2009): 11–17. Retrieved from <http://www.smeru.or.id/newslet/2009/news28.pdf> (accessed October 3, 2011).

The recent World Bank study on the impact of MOEC’s teacher certification program also found that certified teachers are less likely than their uncertified colleagues to take second jobs to supplement their income. Joppe De Ree, J. D., Al-Samarrai, S., & Iskandar, S. (2012, Oct. 1) *Teacher certification in Indonesia: a doubling of pay, or a way to improve learning?* [Policy Brief No. 73264.] Washington, DC: World Bank. Retrieved from <http://documents.worldbank.org/curated/en/2012/10/16843129/teacher-certification-indonesia-doubling-pay-or-way-improve-learning>

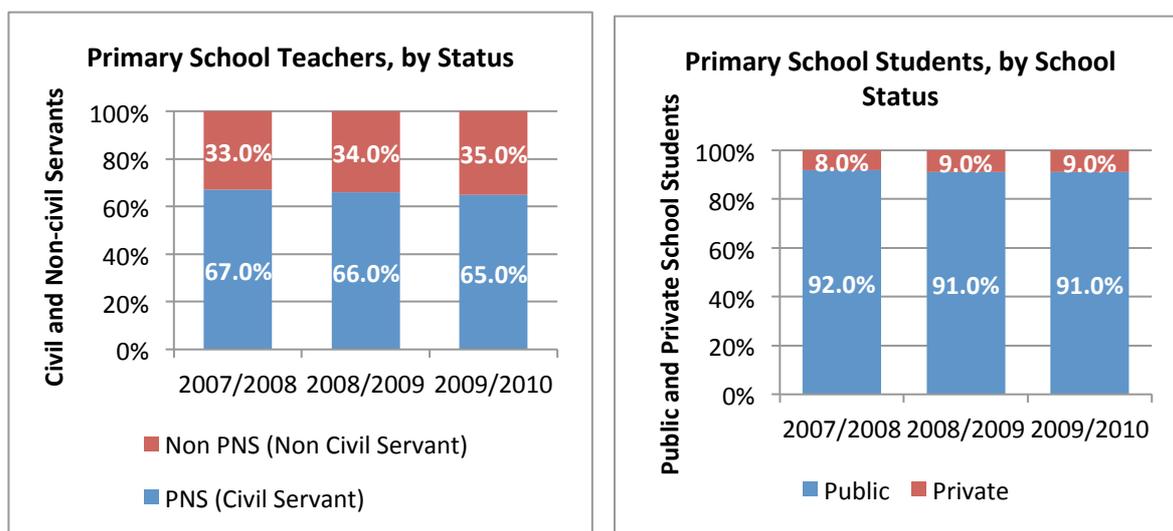
### 3.4 Teacher Recruitment and Human Resource Planning

Factors that should be noted when determining the need for teachers are: (1) total number of classrooms and subjects to be taught, (2) teacher work load, (3) total number of classes, and (4) total mandatory “face-to-face” teaching hours. All four factors depend on the standards used, particularly whether using MSS or National Education Standards (NES).<sup>10</sup> Incomplete and inaccurate information is the general weakness in determining teacher need analysis in the districts, particularly in determining the number of classes in accordance with standards (MSS and/or NES). The overall low student-to-teacher ratio discussed above is partly caused by some schools having more than the required number of classes according to the standard.

Since 2005,<sup>11</sup> district governments are prohibited from appointing honorarium-based staff, including non-permanent teachers. However, due to uneven distribution of teachers, many schools are understaffed with teachers, both with class teachers and with subject specialist teachers. As a result, individual schools directly recruit teachers in line with their need (see **Figure 18**). Honoraria for non-permanent teachers are still paid by schools, from BOS funds as well as from other sources.

This practice gives rise to a false perception about need for teachers. Schools appoint teachers to meet a shortage in teachers’ teaching hours to be provided for each subject. These teachers can become part-time or full-time teachers, but are more often full-time teachers. When aggregated at the district level, the total number of teachers appointed is larger than the total number required, based on required teaching hours. Many non-permanent teachers are unqualified or underqualified and, because they are not part of the formal system, they do not typically participate in formal training activities. The pay level is generally very low when compared with government-paid honorarium-based teachers. In addition, these shortages usually occur in schools and madrasah that cater to poor and marginalized communities. The need for teachers uses up most of their BOS funds.

**Figure 18: Government and non-government teachers**



<sup>10</sup> MSS: Minimum Service Standards, NES: National Education Standards

<sup>11</sup> Indonesian Government Regulation: PP no. 48/2005

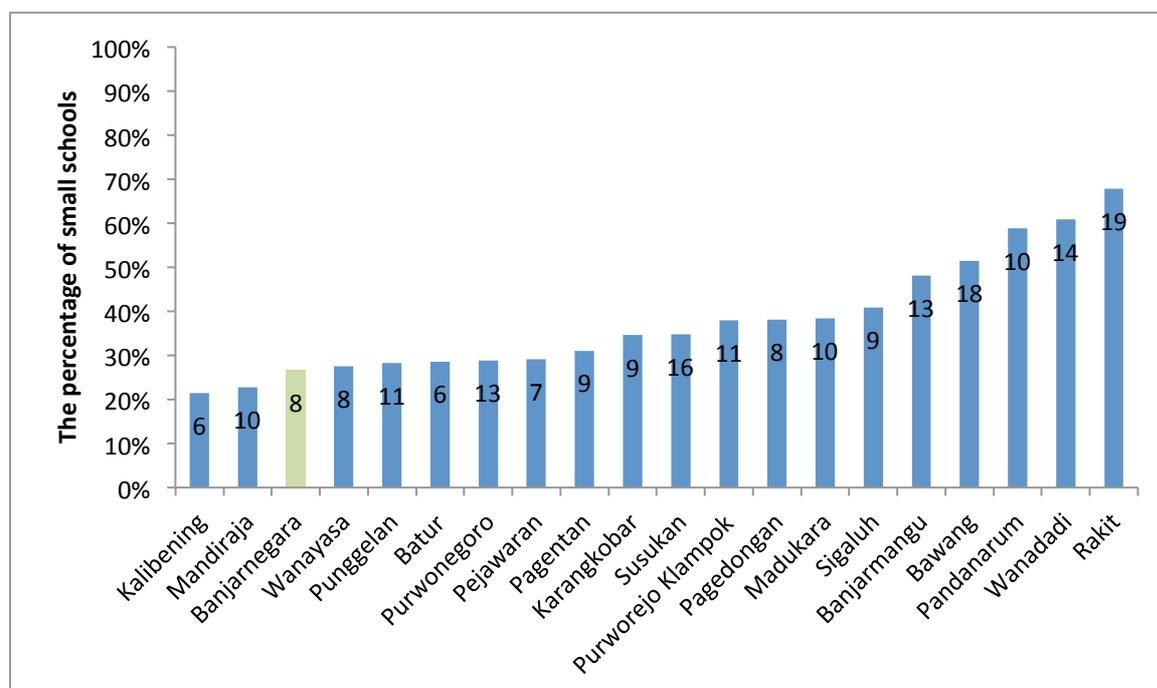
### 3.5 Optimizing the Supply of Teachers

The question remains how districts can manage the demand for teachers and the supply that tends to exceed the real need, based on the MSS. Two approaches are recommended: (1) rationalizing the number of classes in accordance with the standard, and (2) optimizing the need for teacher teaching hours.

#### 3.5.1 Rationalizing the number of schools

Low student-to-teacher ratios occur because the increase in the number of teachers exceeds the student growth. The MSS stipulates a ratio of not more than 32 students for primary school classes (SD) and not more than 36 students for junior-secondary school classes (SMP). The following **Figure 19** illustrates the distribution of schools per sub-district with a student-to-class ratio of less than 16 students in Kabupaten Banjarnegara. A large number of schools do not meet the MSS, particularly those in rural areas where the population is small, and there is often more than one school in the area.

**Figure 19: Number of schools with student-to-class ratio of <16 (Banjarnegara District)**



As shown in the above figure,<sup>12</sup> the three sub-districts with the largest number of small classes are Rakit, Wanadadi, and Pandanaru. The numbers in the figure are for state primary schools only. The green bar is for urban sub-districts, while the blue bars are for schools in rural areas. Schools with a small class size are not only found in remote areas but also in urban areas. Small class size results in an inefficient teaching-learning process, because when using a traditional approach, each grade has to be taught by one teacher. This shows that the utilization of existing teachers in many schools can be optimized. In practical terms, this means: (1) introduction of multi-grade classes for small schools,

<sup>12</sup> The bars on the chart show percentage of number of schools in the sub-district compared to total number of schools, while the figures show number of schools with a student-to-class ratio of less than or equal to 16.

(2) itinerant subject-matter teachers (teachers who teach in more than one school),<sup>13</sup> and (3) “regrouping” or merging small schools. Planning for mergers should ensure that the process does not impact negatively on student access to schools in remote areas. An innovative solution for remote areas is the implementation of a two-year age range for entering primary school (a very small SD has a two-year age range for each class and a two-year cycle, so that the current year has three classes: 1, 3, and 5 in one year and 2, 4, and 6 in the next year). This choice is probably suitable for communities in remote areas, for example on small islands or in mountainous and other remote areas. Another option is to group the schools, such as is practiced in remote Papua, where children attend early grades in a branch school in their village and then join the “big” school for upper grades in primary school. This type of school can be administered as a single school with one principal and several campuses.

Once more, caution is recommended when developing policies to solve a problem based on statistical analysis such as noted here. Systemic solutions should take into consideration the human element, education quality factor, and local context. The objective is to increase efficiency by rationalizing the number of classes and optimizing class size so that funds can be saved for improving quality. However, it is important to keep in mind that possibly closing schools or cutting teachers’ pay indiscriminately might have an unexpected and negative impact on quality and access, particularly for children in poor, rural, and remote areas.

### 3.5.2 Optimizing teachers’ teaching hours

According to the NES, a teacher should teach a minimum of 24 lessons per week at all levels of education.<sup>14</sup> Rationalizing teaching personnel can be viewed from two angles, specifically (1) fulfilment of the teaching obligation of 24 lessons per week, and (2) fulfilment of the requirement for even distribution. Currently, there are too many teachers. The assumption that a teacher can only teach in one school might cause difficulty for teachers of some subjects to meet the requirement of 24 teaching hours per week—especially at small schools. One way of looking at this problem is to determine the number of teachers required by calculating the number of hours per subject and then calculating the number of teachers required to teach those hours (with standard teaching hours of 24 per week).

Interestingly, when calculating the need for teachers not based on the school as the unit but on the sub-district or district as the unit, the required number of teachers is far less. The practice of joint teachers/mobile teachers among several schools can reduce the number of teachers required, making the system more efficient. In **Table 3** below, the required number of teachers is calculated in two ways: first, it is calculated to meet the required number of subject-matter teachers per school, and second, it is calculated per district. When calculated per school, the required number of teachers is 906 persons, and when calculated for the requirement per district, the required number of teachers comes to 814 persons, a difference of 92 persons.

Calculating the number of teachers required, based on 24 teaching hours and using the mobile teacher model per kabupaten, is even more efficient. The joint (mobile) teacher model may not be feasible for all schools located in remote and hard-to-reach areas; however, in such cases, the

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<sup>13</sup> The term “itinerant teacher” refers to mobile teachers, often called “visiting” or “mobile” teacher, who teaches in a number of schools within one set area. This has become common in several other countries, while it has not yet become common in Indonesia.

<sup>14</sup> Teachers, who have tasks in addition to their teaching, are allowed to teach less than 24 hours per week. For example, a teacher, who has the additional tasks of serving as a school principal, is only obligated to teach 6 hours per week.

teacher requirement can be met by teachers teaching more than one subject (e.g., math and science).

**Table 3: Required number of teachers calculated per kabupaten and per school (state junior secondary schools, Banjarnegara District, 2012)**

Subject Matter	School Data			Requirement per District		Requirement per School	
	Number of Schools	Number of Classes	Number of Teachers	Required Number of Teachers	Excess/ (Shortage)	Required Number of Teachers	Excess/ (Shortage)
Indonesian	57	888	163	148	15	163	0
English	57	888	165	148	17	163	2
Mathematics	57	888	185	148	37	163	22
Natural Science	57	888	165	148	17	163	2
Social Science	57	888	168	148	20	163	5
Civics	57	888	97	74	23	91	6
<b>Total</b>	342	5,328	943	814	129	906	37

### 3.6 Teacher Redistribution

The Five-Minister Joint Decree of 2011<sup>15</sup> obliges districts to redistribute teachers to achieve a more even distribution. Meanwhile, the distribution of non-PNS teachers is left entirely to the school principals.

The technical implementation manual for the Five-Minister Joint Decree for teacher distribution clearly explains how teacher management and even distribution should be implemented. Each level in the education system has its own task in teacher management and even distribution, from schools, through district and province levels, to the central level.

The Joint Decree stipulates that a teacher requirement analysis should be conducted in stages at each level, starting at the school level. Shortage and excess of teachers should be determined at the national level. Regardless of where the obligation to map teacher requirement lies, districts also have the obligation to transfer teachers between schools and to finance the transfer cost. Likewise, the provinces have the authority to transfer teachers between districts within each province and are responsible for providing funds for the transfers.

Uneven teacher distribution is caused by a management system that does not take the needs of the schools into consideration. In general, transfers or movements of teachers are initiated by individual teachers, based on their personal interests and not necessarily on the best interests of the schools or districts. In general, the district Dinas Pendidikan acts passively in approving or rejecting requests for teacher transfers. This approach often results in an excess of teachers in one place and a shortage of teachers elsewhere. Typically, as the data for this Cohort 2 analysis has shown, schools in urban areas have an excess of teachers while those in rural and remote areas do not have enough.

<sup>15</sup> Five-Minister Joint Decree of 2011 for Management and Even Distribution of Civil Servant Teachers.

### 3.7 Summary

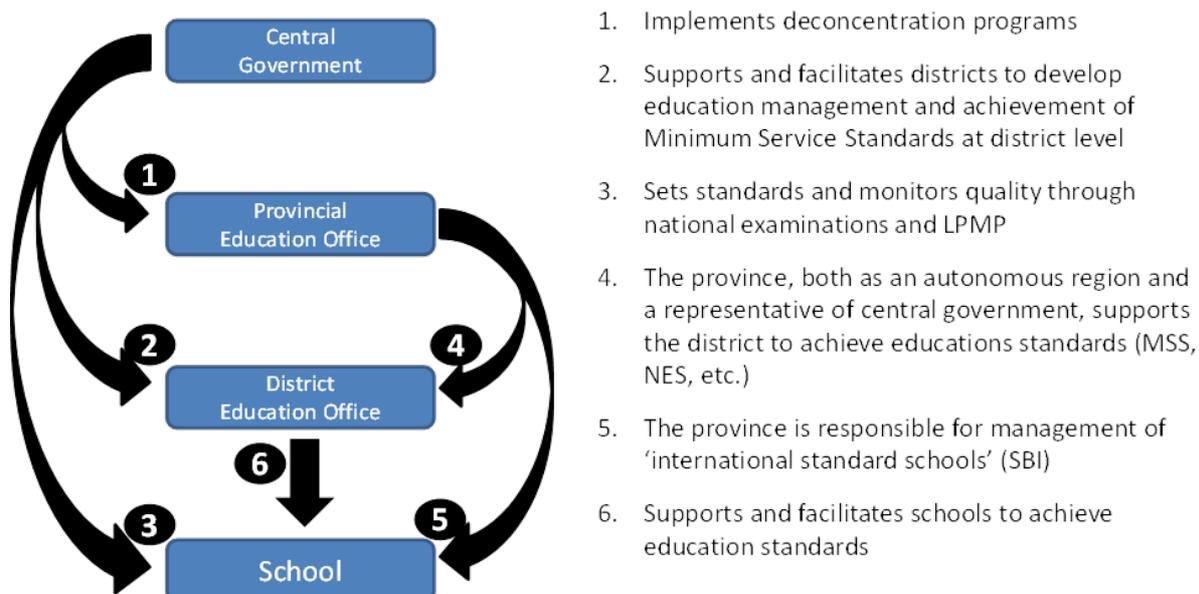
As previously discussed, Indonesia’s teacher distribution is far too uneven. The main problem that districts face in relation to personnel management is the lack of good data as a basis for their planning. A cultural barrier in the distribution of teachers also exists. USAID PRIORITAS can assist and help alleviate this problem by introducing a simple data analysis approach that will enable districts (and provinces) to plan teacher redistribution in the short term and to work using ICT in planning for teacher requirement for the long term. This approach requires cooperation with the district, province, and ICT colleagues to conduct data analysis and to present the results in the relevant education stakeholder forums in each district, to discuss policies and programs to overcome the problems in teacher placements and human resource planning.

## 4 School Improvement

The role of the district and provincial Dinas Pendidikan, MORA, and MOEC, as well as other education agencies, is ultimately to support the teaching-learning process in schools, thus it is important that these entities provide effective and collaborative support.

In the current decentralized system, schools are regarded as “education units” that manage their own affairs, under a school-based management policy, and using a combination of funds from the central, province, and district governments, together with contributions from local communities. To be able to manage their own affairs, schools nevertheless need support from the government. The role and capacity of regional governments in supporting the schools is discussed in this section, within the wider context of the national education system, and how each different level of government relates to schools. **Figure 20** below illustrates the schools’ patterns for support that comes from central, provincial, and district governments.

**Figure 20: Patterns of support for schools**



## 4.1 Support from Central Government

Most programs and activities at MOEC are determined by the annual work plan and aim to support the implementation of education in schools at all levels. MOEC's mission is to ensure the availability, access, quality, equality, and implementation assurance of education services (5K).<sup>16</sup> MOEC's services for schools include licensing for establishment, determining accreditation, providing a mechanism for ensuring that grant funds reach the right beneficiaries, setting service standards, mapping school conditions, establishing new schools, and providing data information and analyses.

In the decentralized national education system, the principal role of the national government and its main method for supporting schools is to establish national policies, including for curriculum and standards, and to monitor their implementation at the districts and schools. Such monitoring is conducted, for example, through the national examination system. The central government also provides funds for schools to support school-based management in the form of a per-capita grant known as BOS.

### 4.1.1 National School Quality Assurance System

One of the key roles of the central government is to set standards and monitor performance against those standards. There are two sets of standards: the National Education Standards (NES) and the Minimum Service Standards (MSS). The NES cover (1) standards for contents, (2) standards for process, (3) standards for facilities and infrastructure, (4) standards for teachers and education personnel, (5) standards for costing, (6) standards for management, (7) standards for assessment, and (8) standards for competency. Likewise, the MSS cover 27 indicators: 13 school-level indicators and 14 district-level indicators. Of the 14 district-level indicators, 11 originate from school-level indicators, such as number of students, availability of laboratory rooms, and teachers' academic qualification.

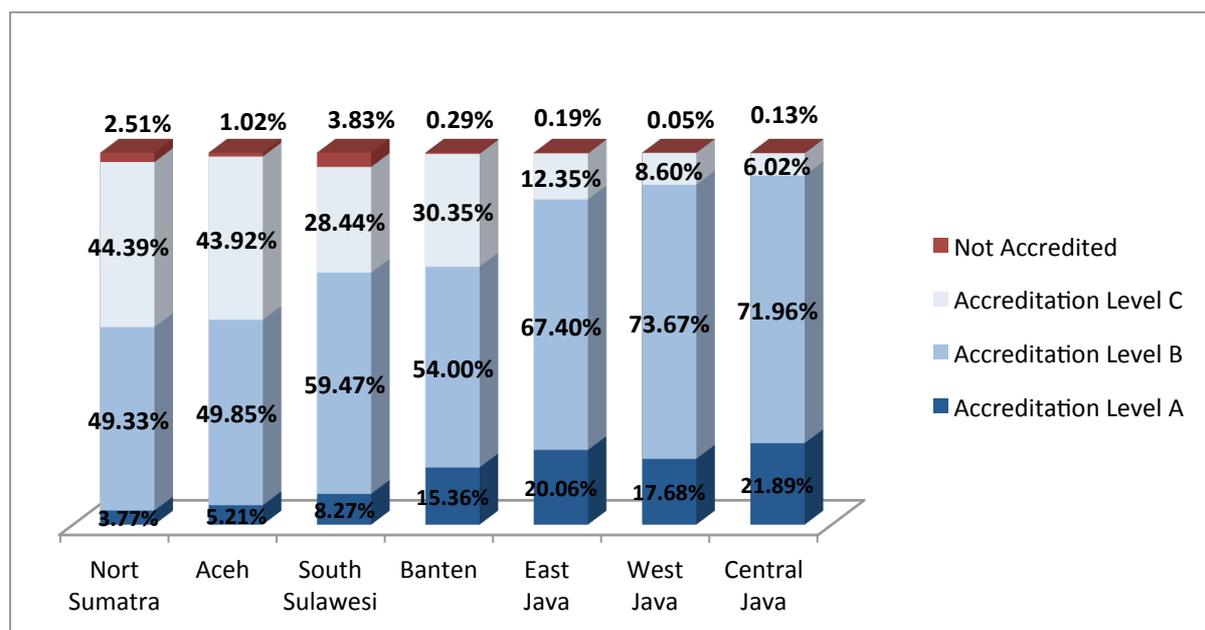
These two sets of standards (NES and MSS) have been developed by different agencies (MOEC and MOHA) that do not relate to one another. This non-collaborative development has caused some confusion for schools and districts. MOEC has tried to overcome this problem by indicating that the MSS are a lower standard (and are mandatory for all schools) and the NES are the aspiration for most schools. MOEC's Education Quality Assurance System is an integrated framework for the development and implementation of these various standards at the national, province, district, and school levels. The main objective of the MSS is to ensure that the education implementation in schools meet standards that are within the context of national education quality improvement.

MOEC is responsible for school accreditation. Interestingly, more than 70% of the national education indicators established by MOEC in its 2010–2014 Strategic Plan are school-level indicators. One of the performance indicators for education development in the strategic plan is school accreditation. The target for primary school accreditation in 2012 was a minimum 60% of schools with the score of "B." As indicated in **Figure 21** below, accreditation at the primary school level in all seven USAID PRIORITAS partner provinces has exceeded the 2012 national target—in West Java and Central Java by around 20%.

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<sup>16</sup> The term 5K is a GOI acronym and is referred to in the mission statement in MOEC's current strategic plan as "5K: Ketersediaan, Keterjangkauan, Kualitas, Kesetaraan, and Kepastian/Keterjaminan."

**Figure 21: School accreditation in USAID PRIORITAS partner provinces**



Source: Indonesian National Accreditation Board (BAN), 2012.

#### 4.1.2 Financial support for schools

The majority of MOEC's education budget is allocated to support schools or teachers, including: school operation grants (BOS), scholarships for poor students (BSM), specific allocation funds (DAK), teacher qualification and certification programs, block grants, and social assistance.

In 2012, IDR27.6 trillion (US\$2,900 million) was allocated for BOS. Meanwhile, BSM amounted to IDR 5.9 trillion. DAK, amounting to IDR10.04 trillion, was spent by each school as follows: 80% was allocated for classroom repair and 20% for equipment to support education quality improvement, such as libraries and teaching learning aids.

#### 4.2 Support from Provinces

As explained in a supplementary report submitted to USAID in 2012,<sup>17</sup> in their role in basic education management and organization, the province governments are responsible for facilitating district capacity development in education quality improvement.

Programs and activities supported by the provinces are funded from two sources: (1) the National Deconcentration Fund and (2) the provincial APBD. The nature of province support for school programs through the Deconcentration Fund is clear, as the programs are stipulated in a Ministerial Decree. In 2012, the stipulated programs included: (1) a program both for improving access to and for the quality of special education, (2) a program for ensuring access to SD and SMP for all children, and (3) improvement of competent basic education teachers' welfare (additional income for certified teachers).

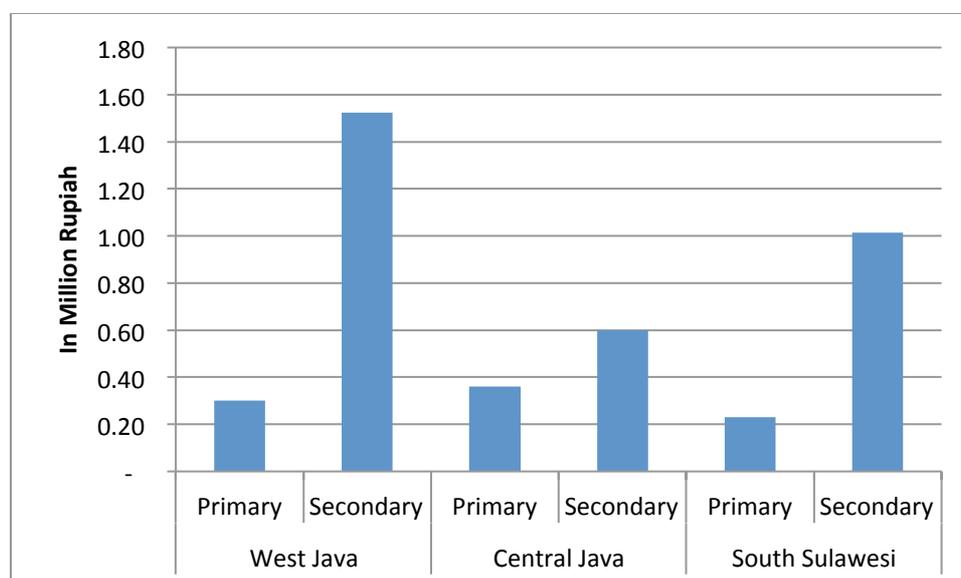
<sup>17</sup> RTI International. (2012, October). *The Role of the Province in Governing and Managing Basic Education*. [Report prepared for USAID Indonesia under the USAID PRIORITAS project, Contract No. AID-497-C-12-00003]. Research Triangle Park, NC: RTI International. Retrieved from [http://www.prioritaspendidikan.org/file/Provincial\\_Study\\_Report\\_Oct2012\\_Final\\_rev\\_2.pdf](http://www.prioritaspendidikan.org/file/Provincial_Study_Report_Oct2012_Final_rev_2.pdf) <http://www.prioritaspendidikan.org/id/media/view/detail/323>

Support for schools from the provincial government budget (APBD I) varies in accordance with the need and perception of each province. Each USAID PRIORITAS partner province has a different focus. Information about provincial government support obtained for the 2012 assessment report was related to supplementary school funding programs, known as BOSDA.

BOS Daerah (BOSDA) refers to a fund allocation originating from the district (or province) to support the national BOS for financing school operation costs. The allocation of BOSDA generally follows the per-student (per capita) allocation method used for the national BOS program. Unfortunately, this process contributes to disparities among schools. However, BOSDA also has the potential to be an incentive for school performance improvement. The BOSDA Development Program is a program that aims to push districts to allocate BOSDA based on equity and performance. To achieve an allocation that is more equitable and performance-based, a formula was developed, called formula-based BOSDA. Formula-based BOSDA is BOSDA that is allocated by taking into consideration school characteristics (degree of remoteness, number of students, etc.) and school performance (results of national examination, MSS achievement, etc.).<sup>18</sup>

**Figure 22** illustrates the amounts of BOSDA funding allocated for SD and SMP from three USAID PRIORITAS partner provinces. West Java Province allocates the largest amount for SMP at IDR 1,500,000 per student, followed by South Sulawesi at IDR 1,000,000. Central Java allocates the smallest amount of only IDR 600,000 per student. Meanwhile, at the SD level, Central Java Province allocates the largest amount of IDR 350,000, followed by West Java Province, amounting to IDR 300,000, and South Sulawesi, which allocates the smallest amount of IDR 250,000. The allocations are thus quite substantial.

**Figure 22: Province BOSDA funding allocated for primary and secondary schools (2013)**

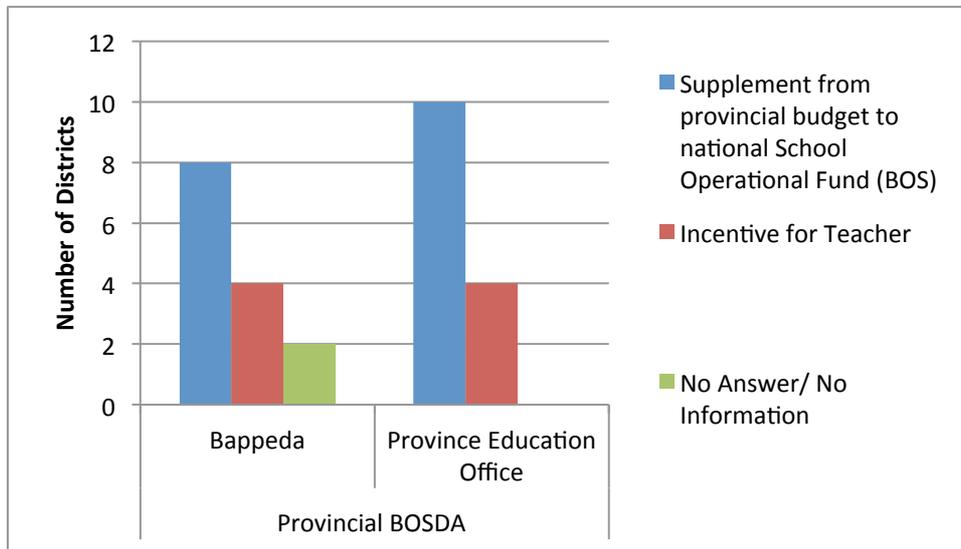


Meanwhile, based on this 2013 capacity assessment in USAID PRIORITAS Cohort 2 partner districts, BAPPEDA and Dinas Pendidikan reported differences about how BOSDA funds are allocated. Ten district Dinas Pendidikan reported that provincial BOSDA is for supplementing the central BOS, while only eight district BAPPEDAs stated that this is the case. This difference is probably due to

<sup>18</sup> WAPIK (Forum for Good Education Practices and Information), Retrieved from <http://wapikweb.org/site/bosda.php>

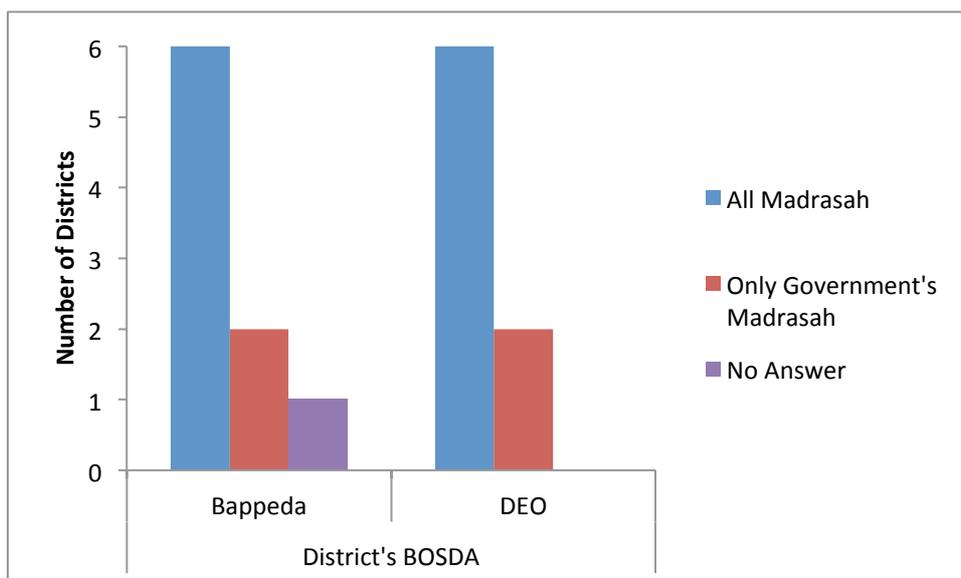
disparity in the understanding of Dinas Pendidikan and BAPPEDA staff who were participating in the discussions. However, when asked about the use of provincial BOSDA as an incentive for teachers and education personnel, the perceptions of Dinas Pendidikan and BAPPEDA are similar, where four districts reported that provincial BOSDA is used for an incentive for teachers and education personnel. This information is illustrated in **Figure 23** below.

**Figure 23: Uses of province BOSDA**



It is also interesting to note that most districts opt to include madrasah in their BOSDA plans, indicating a sense of responsibility for these Islamic schools, which fall under the centralized MORA management structure. See **Figure 24**, below.

**Figure 24: Whether province BOSDA also covers Madrasahs**



### 4.3 Support from the District

Analysis of national examination results indicates that disparity in education quality between schools (within districts) is larger than that between districts in a province. This disparity also applies to uneven teacher distribution at schools, in relation to the number, qualification, and competency of the teachers at all levels of education. The management of education resources (teachers, equipment, and facilities) is still fragmented and not effective at the district level.

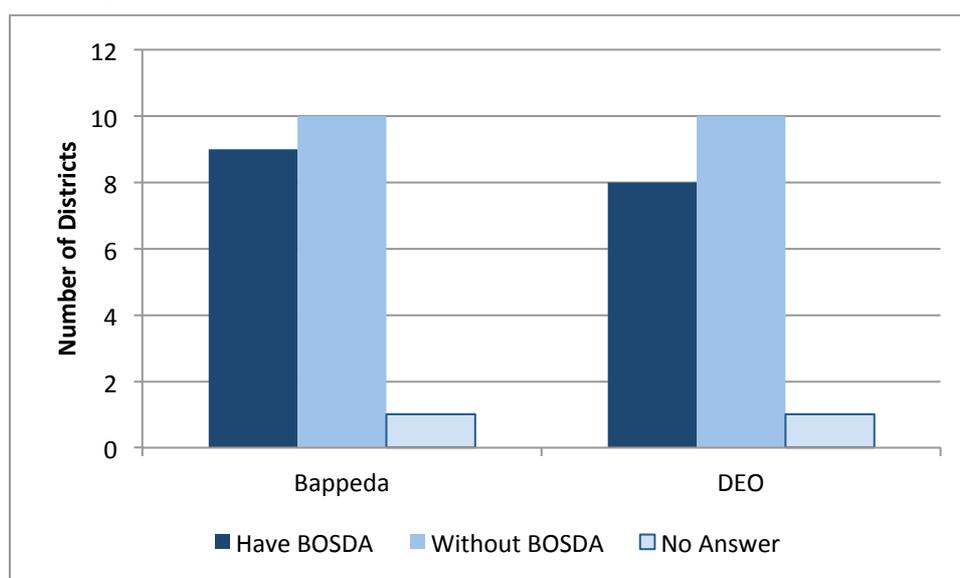
As explained previously in this report, potential exists to increase efficiency through better human resource management in district and teacher distribution. The introduction of school-based management, combined with district-level management of scholarships for poor students and BOS funds that do not differentiate the varying conditions and needs of schools, have all resulted in uneven quality among all schools.

District support for schools is reflected in the education programs and activities that are contained in their plans (Strategic Plan and Annual Work Plan). Analyses of district Dinas Pendidikans' Strategic Plan documents reveal that most district profiles use education indicators collected at the district level. This approach does not enable making specific plans and programs for schools in line with local conditions and needs. Good planning requires better targeting and more specific and differentiated programs.

Participants in the Cohort 2 collaborative needs assessment were asked about district support for schools. The types of support reported are categorized (1) strengthening of teachers in local content; (2) in-service training for teachers and support for teaching-learning activities; (3) training for school principals on important management subjects, such as asset management and school finance administration; (4) support for school cluster activities; and (5) assistance for supervisors to visit and support schools.

Not all Cohort 2 districts have a BOSDA program. Similarly, the BOSDA amounts vary; each is different in accordance to the need of district schools. **Figure 25** below illustrates the BOSDA funding amounts in USAID PRIORITAS Cohort 2 partner districts.

**Figure 25: Composition of districts with and without BOSDA**

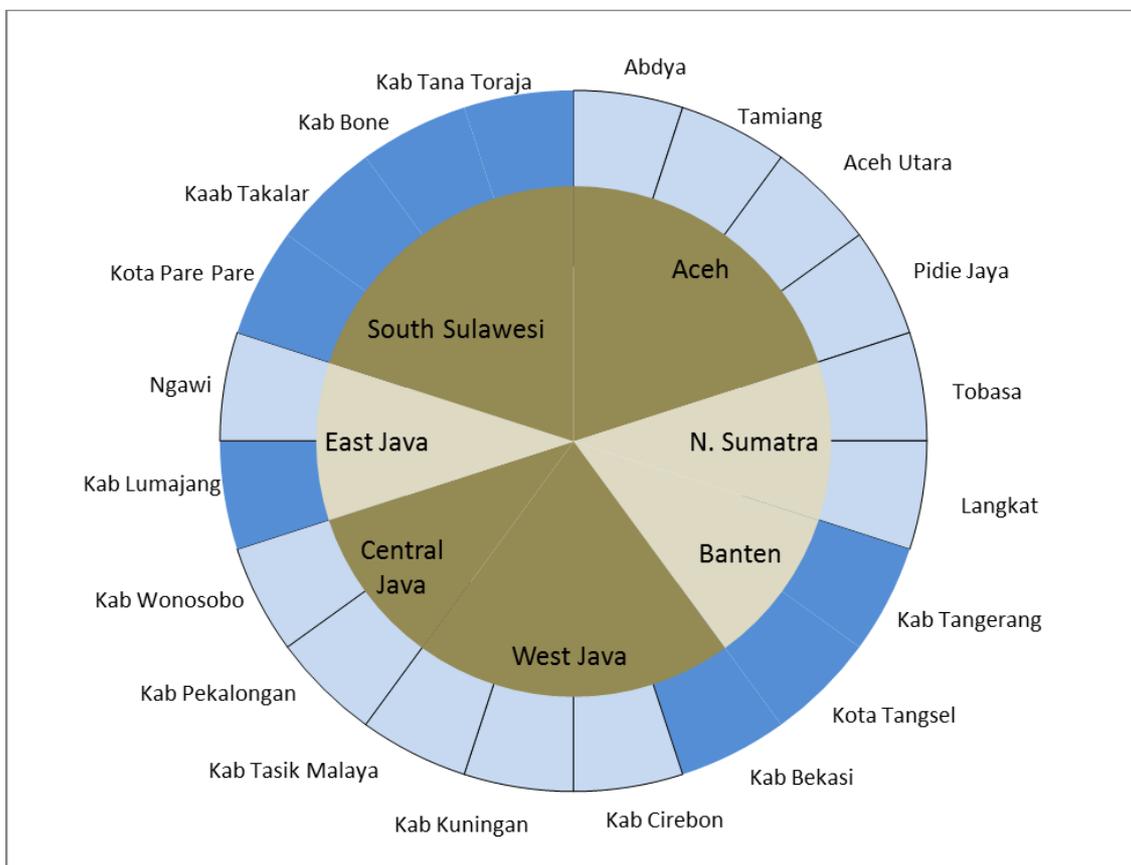


The above **Figure 25** shows that out of 20 partner districts, eight districts have BOSDA, while the remaining do not have BOSDA programs. All these partner districts are in the seven partner provinces.

**Figure 26** below shows where BOSDA programs exist in partner provinces and districts. The dark color indicates that a BOSDA program exists, while the light color indicates that no BOSDA program exists. Each BOSDA program exists independently in the provinces and districts except in South Sulawesi Province.

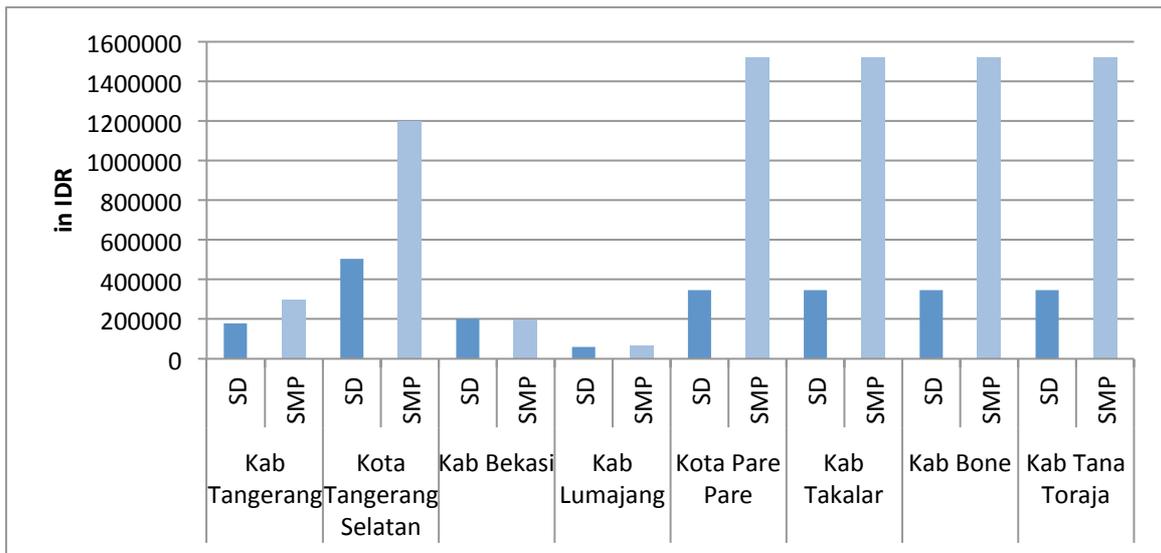
The BOSDA program in South Sulawesi Province is the free education program proclaimed by the governor. Specifically for South Sulawesi Province, the BOSDA program at each district is an obligation set by the provincial government. One of the current governor’s programs is the free education program. However, its financing is partly borne by all district governments within the province. The financing is composed of 40% from the province government and 60% from the district government. In other provinces, the BOSDA program is an initiative of each district government and is not mandated by the province.

**Figure 26: Partner provinces and districts that have a BOSDA program**



The amounts of BOS funds provided by each province and each district that have BOSDA programs are shown in **Figure 27** below.

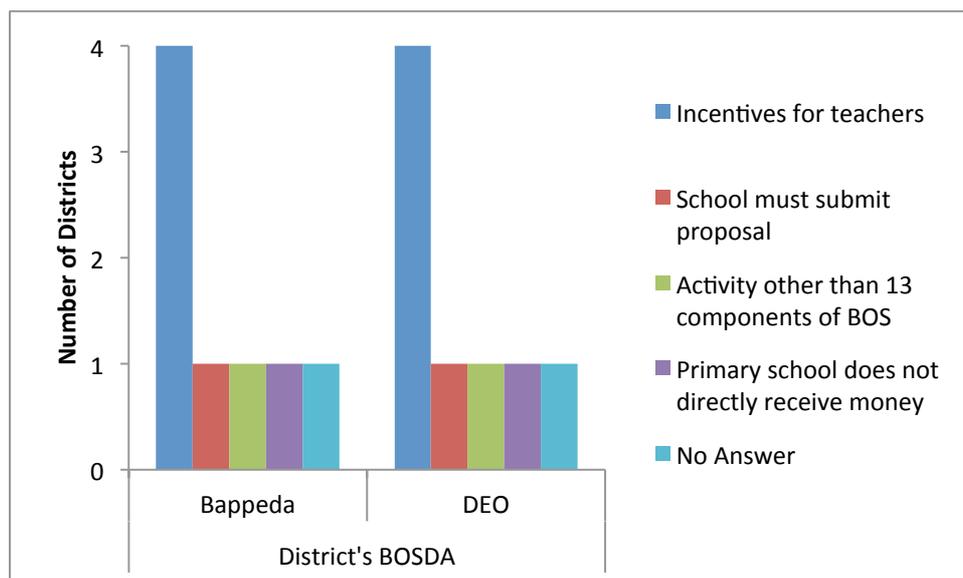
**Figure 27: Amounts of district BOSDA funds, by location and IDR**



The above figure shows the amounts of BOSDA from eight Cohort 2 partner districts in four provinces. BOSDA amounts for SD and SMP at four districts in South Sulawesi Province (Kota Pare-Pare, Kabupaten Takalar, Kabupaten Bone, and Kabupaten Toraja) are the same, specifically IDR 350,000 for SD and IDR 1,500,000 for SMP. Meanwhile, two districts in Banten Province have different amounts for SD than for SMP. Among the provinces, South Sulawesi provides the largest BOSDA amounts, and East Java, particularly Kabupaten Lumajang, provides the smallest amount, namely the same amount of IDR 50,000 for SD and SMP.

BOSDA funding is applied to four categories: (1) incentives for education personnel, (2) funding for proposals that the school is required to submit, (3) activities outside the 13 central BOS components, and (4) for SD. Specifically for SD, funds are not directly received by schools and are mostly used for incentives for education personnel. Information on the uses of district BOSDA is shown in **Figure 28** below:

**Figure 28: Different uses of district BOSDA**



## 4.4 Inclusive Education and School-Based Management (SBM) at Schools

### 4.4.1 Inclusive education

Article 31, Paragraph 1 and 2, of the Republic of Indonesia’s Constitution clearly states that “It is the right of every child to receive quality education.” In reality, many school-aged children do not attend school. According to Article 48 of the Law on Child Protection, it is the government’s obligation to provide nine-year, mandatory education for all children, regardless of gender, ability, disability, background, or condition. Still, many children do not get any schooling at all, or they do not finish nine years of education.

In Article 5 of the Law on the National Education System, every citizen with physical, emotional, mental, intellectual, and or social disabilities has the right to receive special education. This is clarified in the Minister of National Education Regulation no. 70 of 2009, as follows:

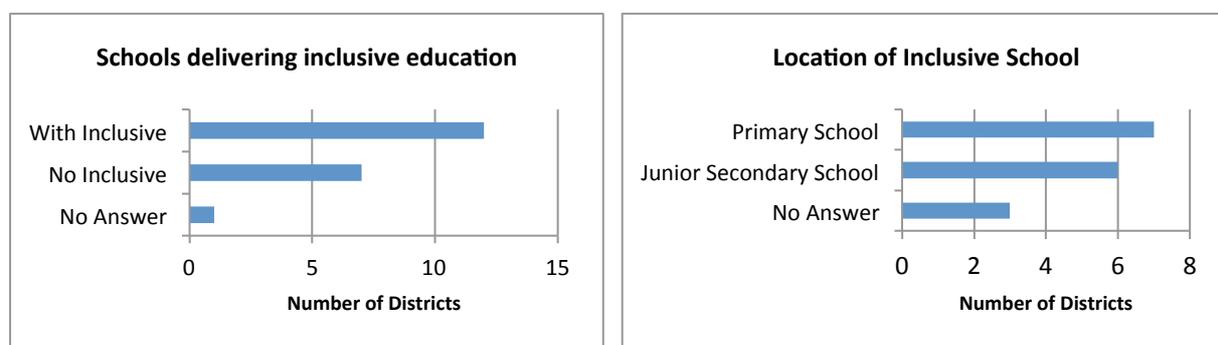
Inclusive education is an education delivery system that gives the opportunity for all students who have abnormalities and have potential for special aptitudes and/or talents to participate in education or learning in an education environment, together with other students in general.

The Regulation states a few more requirements for implementing inclusive education in schools that have been designated to deliver inclusive education in the districts.

USAID PRIORITAS is committed to supporting inclusive education, and the GOI is aiming to meet the United Nations Educational, Scientific and Cultural Organisation’s (UNESCO’s) Education for All (EFA) 2015 goals. Thus, it is important to note that for children with disabilities, eliminating the obstacles to accessing education and learning is an important prerequisite for realizing these EFA commitments. Ensuring that all children have access to quality education requires that education policies and practices are inclusive of all students, promoting full participation by all, promoting differences as a source for learning instead of as an obstacle, and opening the way to prosperity for the individual and the community in general.

In the effort to improve the quality of basic education in partner districts, USAID PRIORITAS specifies a number of cross-cutting issues that should be considered. Inclusive education is one of these cross-cutting issues. Based on the assessment of district perception and capacity, a picture of the implementation of inclusive education in USAID PRIORITAS Cohort 2 partner districts emerges. Several findings, resulting from the assessment of the districts’ role and capacity in relation to inclusive education, are illustrated in **Figures 29–31** below.

**Figure 29: Number of partner districts that deliver inclusive education and the school levels where inclusive education is provided**



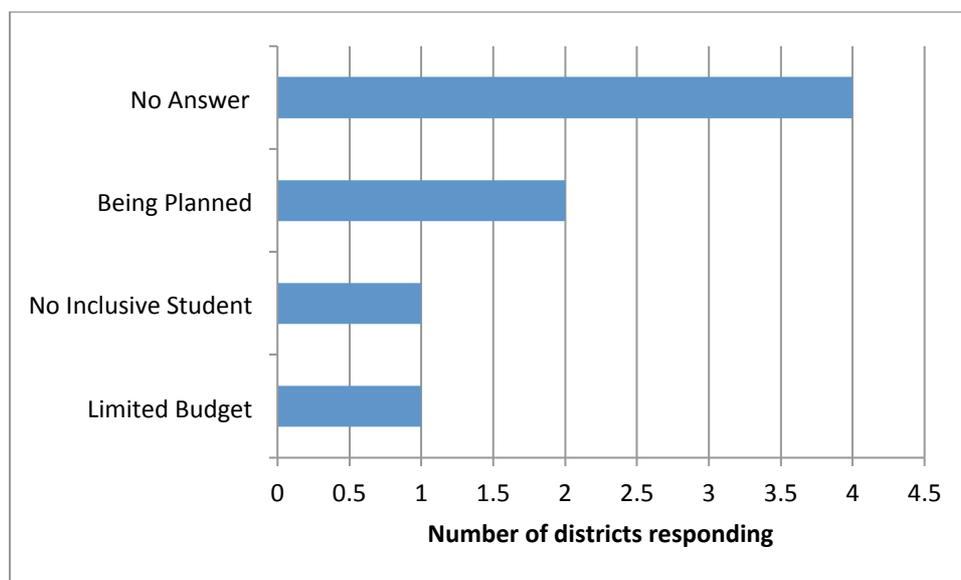
Note: School level indicates whether primary (grades 1–6) or junior secondary (grades 7–9).

The above **Figure 29** provides information on USAID PRIORITAS’ partner districts with schools that deliver inclusive education. Out of 20 partner districts involved in the assessment process, only 12 have schools that deliver inclusive education. Seven districts reported that they do not have this type of school and one did not give any answer. Of the 12 districts that deliver inclusive education, only eight have received a “letter of authority” (“surat keputusan” [SK]), nominating the school as an inclusive education provider: five from the District Dinas Pendidikan and three from the Provincial Dinas Pendidikan.

A different result was obtained when districts were asked about the education levels<sup>19</sup> of inclusive schools. Of the 14 districts that answered the question, seven indicated that they have primary school-level inclusive schools, four have junior-secondary-level inclusive schools, and three have inclusive schools located in the district’s capital. It is not clear whether the inclusive schools in district capitals are SD-level or SMP-level.

**Figure 30** illustrates the reasons why other districts do not yet deliver inclusive education. Four districts responded to the assessment question: two reported that the program is being planned; one stated that no special-needs students have been identified; and one stated that the problem is budget limitation. Four districts did not respond. It is possible that the participants did not understand what is meant by inclusive education.

**Figure 30: Reasons given for not delivering inclusive education**

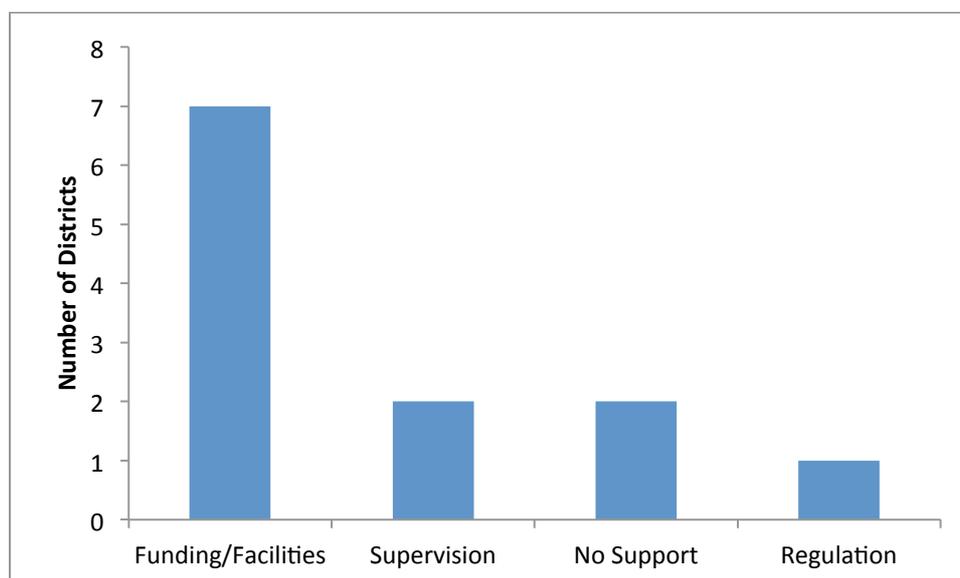


It is clear that the staff involved in the assessment lacked understanding of the regulations for inclusive education. Specifically, the Minister of National Education Regulation no. 70 of 2009 stipulates in Article 10 Paragraph (1) that the district government is obliged to provide a minimum of one special assistant teacher to each school assigned to deliver inclusive education. In addition, Article 11, Paragraph (1) stipulates that a school that delivers inclusive education has the right to receive professional assistance as required from the district government. Based on these two articles, there should be no question about budget, because the program is guaranteed.

<sup>19</sup> If schools are at the primary (grades 1–6), junior secondary (grades 7–9), or senior secondary (grades 10–12) levels.

**Figure 31** below illustrates the forms of support provided by Dinas Pendidikan for delivery of inclusive education. Of the 13 districts that deliver inclusive education, 10 reported receiving support from Dinas Pendidikan: seven districts received support in the form of funding/facilities, two in the form of supervision, and one received support in the form of regulation.

**Figure 31: Forms of support from Dinas Pendidikan to inclusive schools**



Support for inclusive education delivery is guaranteed under Article 6, Paragraph (1) of the Minister of National Education Regulation no. 70 of 2009 that stipulates that the district government guarantees the delivery of inclusive education based on the needs of the students. Also, Article 12 stipulates that the central, provincial, and district governments undertake mentoring and supervision of inclusive education based on their authorities.

Inclusive education program experience in Laos, for example, shows that through careful planning, implementation, monitoring, providing appropriate support, and using all available resources, two objectives can be achieved: (1) quality improvement for all children while (2) the integration of disabled children can be well managed.<sup>20</sup>

The Laos experience provides a lesson that inclusive education delivery cannot be implemented by only one entity. There are many parties who need to be involved to achieve program objectives and provide a better learning outcome for the students in inclusive education schools. This fact is probably not yet realized by partner districts in delivering inclusive education, and is demonstrated by the assessment results of the 12 partner districts, where only four involved other parties in the delivery of inclusive education. One district reported that it involves or has cooperation with Helen Keller International, an international organization that collaborates with USAID in implementing the Orphans and Vulnerable Children (OVC) program. Meanwhile, three other districts reported the involvement of, or cooperation with, the provinces.

When participants were asked about their forms of involvement in providing inclusive education, their answers varied. Out of four districts that reported cooperation with other parties in inclusive

<sup>20</sup> Holdsworth, J. (1998). Focus on Teacher Education. *Enabling Education Network (EENET) Newsletter 2*. Retrieved from [http://www.eenet.org.uk/resources/eenet\\_newsletter/news2/focust2.php](http://www.eenet.org.uk/resources/eenet_newsletter/news2/focust2.php)

education delivery, only three responded. One district reported that the other party's involvement takes the form of providing teachers, and two districts stated that involvement is in the form of a block grant.

When asked to what extent is the cooperation with other parties effective, only two districts gave answers; one answered that it is effective, the other was unclear.

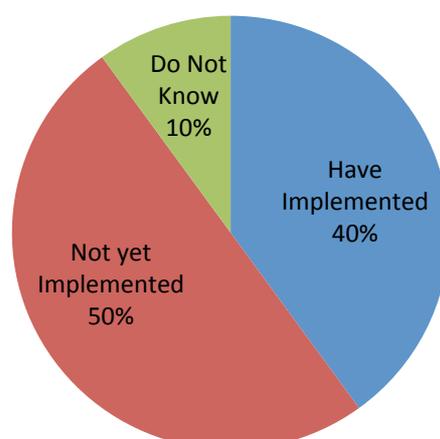
#### **4.4.2 Implementation of School-Based Management**

School-Based Management (SBM) is basically harmonization of resources undertaken by the school itself by directly involving all stakeholders, who are related to the school in the decision-making process, in meeting the need for school quality improvement or in achieving the aims of the national education system. The GOI implements decentralization, which is the transfer of authorities in the management of government to provinces and district governments. Under the decentralization law, almost all government affairs have been fully transferred to district governments. The exception is Foreign Affairs, Finance, and Religious Affairs. The government sectors that have been transferred include the management of education, except for higher education. In decentralizing basic education, the government also transfers most responsibilities for education management to schools by adopting the principle of SBM through the Law on the National Education System, followed by various implementing regulations.

SBM is a form of transfer of education management that gives the responsibility and authority to implement school academic operation to the school principal, teachers' council, and local stakeholders. The expectation is that education management will be more efficient and more effective so that each school can provide better and higher quality education services. Components that are managed in this way include curriculum and teaching programs, teachers, students, education facilities and infrastructure, and relations between the school and all school-level stakeholders.

The implementation of SBM commenced in 2001 with the establishment of school committees to manage grant funds for school operation that were directly transferred to schools. This was continued with the issuance of a Minister of National Education decree concerning education councils and school committees, which strengthens the position of the school committee as a partner of the school in implementing SBM. At present, SBM should actually have been implemented at every school in Indonesia, because BOS grants are directly provided to schools. The management of BOS funds requires that schools be managed using the SBM model. The question presents itself if all schools in all districts implement SBM. During discussions with Cohort 2 partner districts, education providers were asked to what extent schools in each district have implemented SBM. This is a basic question about SBM implementation, as well as a question about the support given by each district government for SBM implementation. Results of those discussions reveal that not all districts implement SBM. This can be seen from the answers given by education providers of each Cohort 2 partner district and illustrated in **Figure 32**. Out of 20 partner districts, only eight have implemented SBM in each school in their respective districts (**Figure 32**).

**Figure 32: Implementation of SBM in Cohort 2 districts**



SBM requires that the school and its stakeholders change their behavior and practices, including by getting involved in activities in which they have not participated before, such as planning and developing the curriculum or academic programs. It is complicated and difficult to push for such change in schools, particularly in schools where the school principals, teachers, parents, and community give different responses based on various incentives. However, the success of SBM implementation can be determined by several indicators. The central government has determined these indicators for measuring the status of SBM implementation.

The four SBM indicators are as follows:

1. The indicator for the implementation of managerial structure describes, among other things, whether the school has established the required committees or teams (for example, school committee or teacher council) with a membership composition in accordance with the regulation, whether members of the committees are elected, and how frequently the meetings are held.
2. The indicator for autonomy describes whether the school principal and teachers have the perception that they have full authority to make decisions on important school operation and academic matters.
3. The indicator for stakeholder involvement measures, among other things, the extent to which the participation of the school principal, teachers, school committee members, parents, community, and district Dinas Pendidikan participate in school decision making; the influence of each stakeholder on school matters; the extent to which parents utilize their choice; and parents' pressure for education quality improvement.
4. The indicator for accountability and transparency measures, among other things, the district Dinas Pendidikan's monitoring of BOS and other school activities, the frequency of monitoring by various stakeholders, the feedback received and actions taken, as well as types of information available at the school for stakeholders.

Meanwhile, according to Husaini,<sup>21</sup> the extent to which SBM has been successfully implemented in schools is indicated by several things such as (1) a strong school autonomy; (2) an effective school partnership; (3) strong participation by the community; (4) shared responsibility and broad transparency between the school and the community; and (5) accountability by the school. These are the indicators used to measure the success of SBM at schools.

In general, districts do not know how to measure success in implementing SBM. Until the present, they have not received training on SBM evaluation and have never received a tool for measuring the success of SBM implementation at schools. During discussions with Cohort 2 district education providers, it was found that in general they are confused about how to measure SBM implementation. Therefore, it is generally done by finding out whether any school plans, both for medium term as well as annual, are available. These documents are formal requirements that have to be prepared by each school, for example as the prerequisite for receiving BOS/BOSDA funds. In the past, the quality and accuracy of the planning documents have not been taken into consideration or used as the basis for evaluation, including whether they were prepared by involving teachers, school committees, or school-level stakeholders. No district has measured the success of SBM implementation by looking at the more complete indicators outlined above.

Results of discussions with education providers about SBM implementation at schools revealed that in general education providers do not fully understand what SBM entails. Meanwhile, implementation of SBM is still limited to certain schools as pilots, and not all districts have implemented it. Results of discussions show that SBM programs implemented by Cohort 2 partner districts generally only comprise two types, namely (1) Active, Creative, Effective and Enjoyable Learning (PAKEM), implemented in three districts; and (2) increasing community participation, implemented in two districts. SBM training conducted in partner districts is normally of one-day duration and adopts a traditional didactic approach, without on-the-job training or other types of mentoring. Only 12 out of 20 Cohort 2 partner districts have implemented SBM training. Eight districts have held workshops, while two have only held socialization sessions, and other districts did not give a clear explanation about SBM training. For funding sources used for SBM training, seven districts reported using district APBD funds, and one district has used funding sourced from the Provincial APBD.

Ideally, the district Dinas Pendidikan should have an SBM team/task force to mentor schools in the implementation of SBM. However, discussions with education providers revealed that few districts have SBM mentoring teams. Only three districts reportedly have such teams.

## 4.5 Summary

District governments (and their branch offices at the sub-district level) communicate routinely with schools and provide various supports to schools in the form of assistance for repair or equipment (particularly when using national funds) and training for supervisors and district officers. Much of the “training” turns into “socialization sessions” for regulations and directions from higher level officers.

The main interface between schools and the education system is represented by the school supervisors. USAID PRIORITAS can develop district capacity by supporting schools through improving the understanding and skills of these supervisors. Training in active learning and school-based management and support for supervisors, who then provide training to schools, aims to increase the number of schools implementing good practices through such dissemination programs.

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<sup>21</sup> Husaini, U. (2009). *Management: Education Theory, Practice, and Research*, 3<sup>rd</sup> Edition. Jakarta: Bumi Aksara. Retrieved from <http://library.um.ac.id/free-contents/index.php/buku/detail/manajemen-teori-praktik-riset-pendidikan-husaini-usman-38294.html>

However, based on assessment results from the 20 Cohort 2 districts, only 40% or eight districts implement SBM in each school. Meanwhile, only 60% or 12 districts have schools delivering inclusive education.

Taking a long-term view, the project could investigate ways to improve the human resource management system at the district level, including the criteria and process for selection, appointment, monitoring, and evaluating school supervisors. Also at the district level, greater capacity for information-based planning and better vertical and horizontal coordination will help districts to manage available human resources, including personnel in government and other agencies, to support schools. Such an approach is discussed in the following section.

## **5 Developing Information-Based Planning and Policies**

Based on the identified main challenges to capacity development, including those discussed above (teacher qualifications, teacher distribution, and support for schools), the need exists for improving capacity in information-based planning and policy development.

As a result of the decentralization policy in Indonesia, the responsibility for the governance and implementation of basic education lies with the district. Prior to decentralization, districts were only responsible for implementing national programs. Now, districts' tasks include (1) planning, (2) implementing district work plans for education, and (3) providing education M&E (Ministerial Decree of 2007).

Based on this decree, Dinas Pendidikan is mandated to develop and deliver programs for (1) implementing mandatory education, (2) increasing participation in senior secondary level education, (3) achieving universal functional literacy, (4) improving quality of schools, (5) improving teacher qualification and competency, (6) increasing the number of accredited schools, (7) improving education relevance, and (8) ensuring compliance with MSS for the education sector. When considering if Dinas Pendidikan has adequate capacity for fulfilling this role in the management and governance of education, the answer is clear: not all Dinas Pendidikan have the capacity, and none have the capacity to fulfill these tasks truly effectively.

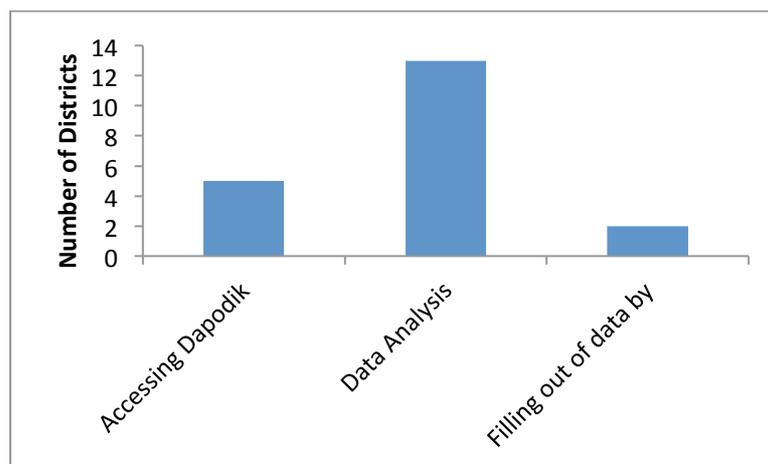
From the perspective of program planning, Dinas Pendidikan is required, as a district government office (SKPD), to produce a Five-Year Strategic Plan (Renstra), Annual Education Work Plan (Renja), and Annual Performance Report (LAKIP). All these require an effective education management information system (EMIS) that is accurate, based on program analysis units of the teacher, school, and student. In general, districts do not have this kind of EMIS or the capacity to develop one or to analyze data effectively. MOEC's new national data collection system, known as DAPODIKDAS, has now been implemented, but not yet completely. Until now, districts can only access aggregate data from the DAPODIKDAS system, and most districts have not yet utilized data from this system effectively. Limited access to DAPODIKDAS has caused data analyses to be incomplete, typically resulting in poor planning: most plans are made by copying and pasting from other documents. Plans made are often not well used, and are produced only to meet legal requirements rather than as guidelines for implementation. As a result, a large gap exists between plans and implementation, and reporting is inconsistent.

Moreover, District Dinas Pendidikan staff typically have limited understanding of current education issues. This includes a limited awareness and understanding of cross-cutting issues that are currently of concern, such as inclusive education, small schools, child-friendly education, and gender mainstreaming.

As explained above, districts are often not clear about the division of responsibilities and authority for in-service teacher training between Dinas Pendidikan and the District Personnel Agency (BKD). Distribution of teachers is not well managed, teacher distribution is uneven, there is a general excess of teachers, and many teachers cannot meet the minimum teaching workload of 24 hours per week. Implementation of flexible solutions as explained above, such as the appointment of mobile teachers, does not occur because districts feel bound by national regulations and by the lack of regulations that explicitly enable them to make such appointments; thus they are reluctant to make such changes. A deep-seated problem is that government officers and personnel at the lowest level of the national system still feel that their main task is to implement national policies and ensure that these are fully implemented, instead of providing services to the community or designing and implementing local solutions to achieve the policies' wider objectives, such as improving teaching quality and learning outcomes.

In the assessment discussions, representatives from among education providers were asked about the capacity required for improving data quality and its processing. **Figure 33** below shows that their answers vary. Many education provider representatives that participated in the discussions could not state clearly what exactly they need. In general, the desire to improve capacity in EMIS management comprises three types of improvement need, of which capacity improvement in data analysis is needed the most.

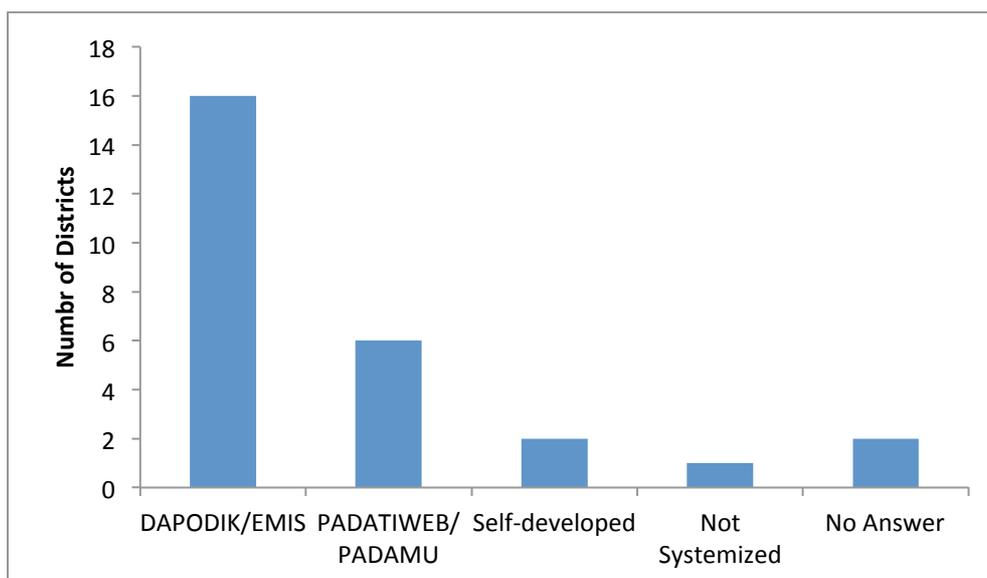
**Figure 33: Improvement of EMIS capacity**



## 5.1 Managing and Using EMIS Data

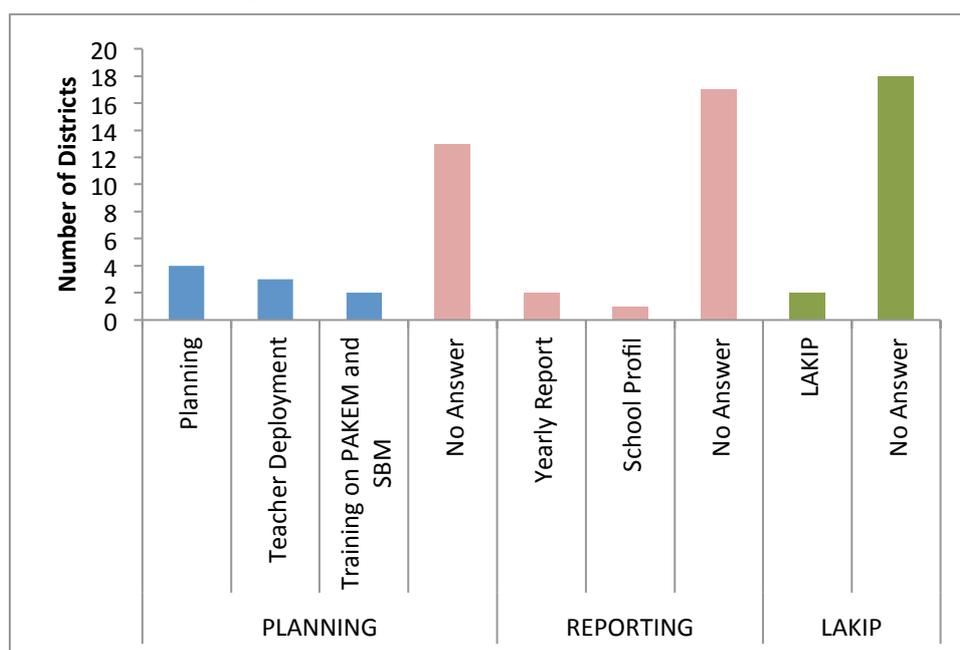
Most districts have not used data analysis or information effectively in preparing plans and policies. Data collection is still considered to be a routine activity to help the central government. Therefore, many districts do not have data collection systems that they develop themselves. Only a few districts have developed and use their own data collection systems (see **Figure 34**).

**Figure 34: Data collection system managed by Dinas**



The DAPODIKDAS system developed by MOEC is a single, national school-data collection system: all data requirements on schools from all sources should be available from the DAPODIKDAS system. Prior to the development of the DAPODIKDAS system, school data collection used the PADATIWEB system, where the district collected data from schools through data questionnaires called Individual Sheets (Lembar Individu [LI]). Data on these LIs were entered into the PADATIWEB system by district teams and sent directly to MOEC (at that time it was still MONE). In the DAPODIKDAS system, data collection is conducted entirely online, where each school directly enters data into the application, which then is directly uploaded into MOEC's server. The District Dinas Pendidikan are not involved in data collection, and data does not go through Dinas Pendidikan. The new system is problematic because whenever the district requires data, they have to request it from the DAPODIKDAS management. With the use of the DAPODIKDAS system, the District Dinas Pendidikan is farther removed from data ownership, and no capacity building for data management happens at the district level. Results of discussions with education providers show that, in general, many District Dinas Pendidikan have not used data for the purposes of (1) Planning, (2) Reporting, and (3) LAKIP (see **Figure 35**).

**Figure 35: Data use by Dinas Pendidikan**



## 5.2 District Plans

Notwithstanding regional autonomy, government plans in Indonesia are bound by regulations and a hierarchy of planning and policy. Education plans at the district level should be in line with a number of higher level plans and policy documents. These plans include (1) the National Education Plan, as stated in the National Medium-Term Development Plan (RPJMN); and (2) MOEC's Strategic Plan (Renstra). In addition, as a local government office (SKPD), the Dinas Pendidikan Plan should refer to the elected Regent's/Mayor's vision and mission as stated in the Regional Medium-Term Development Plan (RPJMD).

In relation to teacher quality improvement, 18 of the 20 districts surveyed have teacher quality improvement programs. Of those 18 districts, four have not included teacher quality improvement programs into the district planning system. However, analysis of district strategic plan documents found that most programs do not have specific targets: the performance indicators are qualitative and cannot easily be measured, and the budgeting system is not multi-source. Apart from technical issues, stakeholders are very little involved in planning; in many districts, Dewan Pendidikan have not been fully involved in the development of the strategic plans.

In addition, the school work plans (Rencana Kerja Sekolah [RKS]) have not been collected or taken into consideration in the development of district-level education strategic plans. As a result, districts are unaccustomed to considering the schools' needs (as stated in the schools' plans) in the district-level planning process.

## 5.3 Regional Development Policies

Public policies include laws, government regulations, plans, and budgets. Under the decentralized government system, regions should be proactive in developing policies for improving public services, including basic education, and considering local contexts and conditions. However, analysis of district education regulations reveals that most only serve narrow objectives: they do not reflect the specific

needs of the districts and are very often only repetitions of existing regulations from higher levels. Some documents are issued only as a formality, such as one of the latest district regulations about compliance to education MSS. This document was made by copying and pasting sections from Decree no. 15/2010; it does not include district-specific achievement targets.

The case is the same for district regulations about education that mostly contain the contents of Law no. 20/2003 and Government Regulation no. 19/2005. Usually, such regulations only contain a small section that makes local distinctions and addresses education development potential.

Meanwhile, for the purpose of improving education quality in districts, new regulations are needed, both at province as well as district levels. These regulations should be within the national policy “corridor,” giving directions and enabling districts to take more concrete actions towards effective teacher distribution, with attention to schools and communities in rural and remote areas, school supervision improvement, and integration of programs for teacher quality improvement and student learning outcome improvement. For example, districts can organize to have longer school days for early grade classes and longer learning time for literacy programs, to implement a mobile teacher program, to assure good teachers or school principals get promoted to senior positions (for example supervisors), to limit transfers of key personnel, to direct excess teaching resources to priority programs such as early grade reading or mathematics, or to change the school calendar or time spent in class to accommodate local conditions (such as the local annual harvest season or fish catching season). A district regulation can direct funds to needy schools through a funding formula scheme, to give incentive to teachers assigned to remote areas, or to oblige local village governments, including school committees, to participate in village development planning meetings (Musrenbangdes) to ensure that village funds are used in ways that support the school’s objectives (such as constructing a bridge to enable children to attend school during the rainy season).

Part of the problem may lie in the traditional function of regulations in Indonesia, which is to direct people to act in set ways. The type of regulation that is required and referred to here is one that would produce regulations that will allow people to act in ways that can meet local needs and conditions, instead of giving them proscriptive directions on how to act.

In the framework of developing a system that integrates teacher quality improvement programs, a legal umbrella is required so that the various programs do not overlap. A regent’s/mayor’s regulation can ensure that teacher quality improvement programs can be implemented in an integrated manner. A regulation may also be needed for supporting teacher redistribution among schools, sub-districts, and districts. Higher level regulations should still be used as references in the regulations and in the implementation of teacher redistribution in the district. In general, districts do not have the capacity to develop such policies and regulations without assistance.

## **5.4 Summary**

Most districts have not used data effectively to support planning and policy development. USAID PRIORITAS can provide assistance to districts in developing information-based plans and policies. By focusing on key district policies and practices that have been identified as leverages and are thus the focus of the project, USAID PRIORITAS can assist districts in analyzing available data and developing plans and policies to support quality improvement. This will cover teacher quality improvement, teacher recruitment, and human resource planning as well as support for schools.

This capacity building can be supported with assistance to partner Dinas Pendidikan and related agencies in managing data, undertaking concrete analyses for developing real policy decisions. Such intervention does not comprise classroom-based training but practice-based training instead. USAID PRIORITAS can act on this further by supporting districts in developing strategic plans when

requested (such as after a new regent/mayor is elected) or based on identified need to develop local policies. This assistance must be provided when the opportunity arises as a response to needs and requests.

## 6 Coordination

The main responsibility for education governance lies with district governments. District government responsibilities cover early childhood education, basic education, senior secondary education, and non-formal education, as well as improvement of the quality of teachers and education personnel. These responsibilities are in accordance with Government Regulation no. 38 of 2007. Several districts add other responsibilities such as youth, sports, and culture. The widening of responsibility requires a capacity to coordinate with others, both horizontally across as well as vertically through the system.

The following section describes the assessment of district capacities for such coordination.

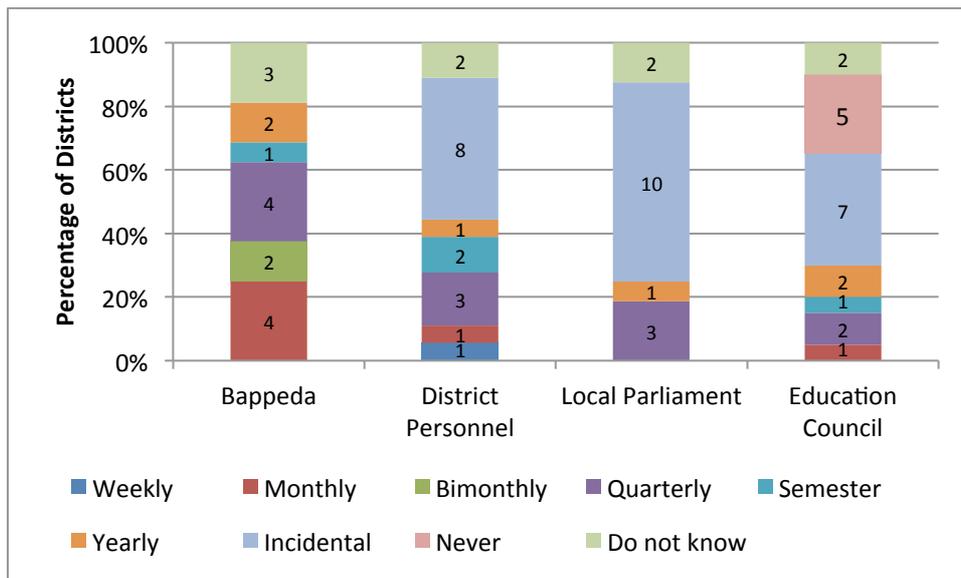
### 6.1 Horizontal Coordination

#### 6.1.1 Coordination between district government offices

To assess the level of coordination between Dinas Pendidikan, MORA, and supporting agencies within each district, representatives of the supporting agencies were asked to estimate the frequency of coordination meetings that take place between them and the education agencies (Dinas Pendidikan and MORA). In this case, the supporting agencies are the Local Legislature/Parliament (DPRD), the planning agency (BAPPEDA), the District Personnel Office (BKD), and the District Education Council (Dewan Pendidikan). Similarly, the representatives of Dinas Pendidikan and MORA District Offices were asked to estimate the frequency of coordination meetings that they have with supporting agencies. **Figure 36**, below, shows the reported frequency of coordination according to the supporting agencies.

One available planning mechanism in the district is the SKPD Forum. One of the SKPD forums coordinated by BAPPEDA is the SKPD Forum for People's Welfare, in which the education sector is included. However, the study revealed that a range of incidental coordination also occurs. According to all education stakeholders (see **Figure 36**), coordination with Dinas Pendidikan (and MORA) is mostly incidental. As shown, the frequency of coordination meetings between Dinas Pendidikan, MORA, and related agencies varies according to the agency and the district. Aggregated results from the study of 20 districts show that coordination with BAPPEDA reportedly takes place monthly in four districts, bimonthly in two districts, and quarterly in four districts. To provide another example, eight of the districts report meeting "incidentally" with the District Personnel Office (BKD), while only one district meets weekly, and another one meets monthly. Ten districts meet incidentally with the local parliament, one district meets yearly, and three districts meet quarterly. No districts reported meeting more frequently with the parliament. Similarly, most districts reported meeting only incidentally with the Education Council (Dewan Pendidikan). All of this suggests that coordination is weak and that the potential support for education from Dewan Pendidikan and other related agencies is underutilized.

**Figure 36: Frequency of coordination between Dinas Pendidikan with education stakeholders (according to supporting agencies)**

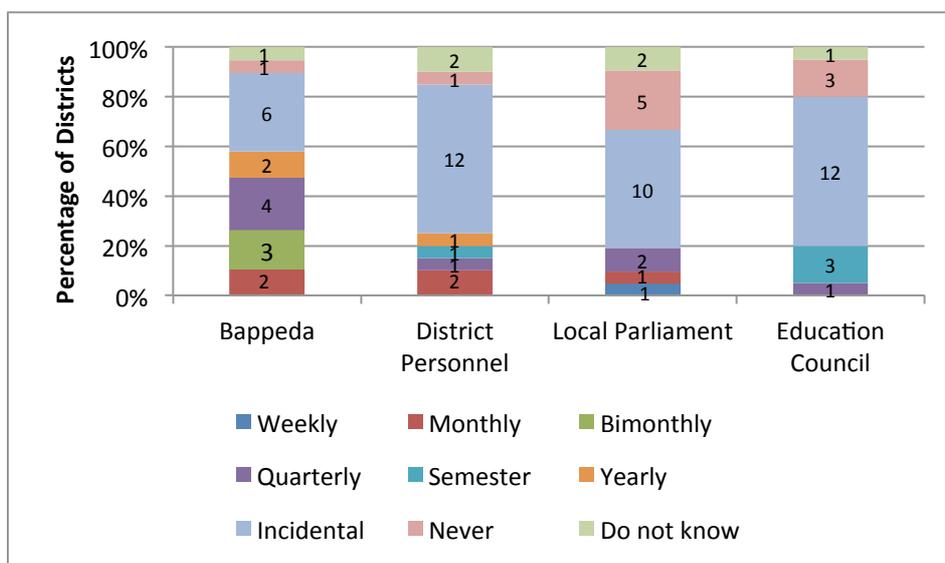


Note: Numbers in bars indicate number of districts.

The above-noted situation is confirmed in the data shown in **Figure 37**. According to the education providers, namely Dinas Pendidikan and MORA, coordination is mostly incidental. Ad hoc meetings between Dinas Pendidikan (or MORA) and BAPPEDA are reportedly held according to arising needs and are commonly required outside of routine coordination meetings. Coordination by Dinas Pendidikan is mostly with BAPPEDA, while coordination with BKD is more related to personnel matters.

Incidental coordination meetings, unscheduled and based on needs, are held quite frequently. Meanwhile, routine annual coordination for Musrenbangda is standard, and coordination between Education SKPD and DPRD for the purpose of budget discussions takes place at least once a year.

**Figure 37: Frequency of coordination with supporting agencies (according to Dinas Pendidikan and the MORA district office)**



Note: Numbers in bars indicate number of districts.

### **6.1.2 Coordination between districts**

Coordination between districts is the responsibility of provincial governments, although coordination between neighboring districts is often conducted directly to discuss matters of common concern. Issues discussed between neighboring districts include (1) transfers of students, (2) uneven distribution of teachers, and (3) uneven education quality.

The transition rate in districts (kabupaten) that border directly with cities (kota) is generally relatively low, as most graduates from the district continue their studies in the cities. However, some cities impose quota restrictions on the number of students who continue their education from neighboring districts. Quota setting is usually established unilaterally, to limit the number of students coming from neighboring districts because the city governments give priority to students who graduate from their own schools. To limit the flow of students seeking education in the cities, there is a need for coordination between city governments and neighboring district governments.

The same situation occurs with teacher distribution, which is rated between cities and districts. Usually the city has an excess of teachers, while the neighboring district suffers shortages of teachers in some areas. This problem has been very rarely discussed or resolved prior to the issuance of the Five-Minister Joint Decree from 2011.

Another problem is the uneven quality of education. Differences in education quality between cities and neighboring districts are significant. The education in the city is in general regarded as better than that in the neighboring district.

The question remains why the coordination between district and city is difficult to realize. One of the approaches in the economic framework, known as “development corridors” and explained in the National Development Master Plan, concerns connections between regions that have similar characteristics. Why is connection in the education sector between city and neighboring district so difficult to implement? This difficulty occurs despite the common historical background, where the establishment of district and city within one province usually result from the development of sub-districts that were once under the same previous district government. From a socio-cultural perspective, city and district have similar general characteristics.

## **6.2 Vertical Coordination**

Vertical coordination has two aspects for Dinas Pendidikan, namely coordination upward with the Provincial Dinas Pendidikan and relevant directorates as well as MOEC agencies, and coordination downward with schools. In addition to coordination with schools, Dinas Pendidikan also coordinates with Community Teaching-Learning Centers (PKBM) and the Dinas Pendidikan sub-district branch offices (UPTD).

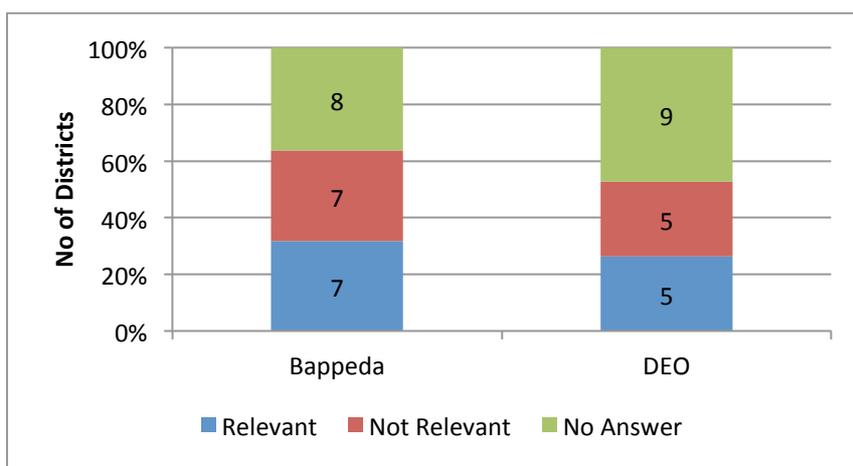
### **6.2.1 Coordination with province and ministry**

Programs and activities at the district level are funded from multiple sources. In addition to district APBD, funds also come from the national APBN and province APBD budgets. Within these, there are various funding sources, several of which require co-financing from district APBD. Thus, improved planning is very much needed to coordinate the various funding sources for education.

According to the assessment discussions conducted, all provinces reportedly have programs and activities for education that are implemented within the district and which are implemented by the Province Dinas Pendidikan. In developing their programs, the provinces coordinate with the district in the Musrenbang Forum that provinces hold once a year. Aside from these forums, coordination is also conducted by the Province Dinas Pendidikan with District Dinas Pendidikan for other activities.

Not all programs implemented by the provinces are relevant to the needs of the district, according to both BAPPEDA and Dinas Pendidikan (see **Figure 38**). The Province Dinas Pendidikan also act as implementers for activities from MOEC’s programs, which are funded from the APBN through the funding deconcentration mechanism. To plan and implement programs funded with deconcentration funds, the Province Dinas Pendidikan usually coordinates with district Dinas Pendidikan. Thus, coordination is continuously occurring between the Province Dinas Pendidikan and District Dinas Pendidikan, both for the implementation of programs and activities that stem purely from the Province’s APBD as well as the Province’s APBD activities that are funded by the deconcentration fund.

**Figure 38: Relevance of provinces’ programs to districts’ needs**



### 6.2.2 Coordination between Dinas Pendidikan and schools

Not only has the governance of education been decentralized to the district level, but under the school-based management policy, several functions have also been decentralized to the school level. Schools are responsible for program planning, implementation, and evaluation. According to regulations, school plans should be in line with Dinas Pendidikan programs, not the other way around. Unfortunately, some districts do not give attention to programs for school development when preparing their plans and programs. Schools are obliged to provide data to Dinas Pendidikan, but the actual needs for school development are not analyzed. The Cohort 2 assessment shows that districts very seldom perform needs analyses for teacher quality development.

Coordination between Dinas Pendidikan and primary schools is delegated to Dinas Pendidikan sub-district offices. Coordination is more effective when conducted at sub-district levels because the total number of primary schools located in each district is very high. Several districts have over 1,000 primary schools. The effectiveness of coordination between schools and Dinas Pendidikan sub-district offices depends on the leadership in the sub-district offices and on the school supervisors.

### 6.3 Summary

The capacity of districts to coordinate varies between districts and regions but, in general, is limited. Typically, whether ad-hoc and based on the activities of certain programs, or formal and normative, coordination in the Indonesian way often becomes a formal activity with little substance, usually resulting in a one-way information forum. In vertical coordination, information flows from top to bottom, with little opportunity for conveying aspirations or needs from the bottom up. This same

process also occurs in coordination with schools, which is typically top-down. The same case is true in coordination with the provinces or Ministry where, in general, districts become passive receivers of information.

Horizontal coordination between Dinas Pendidikan and BAPPEDA focusses on planning and budgeting. Coordination between Dinas Pendidikan and MORA is very infrequent and usually only occurs during the execution of the national examinations. Meanwhile, coordination between Dinas Pendidikan and BKD is generally related to personnel matters, the preparation of letters for appointments or transfers, and recommendation of personnel or teacher formations.

USAID PRIORITAS can assist in improving coordination and relationships through the establishment of a forum for various stakeholders for the discussion of specific issues on policies and planning, where results from data analyses undertaken together with the partner district can be presented and policy implications discussed. The experience of DBEI (Decentralized Basic Education I) and from the first years of USAID PRIORITAS shows that this type of forum can be very successful when good data analyses are presented and real policy issues are discussed among key decision makers, government officials, and stakeholders. Efforts to institutionalize this forum and establish routine coordination have had limited success in the past. However, participants are reluctant to attend meetings when the agenda is not clear or relevant. It appears that the most successful strategy is to promote frequent coordination for the purpose of specific policies, and through this method, try to familiarize the relevant stakeholders with coordination. The opportunity for a more institutionalized and sustainable relationship should also be sought.

## **7 Conclusions and Recommendations**

The capacity assessment started with a series of consultations with officers and stakeholders in partner provinces, districts, sub-districts, and schools. To understand the data that were collected and to provide a more comprehensive basis for assessing the capacity of districts in the governance and management of basic education, various secondary data were used and high-level analysis undertaken.

The assessment in Cohort 2 was simpler than that for Cohort 1; however, the quality of the process and results of analyses is maintained. The Cohort 2 assessment did not include individual interviews; rather, data were collected directly through focus group discussions (FGDs) with partner provinces, districts, sub-districts, schools, and other stakeholders. The FGD results are confirmed in the analyses and are presented in this report. These high-level analyses were undertaken to better determine the capacity development needs and define the responses that are in line with USAID PRIORITAS.

### **7.1 Conclusions**

This report was prepared to answer the primary question: What are the capacity development needs of the target district and province in relation to USAID PRIORITAS? More detailed questions were discussed during the assessment at each district and province, together with short answers to the questions as noted below.

### **7.1.1 Teacher quality improvement**

*How is teacher quality improvement planned and implemented?*

As shown in international studies and from experience, teacher quality is a key factor in determining education outcome. Based on comparative international tests, results for Indonesia suggest that Indonesia's education system can benefit from improvement, as can the level of teacher quality. The average score on the recent teacher competency test conducted nationally by MOEC was 42.5%. Although policies and programs for teacher quality improvement are found at every level of government—central, provincial, and district— results of discussions with all education stakeholders at partner districts demonstrate that teacher improvement quality is not yet recognized as a priority need at the district level. Not all Cohort 2 partner districts have teacher quality improvement programs. Only nine of the 20 Cohort 2 partner districts have included teacher quality improvement programs as a priority program in their RPJMD. Because the RPJMD represents the work programs of elected heads of districts, the exclusion of teacher quality improvement programs from the work plans shows that attention to teacher quality is still lacking. However, in all districts, teacher and school principal working groups exist for each level of education, and these working groups are potentially a very effective forum for improving teacher quality. Unfortunately, these local teacher working groups (KKG for SD teachers and MGMP for SMP teachers) are often underutilized. In addition, school principals also have a forum called the School Principal Working Group (Kelompok Kerja Kepala Sekolah [K3S]).

Funding for teacher quality improvement is provided by the district APBD, province APBD, and from APBN. Funding from APBN is usually channeled through the LPMP or as deconcentration funds into the province APBD. Although there are funding sources for training through APBD or APBN, training held at the working groups mentioned above is, in general, self-funded by the schools through BOS funds or by the teachers themselves. Programs at the KKGs vary, depending on the strength of leadership in each school cluster, sub-districts, and schools.

The main role of TTIs as providers of qualification upgrading for teacher certification needs to be strengthened to enhance teacher quality, as training held in working groups is not always well focused or based on needs. In fact, training is often criticized as being too theoretical and not sufficiently practical.

### **7.1.2 Personnel management**

*How is teacher management and distribution planned and implemented?*

The teaching force in Indonesia could benefit from being better managed, as it currently suffers from an excess supply and uneven distribution of teachers. The national Five-Minister Joint Decree, issued in 2011, obliges districts and provinces to undertake redistribution of teachers to achieve even distribution. The Decree aims at teachers' management, in terms of quality and quantity, so that education can be provided evenly in all schools. Although the Decree was issued in 2011, not all districts have yet implemented it. Some districts that have done so have limited implementation to teacher transfers, without considering teacher distribution or quality.

The uneven distribution of teachers is reflected in some schools having an excess of teachers, while some schools are short of teachers. Schools that are short of teachers generally provide poorer education and are located in rural areas, while schools that have excess teachers are located in urban center areas. The number of excess teachers in Indonesia is reflected by the student-to-teacher ratio. The national average student-to-teacher ratio is 16 at SD level and 13 at SMP level. The National Education Standard determines that there must be one teacher for each class. However, many schools have an excess number of teachers. The standard teaching workload in

Indonesia is 24 hours a week. MSS specify a maximum of 32 students per class for primary schools and 36 students per class for junior secondary schools. Using these standards as the basis, many schools experience an excess of teachers.

The main problem is an uneven distribution of teachers, which is the case in all districts. Teacher excess, in general, occurs in schools with a small number of students (below the MSS number), which clearly shows that teacher management is not yet effective in the districts. Contributing factors to this problem are inadequate data management, rigid national regulations, and standard practices that do not promote local solutions to the staffing of schools at rural and remote areas. In general, districts do not seem to be aware of the details of the problem or the need for assistance to analyze data and seek policy solutions.

### **7.1.3 School improvement**

*Is current school supervision already effective for supporting school quality improvement?*

Districts have not played an effective role in supporting whole-school development (WSD), particularly in relation to teacher distribution, teacher quality improvement, and management of education resources, including management of resources funded by APBN, province APBD, and district APBD, as well as community contributions.

Districts need capacity development in bottom-up planning, program formulation, and coordination with provinces and other institutions to achieve a more integrated approach. School supervisors need continuous professional development to enhance their capacity as mentors in school development. A merit-based promotion system, to ensure that only the best and most able personnel become school supervisors, would also help. USAID PRIORITAS can support this agenda by helping districts to be more skillful and strategic in undertaking planning and program formulation to support schools—particularly for teacher distribution, teacher quality improvement, student tracing, and channeling of funds to schools based on local needs. These approaches will depend on the willingness of districts to develop new approaches and policies, which will, to a certain degree, depend on local political factors.

In addition, USAID PRIORITAS can assist in providing training to develop the capacity of school supervisors and school leadership as facilitators in supporting schools in the implementation of school-based management and active-learning approaches.

*Is there a district BOSDA or province BOSDA program to support better school operations?*

Not all districts and provinces provide additional funding for operational costs to each school in their regions. Only eight districts out of the 20 Cohort 2 partner districts have district BOSDA programs, while only four provinces provide province BOSDA programs. Only one province, namely South Sulawesi Province, with four partner districts, implements an integrated BOSDA program. The South Sulawesi Governor-elect has instituted a free education program for South Sulawesi. To support this program, additional BOS funds are required for schools through shared contributions: 40% from the province APBD and 60% from the district APBD. Meanwhile, only two other provinces (Aceh and West Java) provide BOSDA programs independently to districts despite there being no district BOSDA programs.

Although the amount of BOSDA funds received by schools is smaller than the central government BOS allocation, it still helps schools to overcome problems in education operational costs. BOSDA funding can be more effective if its uses are different than those for the central BOS fund. In several districts and provinces, for example, BOSDA funds are not given to madrasah, while in other districts and provinces, it is only given to state madrasah. Only a few districts and provinces provide BOSDA both for state and for private madrasah.

*Does Dinas Pendidikan implement an inclusive schools program?*

The inclusive education program currently remains the program of the provincial Dinas Pendidikan. Only seven out of 20 Cohort 2 partner districts have already implemented inclusive education. Meanwhile, some of the remaining districts have not done so because the programs are still at a planning stage or because no special needs students have been identified. Some of those districts were unable to answer the questions about inclusive education. The lack of answers may possibly be due to the participants in the FGD not having the information about or not having an understanding of what inclusive education means. Inclusive education is currently implemented by Province Dinas Pendidikan and is limited to one or two schools in each district. The financing of those inclusive schools is mostly still borne by the provincial governments, although district governments also participate in the financing. Meanwhile, the Dinas Pendidikan of each district selects the school that serves as an inclusive school.

*Do these schools implement school-based management (SBM), and how does the district support implementation of SBM at schools?*

Transferring some of the authority for education management to schools is one aspect of education decentralization. To manage this authority, schools need to implement an SBM approach that involves school principals, teacher councils, and all stakeholders. To date, SBM has not been fully implemented by all schools, and in some districts, it is not yet fully understood. District governments' support for SBM implementation is not yet adequate because Dinas Pendidikan do not typically have the needed knowledge about and capacity for SBM, which is also reflected by the non-existence of SBM supervision teams at the district level. Implementation of SBM at schools has only been partial, not comprehensive, particularly where community participation has been limited to a formality only.

USAID PRIORITAS has the opportunity to implement good practices in developing SBM at schools. In implementing SBM at a school, USAID PRIORITAS looks at the school and its needs as a whole, and therefore the need for whole-school development. Such whole-school development involves all elements related to the school, both internally and externally through the community surrounding the school.

#### **7.1.4 Development of information-based planning and policies**

*How do districts use MOEC's web-based EMIS (DAPODIK) in formulating policies?*

Districts are already using DAPODIK, the new online basic education data collection system. DAPODIK is a centralized system; schools can directly enter data into MOEC's server at the central government level. The new system has an advantage because it contains data for all key aspects in education management, namely for students, teachers, and schools. Although this data collection is implemented nationally, the data are not yet fully utilized by districts for education development at the district level because districts do not have full access to the data; capacity improvement is needed on how to use that data. Some districts obtain school data the conventional way, by collecting monthly reports from each school, which is submitted to Dinas Pendidikan through the school supervisor. Meanwhile, in several districts, the MORA offices use their own separate and independent database for madrasah data.

MOEC is faced with several challenges in implementing their new system. The issue is that the system requires a very heavy work load to enter the school-level preliminary data. In addition, as was the case with the previous EMIS, the main problem lies in data not being used systemically at the lower levels in the education system. Data entered at school level goes directly into the DAPODIK server at MOEC, meaning that the districts do not have access to that data unless they request it

from the central level or from the schools. Meanwhile, schools never use their own data. As such, they do not value the data, which results in the entered data being of poor quality, often inaccurate and incomplete.

A similar situation occurs at district and province levels, where Dinas Pendidikan has access only to aggregate data. This kind of data is not useful for projections, need-based planning, or policy development.

Districts (and provinces) need to build capacity to enable them to use data more effectively for planning and policy development. Such capacity improvement involves the use of simple data analysis approaches that can give meaning to data and assist districts in using it for practical purposes such as planning for teacher redistribution, improving teacher quality, or providing school support (as explained above). Such capacity building would need to include training for data management, ICT skills, and data analysis.

### **7.1.5 Coordination**

*What is the district Dinas Pendidikan's view on the coordination role undertaken by the province?*

The provinces' education budget originates from the provinces' revenue as well as from deconcentration funds. Activities and programs financed from province APBD are implemented within the districts. Therefore, the implementation requires good coordination with each district. Coordination between province and district Dinas Pendidikan starts with program formulation, both for annual as well as for medium-term programs. Coordination for annual program formulation usually takes place during the Musrenbang consultation event, which is held once a year. In developing province education policy, the provincial Dinas Pendidikan coordinates with the districts to determine and include education development needs from each district. Both during Musrenbang, as well as in other coordination meetings, each district presents a proposal for its own needs.

Although the Musrenbang and other forms of coordination take place both for policy and for program or activity formulation, the provinces continue to plan and implement activities that are not relevant to districts' education needs. This occurs because of the limited dialogue during coordination meetings, as well as the differences in view points between the province and districts.

*Is coordination between Dinas Pendidikan and other agencies or institutions managed well?*

One district planning mechanism is the SKPD Forum. One of the SKPD forums coordinated by BAPPEDA is the SKPD Forum for People's Welfare, in which education is included. Formal coordination between SKPDs is set to occur once a year during the Musrenbang, when the annual programs/activities of each SKPD are discussed under the coordination of BAPPEDA. In general, coordination between the district offices (dinas) occurs incidentally. Such incidental coordination takes place according to needs, is unscheduled, and occurs quite often, and it usually takes place whenever additional coordination is required outside of the scheduled coordination. Coordination between SKPD and the District Head often takes the form of issuing directions, which occurs once a week after the Monday morning flag raising ceremony at the office of the Regent/Mayor. Meanwhile, a routine coordination session between SKPD is held once a year, during Musrenbangda, to formulate annual programs. Coordination between the Education SKPD and DPRD usually occurs once a year for the purpose of budget discussions. Further coordination between Dinas Pendidikan and DPRD is usually incidental in nature.

## 7.2 Recommendations

A major opportunity exists for USAID PRIORITAS to support district capacity development. The question are: (1) what is best for the project's focus; (2) what are the best ways to use the expertise, resources, network, and experience within USAID PRIORITAS; and (3) where can the largest impacts be achieved. Recommendations arising from this assessment, and made with these questions in mind, are noted as follows:

1. *Teacher quality improvement.* Efforts to improve teacher quality should support ongoing programs, such as professional teacher development (PPG). USAID PRIORITAS should coordinate with the Center for Education Professional Development (Pusbangprodik), which is one of the agencies within MOEC, for human resource development. This coordination should involve using teacher competency mapping, including Teacher Competency Test [UKG]) results, as well as Teacher Performance Assessments [PKG]), as the bases for teacher quality improvement.

USAID PRIORITAS' planned focus to train school clusters and teacher working groups, such as MGMP, KKG, and KKKS, is considered to be the most appropriate. This planned focus will not only support a national approach, but it will also be in line with international good practices. Although the effectiveness of these groups varies significantly between districts, they do provide the best forums for in-service teacher training. International studies confirm the effectiveness of school clusters and "communities of practice" for professional learning. Whole-school and teacher working group development will provide an ideal focus in this context.

USAID PRIORITAS can assist districts and provinces by calculating the unit cost for various types of in-service teacher training. Results of this analysis, undertaken in cooperation with agencies from districts, TTIs, and other related agencies, can then be presented for discussion in policy forums and used for planning purposes.

2. *Personnel Management.* USAID PRIORITAS can assist districts and provinces to meet the requirement of the Five-Minister Joint Decree for teacher distribution. The first step should be to develop and apply a simple approach for analyzing data about teacher distribution in the district, then to assist colleagues from Dinas Pendidikan to undertake such an analysis, to present the findings, and to discuss the options for ways to distribute teachers. Presentation and discussion should take place in a multi-stakeholder forum.

In this context, there are various policy options available for overcoming shortages of teachers in schools at remote and rural areas. These have been discussed above and include: (1) incentives to make teacher placements at difficult schools more attractive, and (2) strategies for reducing the requirement for teachers at schools by using, for example, small-school management approaches such as multi-grade classes, and/or itinerant (mobile) teachers.

3. *School Improvement.* Efforts for improving district capacity to support teacher quality improvement should focus on schools and should be undertaken in an integrated manner. This means improvement of the quality of teachers, school principals, and supervisors through a single integrated system, and in this context, improvement of coordination between districts, provinces, MORA offices, LPMP, and TTIs should also take place.

USAID PRIORITAS will use a whole-school approach for school quality improvement, which includes training and mentoring in school-based management and active learning. This approach will bring together specialists from TTIs and province-level LPMP, school

supervisors, members of the community and the schools themselves (school principals and teachers) and will build the capacity of TTIs, school supervisors, and local leaders, who can then disseminate this whole-school approach to new schools in the district. Such a process will create and strengthen the relationships and establish coordination between schools, district, TTIs, and province level-LPMP.

4. *Information-based policy development and planning.* USAID PRIORITAS can assist districts to build capacities in all areas by updating, developing, and applying a simple approach for analyzing and using data for planning and policy development. The basic principles of this approach are as follows: (1) to use available sets of data to strengthen the EMIS of the respective government; (2) to develop (or to update) a simple approach for analyzing data that produces graphic displays to highlight the implications for planning and policies; (3) to have district support officers undertake the analyses, present their findings in multi-stakeholder forums, and advocate for policy discussions; (4) to assist officers to directly use data analysis for supporting planning, such as in the development of Education Strategic Plans (Renstra); and/or (5) to provide assistance in the development of local policies for overcoming specific problems.

This approach should be applied to the main areas of district-level education governance discussed in this report, such as teacher quality improvement, personnel management and teacher redistribution, and school improvement, which includes application of SBM and delivery of inclusive education, as well as active learning approaches.

5. *Coordination.* Coordination and relationships between different levels and elements that are involved in basic education governance need strengthening. This need applies across the education system, both vertically as well as horizontally. The education system in Indonesia is extremely large, with more than 260,000 schools and around three million teachers. As explained in a supporting USAID PRIORITAS report<sup>22</sup> about the Role of Provinces (October 2012), even after 10 years of decentralization, this large system continues to operate in various ways as a single national education system. Significant policy decisions are made at the central level and communicated in a top-down manner to provinces, districts, and schools. Based on a new regulation, the role of provinces will be strengthened, to function as the extension of the central government by assisting to ensure compliance in districts and schools. Planning primarily takes a top-down approach. The “bottom-up” annual development planning consultative process, known as the Musrenbang, is mostly a formality, with major decisions and policies already determined at each level and with little or no reference to, or consideration for, the needs and aspirations voiced from the lower levels in the system.

The question remains how USAID PRIORITAS can best work to improve coordination and strengthen policy links. This report recommends that the answer lies in improving communication, planning at the lower level using the “bottom-up” approach, and integrating horizontal coordination by involving various agencies and stakeholders in data analysis processes that form the basis for information-based planning. These processes should include multi-stakeholder forums and consultations, as well as follow-up meetings, to develop plans, policies, and programs for overcoming problems raised during the process.

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<sup>22</sup> RTI International. (2012, October). *The Role of the Province in Governing and Managing Basic Education*. [Report prepared for USAID Indonesia under the USAID PRIORITAS project, Contract No. AID-497-C-12-00003]. Research Triangle Park, NC: RTI International. Retrieved from [http://www.prioritaspendidikan.org/file/Provincial\\_Study\\_Report\\_Oct2012\\_Final\\_rev\\_2.pdf](http://www.prioritaspendidikan.org/file/Provincial_Study_Report_Oct2012_Final_rev_2.pdf)  
<http://www.prioritaspendidikan.org/id/media/view/detail/323>

As a practical example, such processes can address project-sponsored efforts to improve teacher distribution. USAID PRIORITAS will implement the simple approach used in Cohort I districts for analyzing data by using available data sets, where possible, and by producing clear outputs, such as graphic presentations that illustrate teacher distribution and highlight areas of over- and under-supply. Local colleagues from agencies at the district and province levels can then present the findings in multi-stakeholder forums, together with various policy options. Involvement of actors and agencies from all levels within the system will strengthen the links and communication with a focus based on issues. When these forums are found useful at the district level, they may have a chance of being retained. However, experience shows that without a focus based on issues, this type of forum is very seldom sustainable.

Another example for changing the pattern of decision-making and planning and for advocating for institutionalized linkages would be by supporting district governments in using school-level plans and profiles as the bases for developing district-level strategic plans. The way to achieve this objective is by supporting the use of school-level data (which is currently collected at the sub-district or district levels and is not used for developing targeted plans) and by analyzing data in disaggregated form to highlight the needs and priorities of the sub-districts and schools within districts. Using this method, planning at the district level will be responsive to local needs and lead to targeted provision of assistance from district and province levels.

In summary, a shift in mindset would be beneficial. The government education system in Indonesia currently applies a top-down approach, where the core tasks are seen as ensuring compliance with laws and regulations enacted by higher levels. Introduction of a bottom-up, information-based planning approach, such as described in this document, would assist district governments in being more responsive and able to manage resources in a more effective, targeted, and efficient manner. In the end, such a shift in mindset will result in a better education for Indonesia's children.