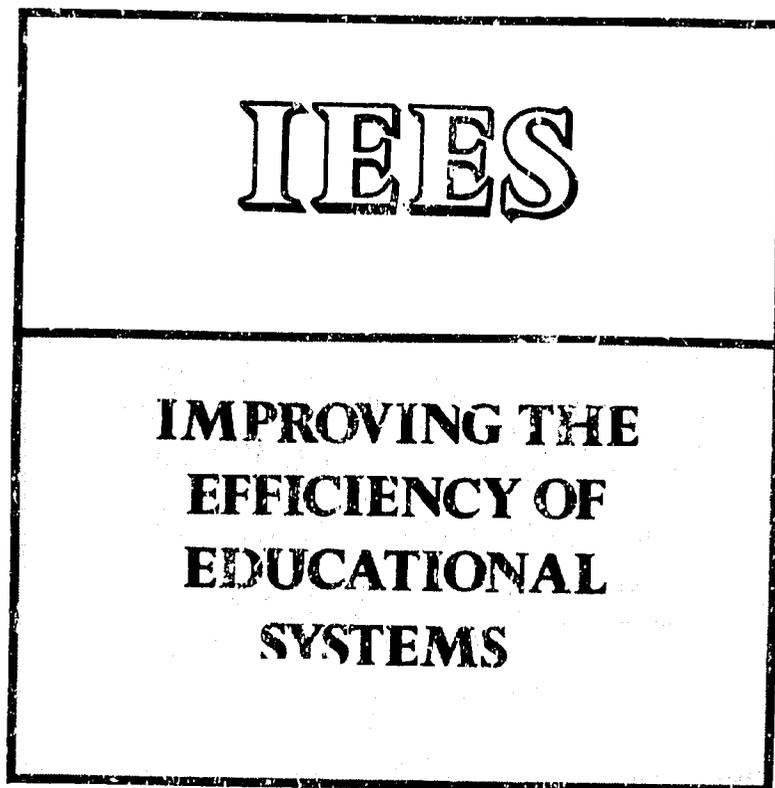


**INDONESIA
EDUCATION AND HUMAN RESOURCES
SECTOR REVIEW
April 1986**

**CHAPTER THREE
MANAGEMENT OF EDUCATION**



Coordinated for the Government of Indonesia by the
Ministry of Education and Culture with USAID

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INDONESIA
EDUCATION AND HUMAN RESOURCES
SECTOR REVIEW

April 1986

Chapter Three:
Management of Education

Coordinated for the Government of Indonesia by the
Ministry of Education and Culture with USAID

INDONESIA EDUCATION AND HUMAN RESOURCES SECTOR REVIEW

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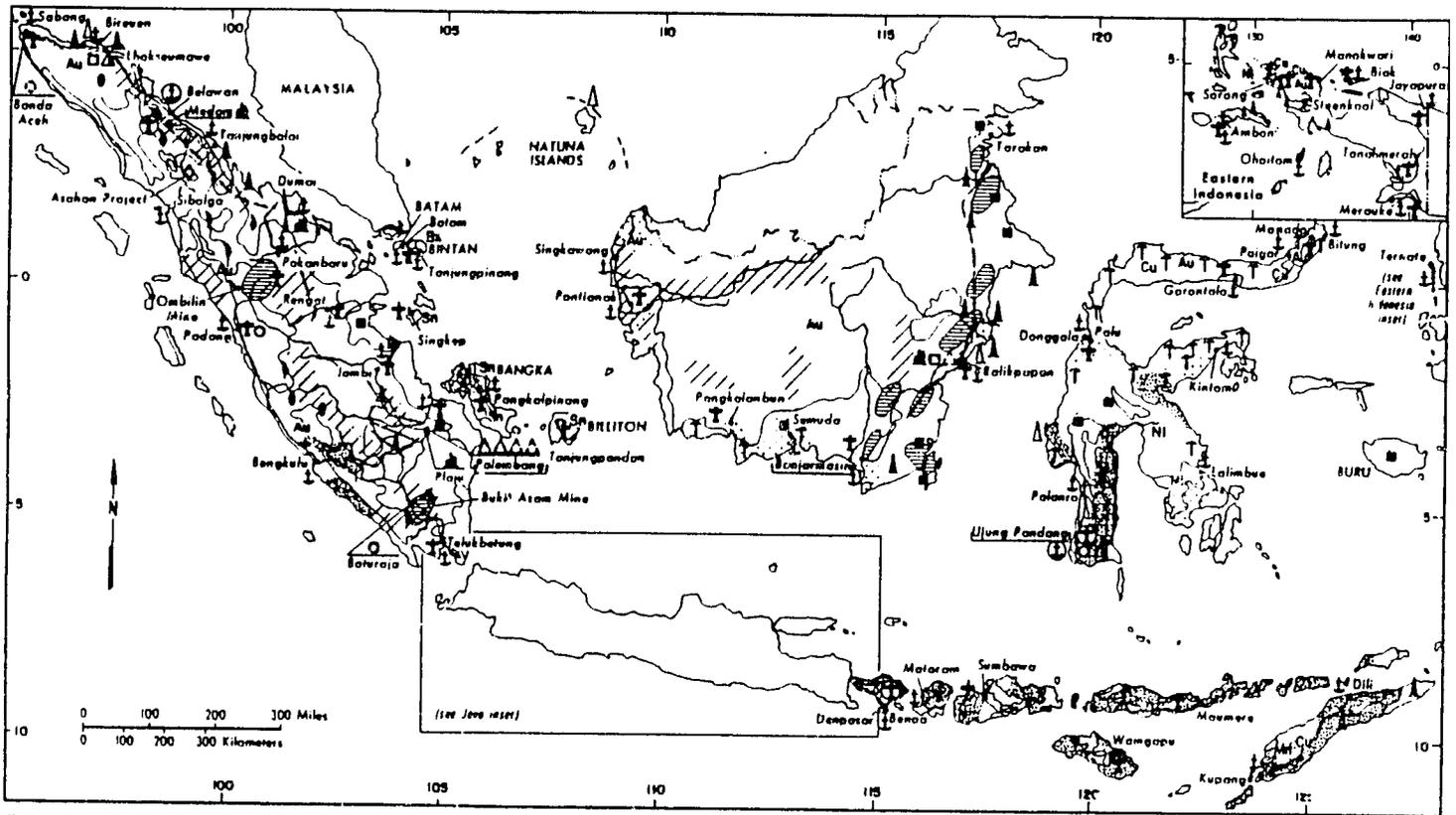


Figure 5 Economic Activity, 1982.

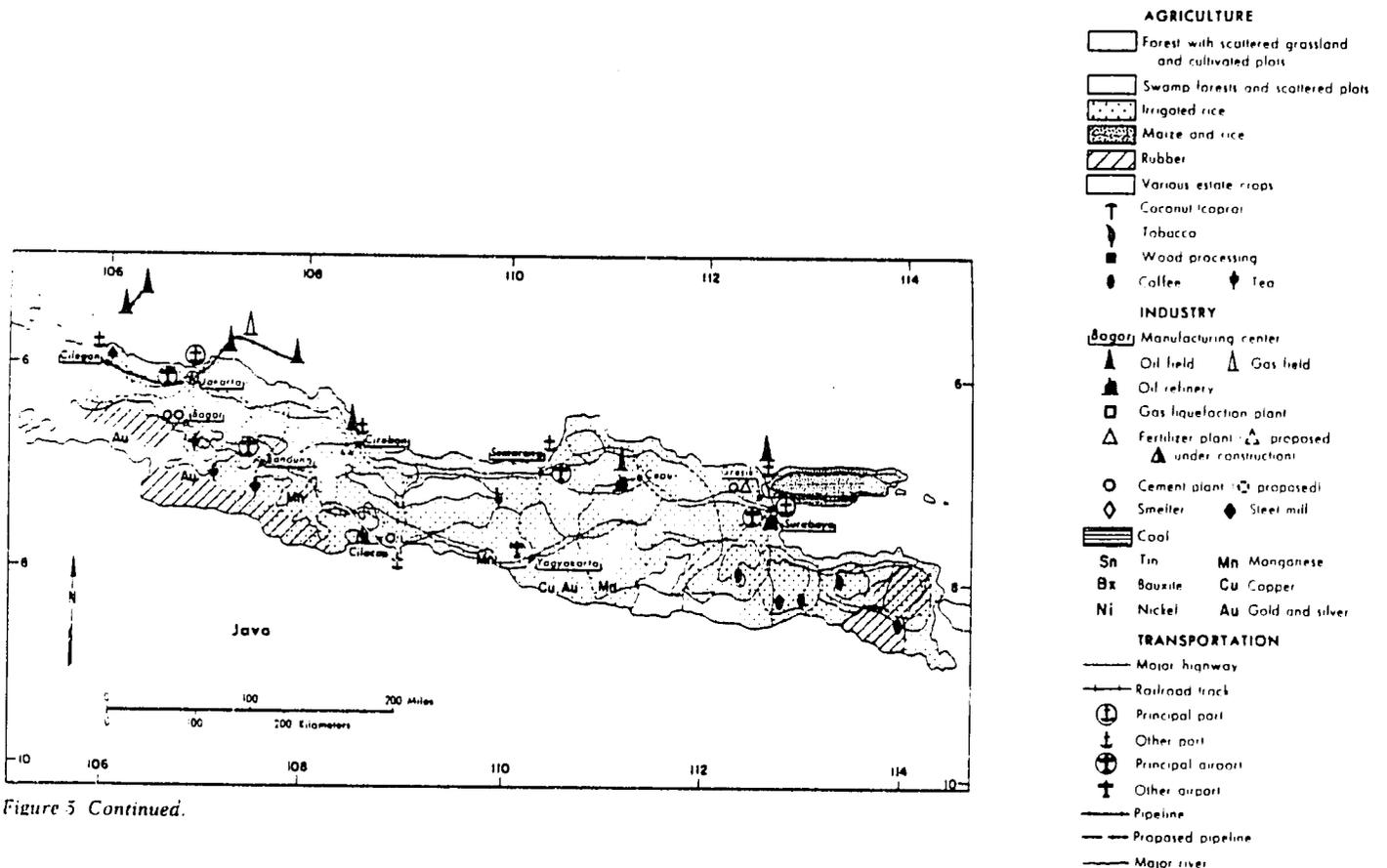


Figure 5 Continued.

3.0 MANAGEMENT OF EDUCATION

3.1 Introduction

There is no task more central for a developing nation than educating its people. And there is no responsibility more critical for a nation's public officials than managing efficiently the transformation of its resources into the desired education outcomes. This chapter examines the capacity of the Ministry of Education and Culture (MOEC), Republic of Indonesia, to manage the national educational enterprise. Three products of this examination are sought: (1) a baseline or status report which delineates the current capacity to manage education, (2) an analysis of the management situation and (3) recommendations for improving management efficiency and for relevant policy research. The principal user of this report is intended to be the Ministry of Education and Culture. Therefore, emphasis is given to issues and options which are within the Ministry's authority to address.

The scope of this review is the management of education programs and institutions administered or regulated directly by the Ministry of Education and Culture. Thus, it includes public primary schools which are administered by the Ministry of Home Affairs but supervised by the Ministry of Education and Culture. It also includes the secondary and tertiary educational institutions of the Ministry of Education. The private secular and religious schools, as well as schools operated by Ministries of Religion, Agriculture, Health, and Labor, are beyond the scope of this study.

Management capacity is reviewed along seven dimensions:

1) mission, 2) strategy, 3) institutional and program structure,

4) systems, 5) staffing and staff development, 6) incentives, and 7) internal institutional development. These dimensions will be discussed individually and then as a whole.

In examining efficiency, the review directs attention to the ongoing central mission and goals of the MOEC and to the strategic process for transforming resources into goal achievement. The key management questions are these: (1) Do existing organization structures, processes, and incentives yield an acceptable result in relation to the resources which have been invested?; and (2) Would changes in the organization's structures, processes, and incentives yield greater results in relation to resources invested?

Data for the management review were obtained from documents of the MOEC, consultant reports provided by several international donor agencies, and interviews and meetings in the Secretariat General, Inspectorate General, Office of Educational and Cultural Research and Development, Center for Personnel Education and Training, and the Regional Office and field units of South Sulawesi. These data were analyzed within the context of the seven management dimensions identified above in relation to efficiency, constraints on efficiency, and pertinent issues. This particular review is not the first of its kind, but seeks to build on management strategies performed in the past and to inform those which follow. The review also attempts to set a broad perspective to examine management across the major subsectors of education provided by MOEC. Trends, themes, constraints, and issues found throughout MOEC are of most concern.

3.2 Status of Education Management in the Ministry of Education and Culture

3.2.1 Mission, Goals, Objectives

The national goal stated in the Preamble to the Constitution of 1945 includes the passage "to develop the intellectual life of the Nation". The Constitution also states that "every citizen shall have the right to obtain education." The Ministry of Education and Culture carries the greatest responsibility for achieving these goals. The enormity of the task can be seen in the targets set for the Ministry by the end of the Fourth Five-Year Development Plan (Repelita IV), as shown in Tables 3.1 and 3.2. To meet these goals, the MOEC has created an organization of colossal proportions. To serve the general education needs of Indonesia, the Ministry employs or supervises 1.5 million employees. They serve 36,877,000 students (1984/85) plus participants in nonformal programs through schools, learning centers, institutes, and universities. MOEC personnel constitute over half the Indonesian Civil Service, and their numbers are growing faster than the Civil Service as a whole.

Repelita IV sets targets for outputs of primary, secondary, and tertiary education graduates, expressed only in number of graduates. These targets do not include explicit statements of standards for the knowledge, skills, and attitudes the graduates should have attained.

Table 3.3 presents the targets for graduates during Repelita IV.

The targets given in Tables 3.1, 3.2, and 3.3 suggest that a major management challenge faces the MOEC. During the five years of Repelita IV, the number of students served will increase by 17%, the number of

TABLE 3.1
 REPELITA IV TARGETS
 (thousands)

Level	1983/84	1988/89	%increase
Primary School			
Students	28,869.0	29,320.0	1%
Teachers	879.0	1,139.0	30%
Participation Rate (Net)	97.2%	100.0%	
Junior High School			
Students	4,713.0	7,738.0	64%
Teachers	269.0	412.0	53%
Participation Rate (Gross)	44.0%	65.0%	
Senior High School			
Students	2,490.0	4,393.0	76%
(of which vocational)	(552.0)	(1,112.0)	(100%)
Teachers	162.0	280.0	73%
(of which vocational)	(44.0)	(87.0)	98%
Participation Rate (Gross)	25.3	39.5%	
Non-formal Education			
This program expects to reach about 17 million people in need of literacy, practical knowledge, or basic skills			
	NA	NA	
Higher Education			
Students	850.0	1,610.0	100%
[of which polytechnic (vocational)]	(6.6)	(20.0)	(200%)
Teachers	25.0	49.0	96%
Participation Rate	5.1%	8.2%	—
Total			
Students*	36,877.0	43,121.0	17%
Teachers/Professors	1,335.0	1,880.0	41%

Source: The Fourth Five Year Development Plan of Indonesia.
 (in Indonesian). Bappenas, 1984, pp. 535ff.

*Excluding nonformal education students and tutors

TABLE 3.2
INFRASTRUCTURE TARGETS

	By 1986/89
Primary Schools	
New classrooms	100,000
Rehabilitated schools	108,000
Houses for headmasters	225,000
Junior High Schools	
New schools	35,000
New classrooms	26,300
Senior High Schools	
New schools	750
New classrooms	9,900
New vocational schools	120
Expansion/rehabilitation	560
Tertiary Institutions	
New Polytechnics	27

TABLE 3.3
REPELITA OUTPUT TARGETS
(thousands)

Graduates	1983/84	1988/89	%Increase
Primary	3,134	3,836	22%
Junior Secondary	1,255	2,196	75%
Senior Secondary	666	1,081	62%
Tertiary	59	145	46%
Total	5,114	7,258	42%

teachers educated and employed will grow by 41%, the number and size of educational facilities will be far greater, and the number of graduates will be 42% higher. To estimate MOEC's capacity to reach Repelita IV targets, a comparison was made of targets set for Repelita III and the extent to which those targets were achieved at the end of the five-year period (1980-1984). (See Tables 3.4, 3.5, and 3.6.)

The comparison of Repelita III targets and achievements shown in Tables 3.4, 3.5, and 3.6 indicates that MOEC has demonstrated the capacity to meet most student enrollment targets, to educate and place teachers, and to graduate students. It has had much less success in reaching the targets for vocational student enrollment and school construction.

Although there are no Repelita targets for student achievement of knowledge, skills, or attitudes, the recently inaugurated nationwide EBANAS examinations might be viewed as an indicator of such achievement. Published results of the examination were not available for inclusion in this review. However, informal reports from MOEC officials indicated that results were much lower than expected. Some officials expressed the opinion that as the national education system has expanded, the quality of education has declined.

The Repelita process which established five-year education targets occurs largely outside the MOEC. The President of the Republic is advised by a development council of desirable targets for all development sectors, including education. Once accepted, the development targets are communicated by the National Development Planning Office (BAPPENAS) to the respective ministries which must implement them.

TABLE 3.4
COMPARISON OF REPELITA III TARGETS AND ACHIEVEMENTS
(thousands)

Level	1979/80		1983/84		1983/84		Over/ Under target
	Actual		Target		Achieved		
		Amt	% Inc	Amt	%Inc	%	
Primary School							
Students*	24,179.0	25,894.0	7.0	25,504.0	5.0	-2.0	
Teachers	637.0	742.0	16.0	879.0	38.0	+22.0	
Participation Rate (Net)	93.7%	100.0%	-	97.2%	-	-2.8	
Junior High School							
Students	2,897.0	4,749.0	64.0	4,713.0	63.0	-1.0	
Teachers	141.0	219.0	55.0	269.0	91.0	+36.0	
Participation Rate (Gross)	28.6%	44.2%	-	44.0%	-	-0.2	
Senior High School							
Students (of which vocational)	1,428.0 (488.0)	2,243.0 (721.0)	57.0 48.0	2,490.0 (552.0)	74.0 13.0	+17.0 -35.0	
Teachers (of which vocational)	37.0 31.0	85.0 44.0	130.0 42.0	162.0 (44.0)	338.0 42.0	+208.0 0.0	
Participation Rate (Gross)	14.0%	20.8%	-	25.3%	-	+4.5	
Higher Education							
Students	354.0	553.0	56.0	805.0	127.0	+71.0	
Teachers	NA	NA		25.2			
Participation Rate	2.2%	3.17%		5.1%		+2.0	
Total**							
Students	28,858.0	33,439.0	16.0	36,877.0	28.0		
Teachers	815.0	1,046.0	28.0	1,310.0	61.0		

* The primary school total does not reflect the presence of over 3 million students who are repeating a grade.

** Excluding nonformal education and teachers of higher education.

TABLE 3.5

COMPARISON OF SCHOOL CONSTRUCTION
TARGETS AND ACHIEVEMENT
DURING REPELITA III

Type of Construction	Construction Target 1983/84	Achieve % 1983/84	%Over/Under Target
Junior High Schools	1,087	567	-48%
Junior High Classrooms	10,041	3,781	-62%
Vocational High Schools (ST and SKKP)	159	28	-82%
Senior High Schools	280	83	-70%
STM Development, STM 3 year, STM-AG SMEA, SMMK	NA	NA	NA

Source: Himpunan Naskah, Rapat Kerja Nasional. Departemen Pendidikan dan Kebudayaan. 1984. pp. 53-54.

TABLE 3.6

COMPARISON OF REPELITA III OUTPUT TARGETS AND ACHIEVEMENT
(thousands)

Graduates	1979/80	1983/84		Achieved		Over/ Under Target
	Actual	Amt	%INC	Amt	%INC	
Primary	1,546.0	2,617.0	69.0	3,134.0	103.0	+34%
Junior Secondary	627.0	1,088.0	74.7	1,255.0	100.0	+26%
Senior Secondary	292.0	544.0	86.7	666.0	128.0	+42%
Tertiary	NA	NA		NA		
Total*	2,465.0	4,249.0		5,055.0		

*Excluding Tertiary Education

It appears that the MOEC was not told of the education targets for Repelita IV until late in the planning process. The dramatic increase in secondary, especially vocational, education targets came as a surprise, according to an MOEC official who was skeptical that the targets could be achieved. A mechanism for improving communication of targets to the MOEC is occurring within the target-setting process for Repelita V now being carried out by the President's development advisors. The MOEC has been invited to send observers to some of the meetings at which targets are being discussed although it is not clear whether the Ministry will have an opportunity to influence the types and levels of targets which are set.

3.2.2 Education and Management Strategy

3.2.2.1 Education Strategy

The aims of education identified in the Guidelines of State Policy are (a) to enhance devotion to God, (b) to develop intelligence and skills, (c) to promote good conduct, (d) to strengthen personality and augment love of country, and (e) to cause the growth of development-oriented people who contribute to the development of the nation. Education thus has a central role in the nation-building process. In order of importance, the three greatest priorities of the Government are increased equity, development, and political stability. The sequence of these priorities suggests that expansion of the education system to offer access to all is of greatest urgency.

The contribution of education to employment and development, and to religious and political socialization follow as priorities. The considerable efforts being made to expand access to education--

especially employment-related education--are in response to these priorities. Likewise, the establishment of a standard curricula, texts, and supporting materials promotes achievement of the socialization priority. Although there is no explicit priority for enhancing or ensuring the quality of education, it does not seem implicit in the priority statements.

Education strategy within the Repelita planning process is the responsibility of the Office of Education and Cultural Research and Development (Balitbang Dikbud) of the MOEC. This planning process provides the MOEC the means to establish supporting targets and budget ceilings among organization units, regions, and development programs and projects.

3.2.2.2 Management Strategy

Management strategy is defined here as the systematic review and adjustment of organization structures; management processes for programming, operations, and administrative support; staffing and training requirements; and reward structures which are needed to achieve given education targets. While the MOEC has units which are responsible for each of the elements of management strategy noted above, these units apparently do not engage in a coordinated process to articulate and implement such a strategy. The Secretariat General oversees all the organizational units responsible for administrative management of MOEC and appears to be the appropriate locus for the development of management strategy.

3.2.3 Structure

The Ministry of Education and Culture is organized in conformance with "Presidential Decrees Number 44 and 45, Year 1974", which control the formal structure of all ministries of the Government. The MOEC is headed by the Minister, who serves at the pleasure of the President. The major line units of the Ministry are the Directorates General, which are headed by Directors General and are organized according to the product/ service delivered, i.e., Primary and Secondary Education; Higher Education; Nonformal Education, Youth, and Sports; and Culture. Three major staff units report directly to the Minister; the Secretariat General, the Inspectorate General, and the Office of Education and Cultural Research and Development. The heads of these units serve at the pleasure of the President and Minister.

The Secretariat General, directed by the Secretary General, is organized according to the administrative functions it performs: planning, personnel, finance, procurement, organization, law and public relations, foreign cooperation, and internal general services.

The Inspectorate General is headed by the Inspector General. It is currently undergoing reorganization. When completed, it will have 10 regional inspectorates, each staffed with specialists in the administrative functions of the secretariats and the four types of service given by the Directorates General. It will also have separate inspectorates for personnel and for development. Each Directorate General and the Inspectorate General has a secretariat which is internally organized along the lines of the Secretary General's office.

The Office of Education and Cultural Research and Development is

responsible for policy research and development and for Repelita five-year planning within the MOEC. The organization and functions of this office are discussed in detail in Chapter 4 of this Sector Review.

In addition to the major line and staff units identified above, there are nine centers (Pusat), 5 institutions of public higher education, and a number of coordinators of private institutions of higher education who nominally report directly to the Minister but who actually do so through a designated director general or the Secretary General. One of the nine centers is the Center for Personnel Education and Training.

The MOEC is organized vertically into central, provincial (Kanwil), district (Kandep), and sub-district (Kancam) offices, and schools or educational units. Each office from the province level down is directed by a "head." Secondary schools are supervised directly from the provincial office. Primary schools are supervised jointly by the sub-district offices of MOEC and by the field offices of the Provincial Education Service. Physical education, nonformal education, and cultural programs are supervised by supervisors (Penilik) at the sub-district level.

The major divisions of the Ministry of Education and Culture are shown in Figure 3.1; Figure 3.2 offers more detail of the provincial structure of MOEC. Other diagrams and short descriptions of the functions of each major unit are contained in Appendix A.

The Provincial Governor, who reports to the Minister of Home Affairs, and his provincial, district, and sub-district education staff have responsibility for building, equipping, repairing and administering

FIGURE 3.1
ORGANIZATION OF THE MOEC

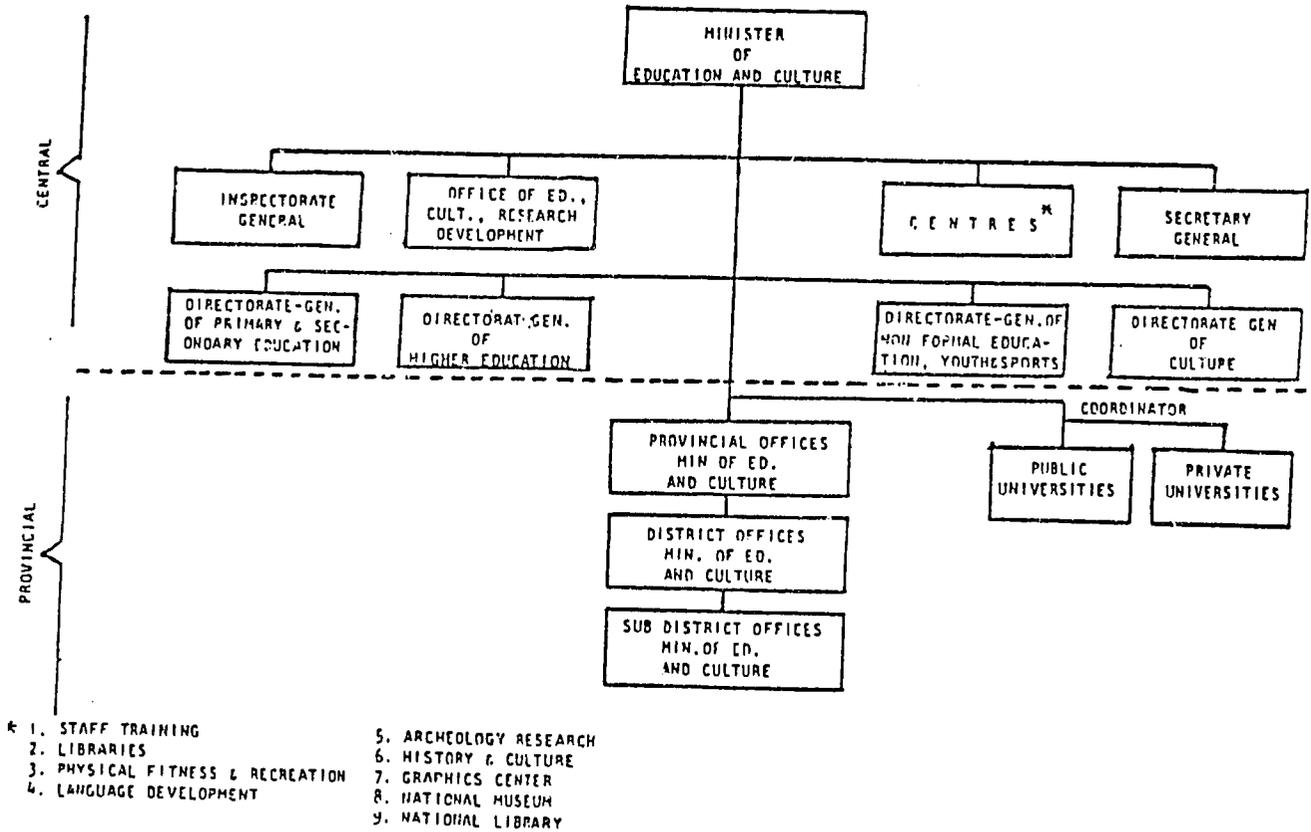
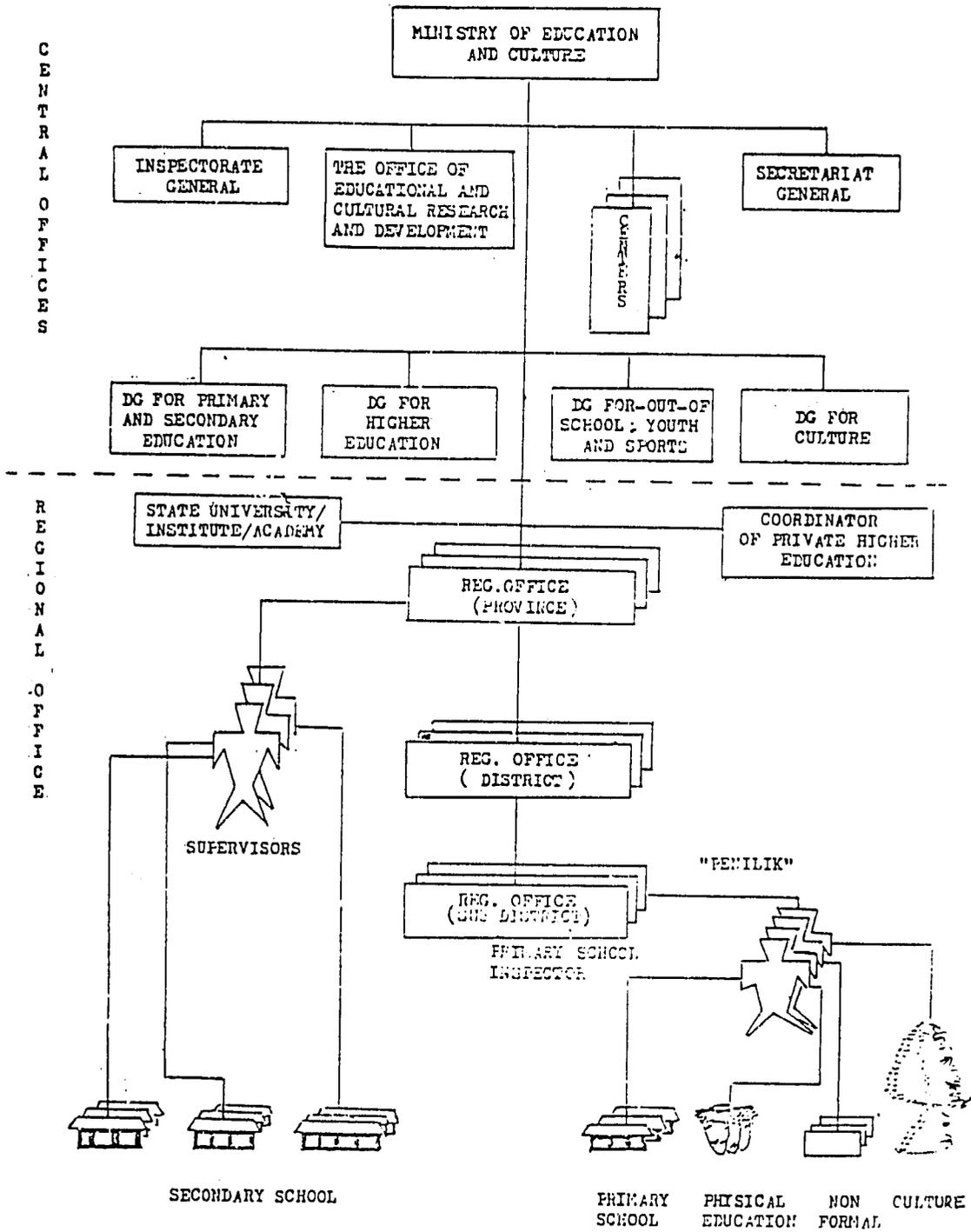


FIGURE 3.2

ORGANIZATION OF THE MOEC THROUGH THE REGIONAL LEVEL



of primary schools. The Governor serves as a conduit for Central Government funds, authorizing primary teachers' salaries and the construction of new schools. He also appoints teachers to their positions, on the advice of the Department of Education and Culture. His staff assigns and reassigns teachers and evaluates their performance. The education supervisor (Penilik) of the MOEC independently evaluates the teacher and headmaster performance.

The dual supervision of primary schools by supervisors of the Provincial Education Service and the MOEC creates a kind of matrix organization effect, with the headmaster responsible to the Education Service for administration and nominally responsible to the MOEC for correct implementation of the official curriculum. However, unlike a matrix organization, the dual relationships are not unified at a higher level of organization. The inherent ambiguities in this organizational arrangement are a major source of complaints among field staff of the Ministry.

Another provincial agency, the BAPPEDA affects the management of education in the provinces through its role in annual and long-range planning. The BAPPEDA is formally responsible for cross-sectoral planning. According to an interview with the Planning Director of the MOEC, the actual operating relationships between MOEC planning units and the BAPPEDA are still being defined.

Overlaid on the formal organization structure of MOEC is a complementary structure of development programs and projects, each of which has a designated leader. There are 21 development programs within MOEC, of which 17 are dedicated to the development of education and

culture, three are for management improvement, and one is for construction of MOEC facilities. Each program is subdivided into projects, which are, in turn, subdivided into sections. Within each section are one or more committees, created to carry out specific activities.

All changes in formal organizational structure within MOEC must be reviewed by each higher level of the Ministry and the Minister of State for Administrative Reform (MENPAN). Structural changes at the sub-directorate/sub-unit level and higher must also be approved by the National Secretariat (SEKNEG). Since organizational structures are standardized across ministries, changes are approved only if they are consistent with structures elsewhere. Consequently, structural change in MOEC comes slowly. The recent authorization of a functional career structure for full-time professional instructors in government personnel training centers came after three years of consideration. The regulations to govern this structure are still being formulated. Thus structural reorganization is not a tool for short-term management improvement. At the level of committees and task forces, there does appear to be some flexibility with which to address ad hoc organizational issues.

A review of documents describing the horizontal division of labor within the MOEC indicated that functional responsibilities are clearly delineated down to the level of the basic organization unit. However, job descriptions--which will be discussed in the section on staffing and staff development--do not contain explicit task statements.

Several initiatives to decentralize authority and operations within

MOEC have been undertaken in recent years. Most procurement, storage, and distribution operations are now based in the field. Planning units have been established within the district offices to initiate the annual development planning/budgeting process. Also, supervision of development project leaders in the field is now a responsibility of the heads of the district offices. Field supervisors of the junior and secondary schools are monitored but not formally supervised by the district office heads. As the rapid expansion of secondary schools occurs during Repelita IV and V, the number of secondary school supervisors will increase, and it may be desirable to assign them to the district offices for supervision.

3.2.4 Systems

3.2.4.1 Education System

The overall education structure can be viewed as a system which transforms people with educational needs at all levels and ages of society into those who have satisfied the needs through new competencies, qualifications, and credentials. The educational system is composed of subsystems which feed graduates of one section into another. Each of these subsystems will be treated separately in later chapters of this review. Figures 3.3 and 3.4 indicate how these subsystems relate to each other within the overall structure.

Each of the subsystems operates through one of the Directorates General and its subdivisions. In some instances subsystems which relate directly to each other operate through units which report to a common superior. Integration of these subsystems may thus be facilitated. In other instances there are misalignments, as the related subsystems

FIGURE 3.3
INDONESIAN EDUCATION STRUCTURE

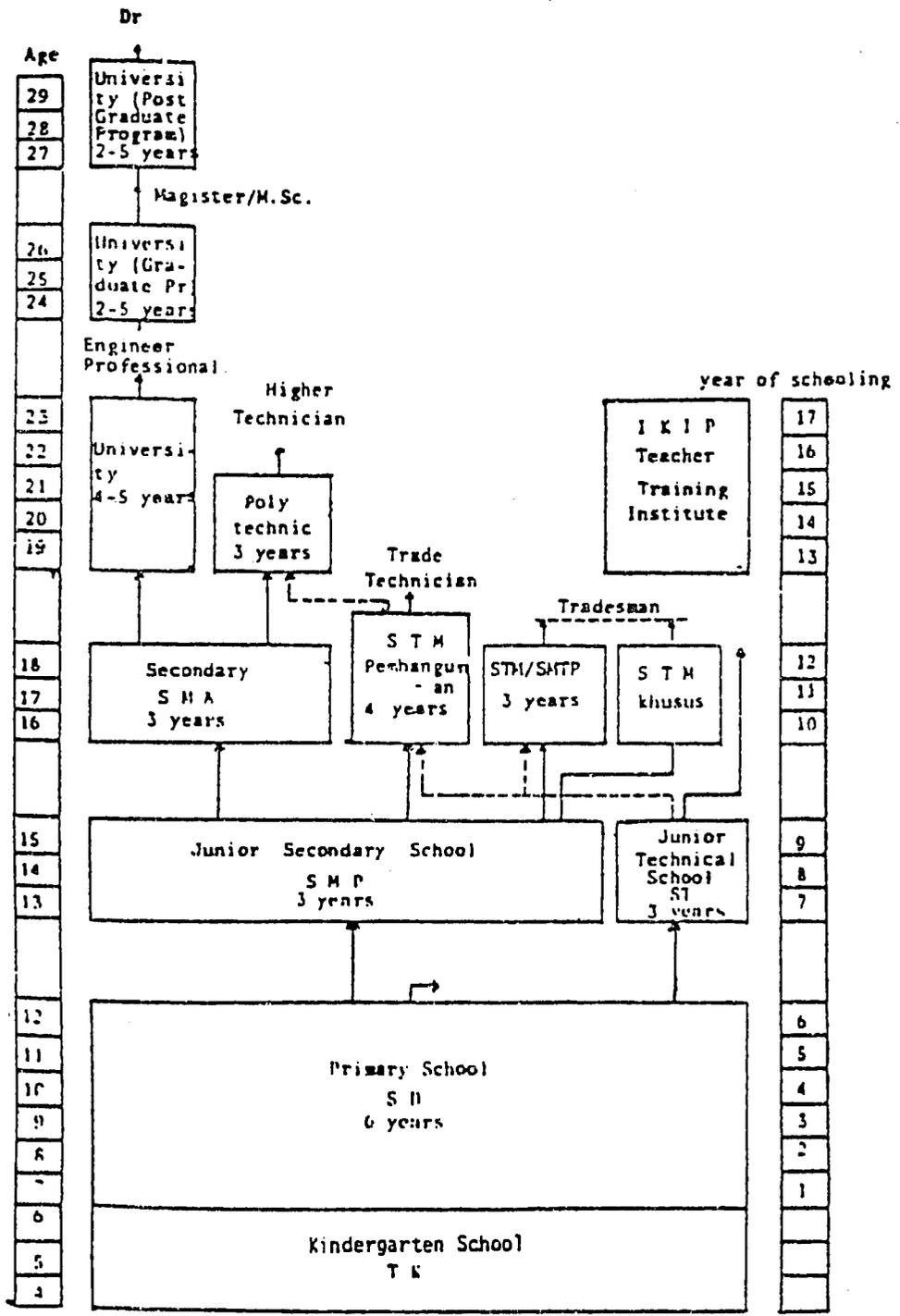
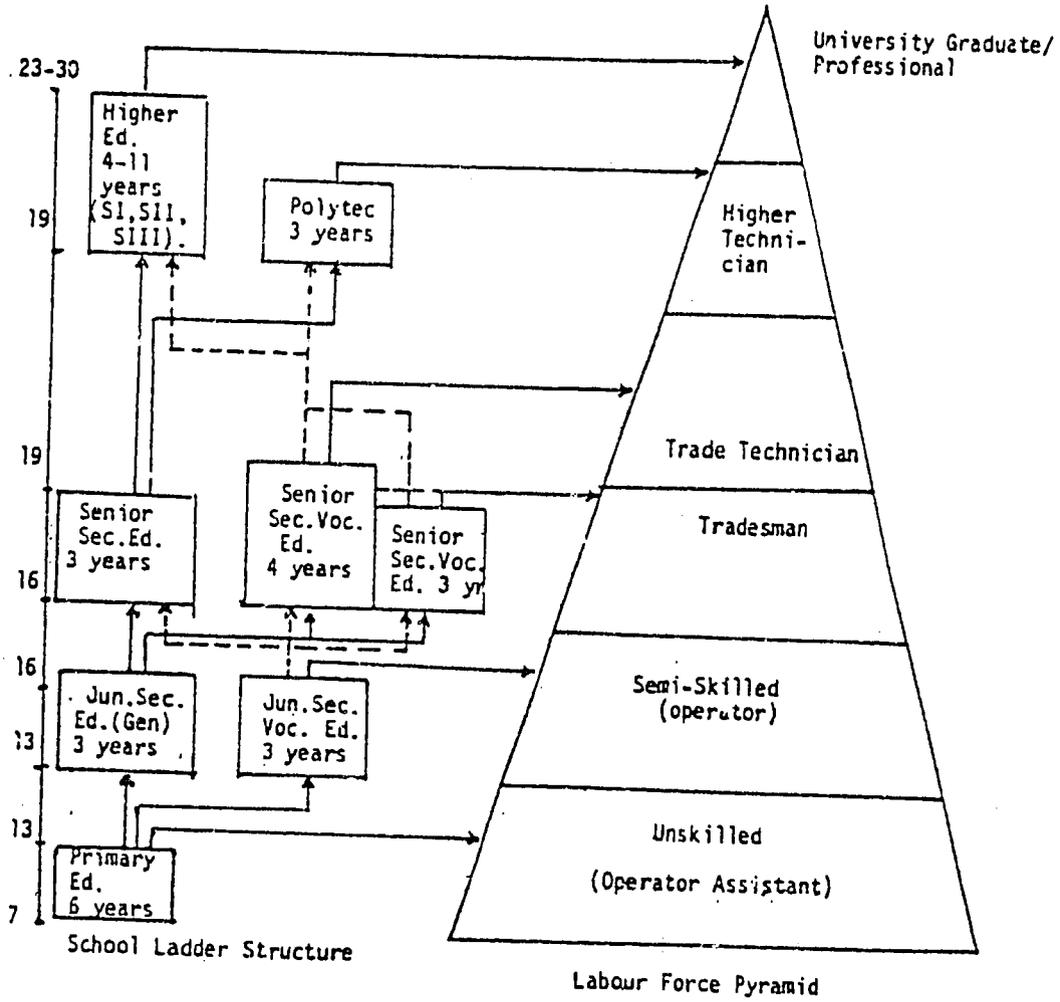


FIGURE 3.4

LADDER STRUCTURE OF SCHOOL TYPES
AND THE LABOR FORCE PYRAMID



operate within units which report to different Directorates General. For example, secondary schools are supervised at the provincial level, while nonformal education programs are supervised by the "penilik" at the sub-district level. When secondary school dropouts need nonformal education to acquire employment skills, their referrals to this sector must be channeled to the subdistrict. Schools to train secondary school teachers are located within the Directorate General of Higher Education. Where these kinds of misalignment between workflow and hierarchy exist, system efficiency could be improved by the creation of linkages between the supervisory units.

3.2.4.2 Administrative Management System.

Parallel to the educational system is an administrative system which operates through the Secretariat General, secretariats of the Directorates General, and similar offices at the provincial, district, and sub-district levels and in the various schools and educational units. The four principal administrative subsystems, each operating through an element of the various secretariats, are planning, personnel, finance, and procurement. The planning, personnel, and finance subsystems are centralized operations which feed into other units of the central government. The procurement subsystem operates at a decentralized level, with some exceptions. These subsystems are discussed below.

3.2.4.3 Development Planning, Control and Evaluation System

Planning is divided into five-year development planning, within the Repelita process, and annual planning, which is coordinated with the

budgeting process. Five-year planning is the responsibility of the Office of Educational and Cultural Research and Development, which reports directly to the Minister and submits its work to BAPPENAS. The annual plan is developed by the Planning Bureau of the Secretariat General in a process that engages the planning units of the secretariats of the Directorate General, provincial offices, universities and institutes, and their corresponding line units. Annual planning encompasses the development and routine budgets and is meant to be the implementing vehicle of the Repelita Five-Year Plan. It should be noted that the Repelita process subdivides the five-year targets into annual targets and estimates the yearly distribution of funding, but it does not estimate the support staff, procurement needs, or work plans required to meet the targets year by year. Thus the burden rests on the annual plan, budget, personnel, and procurement processes to estimate and request the resources necessary to achieve the proportion of five-year targets that can be accomplished in any one year.

The Head of Planning is currently considering how people at provincial and community levels can participate more actively in the planning process. The degree of their participation, however, would be limited to comment. It appears that there would be no local control of the planning process. The Head of Planning is also concerned with the tendency of the top-down planning process to preclude new development programs. The existing programs have not been changed or increased during the last three Repelitas.

Monitoring, control and evaluation are also performed as follow-up to the planning process by the Planning Bureau and Finance Bureau. Both

bureaus monitor budget expenditures; the Planning Bureau monitors routine and development activities as well. There does not appear to be any systematic monitoring of target achievement by these bureaus. The Inspectorate General has in the past surveyed units of the department on an annual basis, but such a survey has not been done since 1982. The survey report contained extensive information on operations and compliance with regulations, as well as some performance information, but it did not report on progress toward achievement of development targets.

The Inspectorate General also makes management, technical, and financial audits of a sample of units each year. Major problems, such as unexpended development funds (SIAP), get special study. Where irregularities are found, the Inspectorate General, with external assistance, takes action against those responsible. The staff of the Inspectorate General has expressed an interest in improving the audit methods and the framework of management which they use. They are currently trying to measure the progress made by various units of the Department toward greater management effectiveness. As a beginning, the staff conducted a baseline study of the Department at the time of the last annual Department National Planning Meeting (Rakernas). They plan to repeat the study at the end of this fiscal year.

It should be noted that the number of inspections performed by the Inspectorate General has declined over the last three years. From 12 inspection task forces in 1983 the number dropped to six this year. The reason given was the decline in travel funds caused by competing demands on the routine budget.

3.2.4.4 Budgeting System

The budgeting system of the MOEC is linked to the planning and programming process, as described in "Ministerial Decree number 029/V/1982". The budgeting process was further analyzed in a paper by Ward Heneveld, submitted to the World Bank in 1982, entitled The Development and Routine Budgets in Indonesia, Department of Education and Culture: Do They Complement Each Other?.

The following summary draws heavily from these sources, plus a review of the 1984 Rakernas Report, an examination of the Development and Routine Budget summaries for 1985/86, and the results of interviews with the leaders of the Planning and Finance Bureaus. More detailed information than that provided here can be obtained from those sources.

The annual planning/budgeting process consumes 15 months, beginning in January of each year and concluding in March of the following year. The process is divided into five phases: (1) plan preparation, (2) planning and policy determination, (3) policy elaboration into targets and budgets, (4) compilation of the budget documents (DIK) and project document (DIP), and (5) appointment of project leaders.

The budgeting process actually produces two budgets which are complementary: the development budget and the routine budget. Development budget expenditures are intended to be nonrecurring "investment" expenditures, such as funds spent for construction of facilities, research, training, project-related travel, transmigration, education, equipment, etc. The routine budget is intended to fund recurring costs, specifically salaries, supplies, travel, maintenance,

and subsidies. In actual practice, somewhere between 9% and 25% of the development budget is actually used to fund recurring expenditures.

Use of the development budget to meet recurrent expenditures has become a means for satisfying funding needs which could not be met through an inadequate routine budget. From 1982 through 1983 the development budget, obtained in substantial measure from international donors and lenders, grew faster and became larger than the routine budget, which is funded entirely from domestic sources.

During this period the personnel costs in the routine budget, which rose in tandem with the completion of construction of new schools and classrooms, burgeoned to become 75% of the routine budget. The routine expenditures were severely restricted. During the 1983/84 - 1985/86 period, the routine budget began to recover in relation to the development budget, and is now larger than the development budget. Given the anticipated 41% increase in teaching personnel projected to occur during Repelita IV, the routine budget will have to increase at an even faster rate in order to enable funding for increased expenses in normal operations, maintenance, repair, and replacement in the expanding national education system. One of Heneveid's conclusions in 1982 was that the Government failed to project the recurrent costs that would be generated by completion of development projects, consequently, the recurrent budget did not grow in relation to need. It is not clear whether an effort is underway now to make these projections, but the present distribution of funds within the routine budget appears much the same as it did before.

At least part of the reason for the disparity between development

and routine budgets lies in the division of responsibility for reviewing and approving them. BAPPENAS oversees the development budget, while the Ministry of Finance has primary responsibility for the routine budget. BAPPENAS influences the costs which must be charged to the routine budget, but the Ministry of Finance sets the funding ceiling for that budget on the basis of projected government revenues.

The 15-month budget development process appears to begin at the level of the regional (Kanwil) office (after the Ministry of Finance instructs the ministries to begin the process). Until 1982 the working units of MOEC were asked to submit estimates of budget needs to the Kanwil offices. However, their cost estimates varied so much among units that under the budgeting system introduced in 1982, units were asked to report only numbers of personnel, pupils, materials, etc., which the Kanwil could then use to calculate costs. Again, according to Heneveld, it appears that under the new budgeting system many Kanwil offices do not even collect this information from the working units, but instead make their own estimates.

The Kanwil budget requests appear to be adjusted by the central Ministry according to funding ceilings it is given in June. Then the MOEC budget request is adjusted by the Ministry of Finance, according to updated revenue estimates, during the October-November. In each case, the lower level of government is not allowed to participate in the decision as to which funding requests should be cut. (However, the higher level of government may call on the lower level to provide additional information). The end result of this process appears to be that the working units of the MOEC are involved in budgeting only to the

extent that they are given budgets to implement in the best way they can.

If the statements above are accurate, they may explain why the Secretariat General's routine budget is growing at a slower rate than those of Directorates General, and why its development budget has not grown in at least seven years (See Figure 3.5) despite the overall growth in MOEC personnel, budgets, and procurement, which it must administer. The development programs assigned to the Secretariat General are the sources of funds with which management efficiency can be improved through research and training.

A major concern of MOEC and, especially international donor/lenders, is the large balance of unexpended development budget funds (SIAP), some of which have lapsed and are no longer available. The 1984 Rakernas Report indicates that for the five-year period 1979/80-1983/84, the cumulative SIAP was Rp. 738.39 billion, of which Rp. 5.78 billion had lapsed (see Figure 3.6). The MOEC has the largest SIAP of all ministries.

Heneveld indicated that a large development program for secondary schools was instigated by BAPPENAS in 1983. At the same time the Directorate General of Primary and Secondary Education was unable to increase its staff significantly due to routine budget constraints. These factors, plus the difficulty of acquiring land, plus a number of cases of corruption which were investigated by the Inspector General, may explain part of MOEC's inability to expend its development funds. Perhaps these same phenomena explain the flat funding levels for the MOEC development budget since 1983. From a peak of Rp. 572.3 billion in

FIGURE 3.5

COMPARISON OF ROUTINE BUDGET (RUTIN DEPDIKBUD)
AND DEVELOPMENT BUDGET (PENGEMBANGAN DEPDIKBUD)

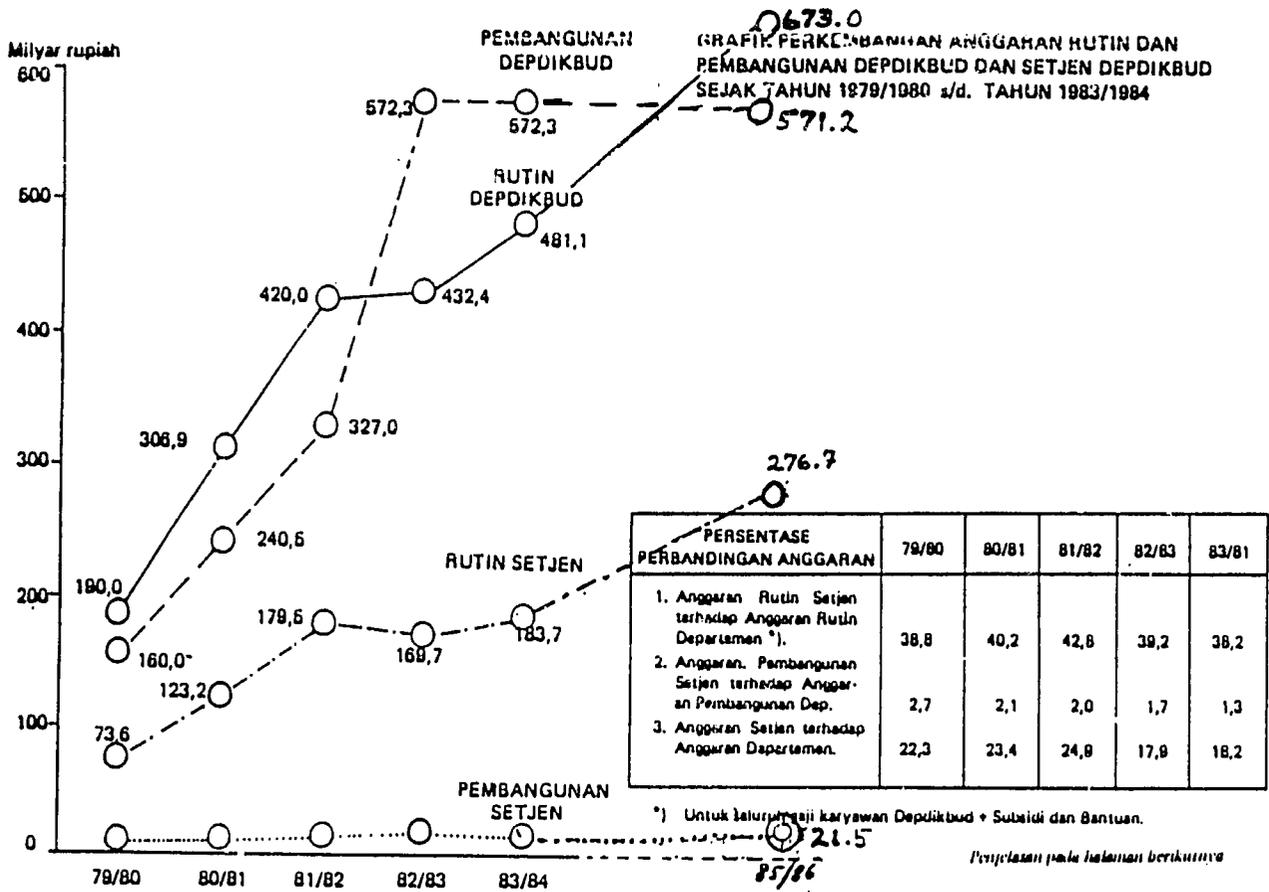
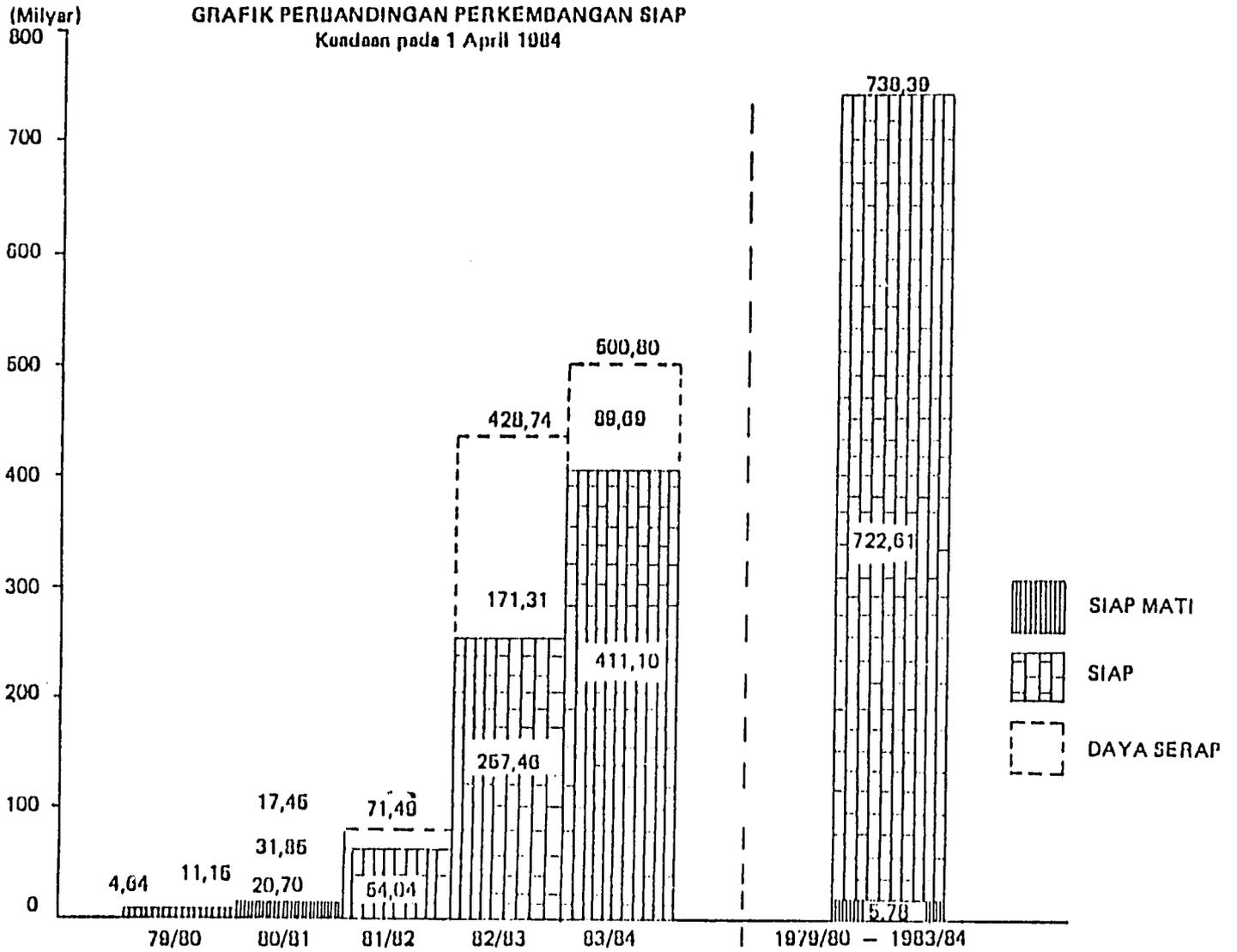


FIGURE 3.6
GROWTH IN UNEXPENDED DEVELOPMENT FUNDS (SIAP)
1979/80 TO 1983/84



1983, the development budget declined slightly to Rp. 571.2 billion in 1985/86.

The personnel system is centralized in the Personnel Bureau of the Secretariat General and personnel information is channeled through the personnel offices of other secretariats in the Directorates General, the province offices, and the universities and institutes. The Personnel Director in turn channels manpower requests and personnel selection and promotion requests through the Secretary General and Minister to the Head of the National Personnel Office (BAKN). The Head of the National Personnel Office in turn is advised by the Department of Finance, BAPPENAS, and The Ministry of Administrative Reform (MENPAN) of the number of new civilian positions which can be allocated each year to the ministries, based on projected revenues and other considerations. The positions are then allocated on a ministry by ministry basis, at a series of hearings at which each ministry makes its request.

Procurement is currently the only administrative support system which has been largely decentralized. With the exception of electric typewriters and electronic equipment, which are purchased for all departments by the National Secretariat (SEKNEG), and school books and materials, which are provided through central units of the MOEC, most procurement for field units is done locally and monitored centrally. It does not appear that the central procurement staff offers technical assistance to field units which are actually procuring, warehousing, and distributing the commodities and equipment. The procurement staff have prepared a detailed set of training manuals for procurement operations. These materials could be shared with field units.

3.2.5 Staffing Pattern and Staff Development

During the 10 year period 1974-84 two major trends have characterized changes in the staffing pattern of the MOEC: (1) enormous growth; and (2) a shift in proportion of administrative to educational personnel. Overall staffing grew from 154,549 in 1974 to 439,782 in 1984. During the same period the ratio changed from one administrator to 0.96 educators in 1974 to one administrator to 1.6 educators in 1984. The ratio of administrators to educators among new personnel in 1985/86 is one to 2.3. The ratio is actually about one administrator for every 6 educators, when the count includes the 900,000 primary school teachers of the Ministry of Home Affairs.

As Table 3.4 of this chapter indicates, the number of educators has increased at a faster rate than the number of students. In 1979/80 there were 20.5 junior secondary students for every teacher; in 1984 the ratio had dropped to 17.5 junior secondary student for every teacher. There were 78.6 senior secondary students for every teacher in 1979/80 and 15 senior secondary students per teacher in 1983/84. By the year 1988/89 the ratio of junior secondary students to teachers should increase slightly to 18.8, while for senior secondary students it should continue at just over 15 students per teacher. During the same period the number of junior secondary teachers will increase by 53% (from 269,000 to 412,000), while the number of senior high teachers will increase by 73% (from 162,000 to 280,000) (Table 3.1).

The overall figures for senior secondary education obscure the higher growth rate of vocational/technical education. From 1979/80 to 1983/84, vocational/technical students increased in number from

442,000 to 550,000 (13%). From 1983/84 to 1988/89, these students are supposed to double in number from 552,000 to 1,112,000. The ranks of vocational teachers increased from 31,000 to 44,000 between 1978/79 and 1983/84 (42%), and will almost double (from 44,000 to 87,000) by 1988/89. The vocational teacher/student ratio should rise slightly from 1 to 12.5 to 1 to 12.7.

The growth in primary education has implications for personnel management in the MOEC, since primary school teachers are screened, recommended for employment, and supervised by MOEC supervisors. The number of primary students increased slightly from 24,179,00 in 1978/79 to 25,504,000 in 1983/84. This number should show another moderate rise to 29,380,000 by 1988/89, for a 10-year growth rate of 15%. However, primary school teachers increased in number by 22% from 637,000 in 1979/80 to 879,000 in 1983/84 and should grow 30% to 1,139,000 in 1988/89. The primary teacher/student ratio appears to have dropped from 1 to 38 in 1979/80 to 1 to 29 in 1983/84 and should decline to 25.8 in 1988/89.

In summary, the trends in staffing of education personnel suggest that the MOEC has been able to meet or exceed its targets and to improve the ratios of students to teachers. Consequently, it may be able to do so again during Repelita IV. There may, however, be substantial imbalances in these ratios among regions, e.g., Jakarta and Timor Timur, and among curriculum subjects, e.g., language and mathematics. The regional problem would require special incentives and mechanisms to move teachers from place to place, while the curriculum problem may require incentives and programs for increasing the number of persons who study

and teach subjects for which teachers are in short supply.

The supply of postsecondary faculty to IKIPs and universities appears to be more problematic, since preparation normally takes at least five years for IKIP faculty and longer for university professors. While existing levels of graduates might adequately accommodate the incremental demand for teacher/professors of higher education, these levels would be inadequate to double their number in five years, as required by the five-year plan. It appears that the target for more post secondary faculty will require personnel policies, e.g. higher salaries, which will attract already qualified persons from other segments of the economy into education.

Opinion is mixed as to how qualified and productive teachers are at all levels. These issues are discussed in other chapters of this report. Quality aside, however, in terms of sheer numbers, the MOEC has been able and may plausibly still be able in the next five years to recruit, select, place, and support at least nominally its educational personnel in numbers roughly equivalent to its targets. The exception to this conclusion, faculty for higher education, has been noted above.

The MOEC does not set five-year targets for administrative personnel. Growth in this group each year has been a product of two governmental processes: (1) a bottom-up annual request for personnel which is received and consolidated by the Head of the Bureau of Personnel in Secretariat General of the MOEC, and (2) a government-wide authorization and allocation of civil service slots by the National Office of Personnel (BAKN), the Ministry of Finance (DEPKU), the National Development Planning Office (BAPPENAS) and the Ministry of

Administrative Reform (MENPAN). The authorization is based on a projection of government revenues available for funding personnel; the allocation of slots to each ministry is made on the basis of a proposal and defense by the ministry before an interagency board chaired by the Head of BAKN. This process is used for all MOEC personnel, educational and administrative. However, whereas the Repelita target for new teachers and professors can be and is used by the MOEC to defend its personnel request, it has no such defense for administrators. For the last several years of national economic difficulties, administrative personnel requests have been slashed much more than have educational personnel requests. During 1985/86 the full request of 80,000 new teachers was authorized; but the administrative request was cut substantially. If the trend of the past several years is projected to the future, the ratio of administrative to educational staff will continue to decline.

Is the MOEC able to fill its authorized administrative positions? It appears so; no complaint from the Personnel Bureau was made in this respect. At least part of the reason that administrative personnel are readily available may be in the classification of administrative work. At the operating level, e.g., personnel, finance, and procurement, administrative duties are not classified as professional work and require only junior or senior secondary school diplomas. Candidates for these positions are in generous supply. Managerial positions are generally, and increasingly filled with personnel who hold higher education degrees. The pool of degree-holders is much smaller, but managerial position increases have been nominal. Their numbers are hold

in check by the organizational structure, which as noted earlier, changes very slowly.

3.2.6 Incentive/Compensation

3.2.6.1 Salary Structure

The staffing pattern for the Ministry of Education and Culture, which is standard for all ministries of the Government, consists of ranks which range from I/a at the bottom to IV/e at the top, and two types of positions: structural and functional. Those who occupy structural positions are, or have been, managers. Those who hold functional positions are doing professional work which does not involve management. In the MOEC, senior teachers and professors hold functional positions. For both functional and structural positions there is a career ladder of increasing responsibility and compensation.

Base salary is computed on rank, determined by a combination of an individual's educational credentials and years in service. Automatic promotions in rank and increases in salary occur every four years. Salary supplements are paid for functional and structural positions; the supplements for the structural positions are somewhat more generous. Thus, adequate income for an individual is dependent on his having both sufficient rank and either a structural or functional position.

This arrangement has significance for management as there is currently no functional position in government for highly qualified administrative specialists: operations researchers/systems analysts, procurement specialists, trainers, internal consultants, planners, or financial analysts. Someone with these qualifications may possibly occupy a structural position and do professional work part-time for

additional income through fees, but he or she is desired a full-time professional assignment because of the organization of the system. Part-time professional work is quite common, as fees paid for work funded through the development budget constitute the third major source of personnel income.

The lack of functional positions is being partially alleviated through the recently authorized "instruktur tetap" and "researcher" positions in the MOEC Office of Research. When the National Institute of Administration completes the regulation for this functional position, the internal training centers of Government will be able to employ full-time professional instructors.

3.2.6.2 Inservice Education and Training

The personnel Education and Training Center of the Department of Education is responsible for training administrative personnel, including managers. It also coordinates the inservice training for educators, offers management consulting, and develops and translates training materials. It has had USAID assistance in developing management training and management consulting services. For reasons which may be budgetary, the Center has had declining enrollments since 1983/84. The number of participants dropped from 1,717 in 1983/84 to 571 participants in 1984/85. The emphasis of management training also appears to have shifted from promotion-focused programs (SESPA) which prepare managers for the future to programs which help managers improve their current performance.

The volume of training seems quite out of proportion to the number

of administrative and management personnel in the Department. Given the influx of 110,000 new personnel, 30,000 of whom are classified as administrative, the training center is serving only a small fraction of administrative personnel. The head of the Education and Training Center indicated in an interview that the increase of funds for training had been small this past year.

The training materials seem to be a good quality, and the beginning efforts to develop a management consulting service are encouraging. Also the center expects to be able to employ personnel in the new "instruktur tetap" positions in the near future.

The pending management training project, funded through a loan from the World Bank, will also provide overseas graduate and short-term programs for MOEC administrators and staff of the Education and Training Center.

3.2.7 Institutional Development

The Ministry of Education and Culture has the potential to develop its management capacity internally through a combination of research/analysis, consulting, and training. The Office of Education and Cultural Research, the Education and Training Center, and the Bureaus of the Secretariat General could form task forces to introduce major changes in the organization or to train the large numbers of new personnel being employed by MOEC. The overseas fellowship program for administrative personnel and the management study and training needs assessment, which that project also provides, would support such institutional development efforts. The advent of professional full-time instructors would also be helpful to such efforts. It does not appear

that approaches such as those mentioned here have been tried; but given the minister's enormous growth and the high expectations for its performance, experimentation with activities like these would seem to be worthwhile.

3.3 Analysis of Education Management in the Ministry of Education and Culture

The preceding status section of this Chapter indicated that the MOEC had met many of its growth goals during the Repelita III planning period, with the major exceptions of expanded vocational/technical school enrollments and construction of school facilities. However, a number of MOEC officials reported their belief that the quality of education received by students had declined during this period. Their opinion seems to be supported by the EBANAS test results. A number of management needs and constraints and issues arising from them, all impinge on the capacity of the MOEC to achieve its numerical goals while attaining efficiency and quality in the educational system. These needs, constraints, and issues, as they pertain to the dimensions of management examined earlier in this chapter, are analyzed below.

3.3.1 Mission, Goals, Objectives

It appears that the education growth targets for the Ministry of Education and Culture will continue to be ambitious for the foreseeable future. At the end of Repelita IV, even if all growth targets have been achieved, 35% of the people who are eligible by age to be in junior secondary education will not be participating in any educational program. The figures increase at the higher levels: 65%

of those eligible for senior secondary education, and 91.8% of those who could be in higher/tertiary education will not be participating in education at these levels. Only primary education and perhaps nonformal education will grow incrementally.

Given the prospect of limited or no growth in national revenues during the remaining period of Repelita IV and a corresponding pressure on the education budget, it is anticipated that the dominant focus on growth in Repelita planning will drain resources which might otherwise be allocated to improve education quality and administrative efficiency.

3.3.1.1 Needs

There is an obvious need for an exchange of information between the MOEC and the President's development advisors at an early stage in the Repelita target-setting process. The Ministry's analysis of its experience in implementing previous development targets, surveys of regional and local need for types and levels of education services, and estimates of the MOEC's capability to meet future targets can assist the President's advisors to make informed judgments about proposed development goals. Also if early in the planning process the President's advisors gave the MOEC information regarding possible development targets, the Ministry would have time to study ways and means (management strategy) for achieving them.

3.3.1.2 Constraints

The Repelita target-setting process, as presently constituted, precludes participation by the MOEC in making decisions about targets. The Ministry is forced to cope with the targets which are assigned to

it. Thus, unless the process is changed, the MOEC will continue to be assigned targets which it cannot achieve.

3.3.1.3 Issues

An issue which arises from the top-down method of target setting is this: Should MOEC participate in Repelita planning or have an opportunity to react formally to proposed targets before they are formally adopted? There is a subsidiary issue: Should schools, institutes, universities, etc., be formally involved in Repelita target-setting? These issues would have special importance if quality improvement targets were introduced to the Repelita plan.

A second issue then arises: Should there be Repelita targets for educational quality? Experience with the development planning process suggests that the MOEC directs greatest attention and resources to targets which are stated in the Repelita plan. Major efforts are made to achieve those targets, and the financial and human resources required for attaining them have priority over other requests in the annual reviews of MOEC personnel and budget documents. At present there are no Repelita targets for achievement of specified levels of quality in education. It appears that they are needed. The recent EBANAS examinations revealed major deficiencies in student achievement at all levels of education. At present, a number of MOEC development programs and projects are dedicated to quality improvement in education. If educational quality targets were included in the Repelita, these programs and projects could be dedicated to achieving the targets, and funded and staffed accordingly.

3.3.2 Strategy

The MOEC has been successful in achieving targets which require incremental increases in effort; the Ministry's existing structures, processes, staff, and reward structures seem adequate for this purpose. MOEC has not been so successful in achieving much greater targets, such as increased vocational enrollment or school facilities construction targets, noted earlier. One reason for such failure has already been discussed: the target-setting process, in which the MOEC is not an active participant. A recent change in management strategy, however, suggests that options are available for attempting to increase target achievement. The MOEC has transferred to the Ministry of Public Works its management responsibilities for construction of secondary schools. It is too soon to know whether school construction will be substantially accelerated as a consequence of the change, but it does show that strategic management options exist.

3.3.2.1 Needs

Just as there is a need for timely information about Repelita targets and the feasibility of their implementation, there is a need to identify a locus of responsibility for developing such information. In the past, the Office of Educational and Cultural Research and Development could be commissioned to perform management studies; but the reorientation of the Office toward education policy and planning raises questions as to whether its current scope of work should include such responsibilities.

A study of actual MOEC cases should be done to identify conditions under which development projects operate, strategies which have been

successful, and estimates of the time and resources required for implementation of different strategies. Information should also be developed about failures to achieve targets. This could show which failures are due to deficiencies that MOEC could remedy, e.g., poor logistical support, bottlenecks in processing paperwork, and poorly trained personnel.

3.3.2.2 Constraints

There are no apparent constraints, unless expertise to undertake such studies is lacking among staff and not available from consultants.

3.3.2.3 Issues

Once studies have produced findings regarding plausible management strategies for target achievement, or negative findings regarding target feasibility, a decision must be made as to who will use such information and how.

3.3.3 Structure

The Status Section identified three areas of concern in the institutional structure of MOEC: (1) dissatisfaction among supervisors with the dual supervision of primary schools by MOEC and the Provincial Education Service, (2) a question as to whether greater coordination among primary, junior secondary, and senior secondary education is needed, and (3) several concurrent events and trends which increase the potential contribution of, and need for, district offices in the management of education.

3.3.3.1 Needs

There seems to be a discrepancy between the titular and real authority of supervisors. Field interviews with MOEC primary school supervisors indicate that they have no authority to act on school teaching or administrative practices which should be changed, although their official duties include both types of supervision. Personnel evaluations conducted by supervisors do not directly influence personnel pay or promotions in grade. Supervisors lack authority to make or approve decisions pertaining to teacher duties, placement, or transfer. Their substantive contributions seem to be informational only. They distribute and explain MOEC communications, observe and demonstrate administrative and instructional procedures, and report their observations and recommendations to the MOEC and the Provincial Education Service.

The MOEC needs information about school teaching, administration, enrollments, growth trends, problems, etc. Also, teachers and headmasters need help in improving their performance and in using MOEC resources. Neither of these services requires supervisory authority. Given the lack of such real authority among supervisors the unlikely transfer of primary schools from the Provincial Education Service to the MOEC, and the valuable contributions which can be made to school personnel and the MOEC without supervisory authority, the primary need in this case seems to be a reconciliation of supervisors' role expectations with their existing authority. A change in position title to "advisor" or "representative" may also be more consistent with actual duties and authority.

3.3.3.2 Constraints

MOEC targets for increasing junior and secondary school enrollments during Repelita IV will increase the need for greater coordination among the respective levels of schools and supervisors. Such coordination would have special importance for ensuring that a high percentage of primary school graduates subsequently enroll in and successfully perform in junior secondary school and then in senior secondary school.

Coordination is also needed between the schools and supervisors of nonformal education to help channel school dropouts into alternative education programs, especially employment-related skills programs.

A constraint on the potential for greater interschool program coordination lies in the organizational separation of the different levels and types of education and in the absence of interinstitutional linkages which might provide such coordination. Primary schools are administered by the Provincial Education Service, nonformal education programs are administered by the sub-district offices of MOEC, and junior and senior secondary schools are administered by the regional office. There are no designated channels for communicating concerns and information among these schools and programs.

3.3.3.3 Issues

Should the district offices be reorganized? A series of changes at the district level of the MOEC could provide more integration and decentralization of education management within the provinces. These changes were introduced to deal with disparate concerns, but if these concerns are approached systematically through reorganization of the district office, greater efficiency and responsiveness to local

conditions may result. "Ministerial Decree 0173/0/1983" established planning and program subdivisions in the district offices. Some of the programming and monitoring duties of the district offices will be delegated to these subdivisions. Moreover, the Director of the Bureau of Planning in the central office has expressed interest in increasing local input of information with which to develop annual plans. A decision has also been made to establish development project leaders (Pimpro) at the district level. BAPPEDA planning offices have been established in the Kabupaten (equivalent to district) and will interface with the MOEC district office. Heads of district offices currently monitor the activities of secondary school supervisors and exercise general supervision of MOEC sub-district offices and staff.

At present there are few secondary schools in each district. Secondary school supervisors report to the regional office because they supervise schools in more than one district. With the major growth targets for secondary schools during Repelita IV and thereafter, the number of secondary school supervisors will increase and it may become efficient to reassign them to the district offices. If so, the need for greater coordination, noted above, would be well served. The district office could unify MOEC planning, supervision, administrative support, and possibly evaluation for primary, secondary, and nonformal education. The head of the district office would also act as liaison with the Provincial Planning Office (BAPPEDA) and the Provincial Education Service within the Kabupaten.

3.3.4 Systems

Administrative systems to carry out and support MOEC educational programs are critical to any effort to achieve or increase efficiency. Systems to make, monitor, and evaluate annual plans; provide funds; access and sustain personnel, deliver books, materials, and equipment; and rationalize work structures and processes have to be installed, maintained, and adapted to changing needs and conditions. The test of whether they are functioning properly is the extent to which they deliver and transform resources, where needed, and at what cost. In this regard there are several needs, constraints, and issues.

3.3.4.1 Needs

Accurate and reliable data about the performance of the MOEC administrative support systems were not found during this review. Numerous complaints were voiced in central offices and in the field about these systems: New books, materials, and equipment were delivered late or to the wrong place; sometimes the materials were inappropriate. Replacement of books, materials, and equipment was unreasonably slow (laboratory equipment could take three years to arrive). Teacher replacements took a year-and-a-half. Salaries were sometimes late, annual plans and budget requests were defective, etc. The extent and impact of these problems must be systematically assessed. Such studies are essential for efficient management.

3.3.4.2 Constraints

A major constraint on administrative system performance is the number of levels of review involved in translating a need in the field

into personnel, funds, procurement, or new structures and systems. Once a request or action leaves the school or local unit, there may be reviews at the sub-district, district and regional offices, units of a Directorate General, a unit of the Secretariat General, and then oversight agencies outside of the MOEC. Some progress has been made in bypassing several of these levels of review. For example, the Bureau of Procurement has begun shipping directly to the requesting units, although the requests for procurement must still undergo review at all intervening levels before shipment can take place. Other possibilities for simplifying administrative clearance and procedures need to be studied.

The internal structure and process of both the development and routine budgets create interactive constraints between the two budgets. Growth in the development budget creates obligations that will have to be paid from the routine budget; but since these budgets are processed and funded separately, the routine budget may not grow in proportion to the new demands of the development budget. Routine budget constraints may also limit the ability of the MOEC to carry out projects funded in the development budget. This phenomenon may explain part of the enormous unspent balance in the MOEC development budget.

3.3.4.2 Issues

An important issue, which has been mentioned elsewhere, is the uncertainty as to which MOEC unit or units should take responsibility for analyzing and improving administrative systems. Until recently, the Office of Educational and Cultural Research and Development might have

undertaken such studies, however, its new policy research orientation may now preclude such work. The Organization Bureau has a formal mandate to undertake organization and methods studies; but it views itself primarily as a service which reviews requests, proposals, plans, etc. which the Secretary General wants to have analyzed.

3.3.5 Staffing and Staff Development

The MOEC has been extraordinarily favored with the provision of personnel to staff its rapidly expanding infrastructure and programs. The status section showed that, with the exception of higher education faculty, the number of educators needed to meet Repelita targets have been obtained. This situation may not be true of administrative personnel, as it is not clear whether adequate numbers of such personnel have been obtained to support MOEC educational programs. Certainly, the annual requests for administrative personnel, submitted by MOEC to the National Personnel Administration Office, have not been as fully granted as have its requests for teachers. The ratio of administrators to teachers has been declining for a number of years. The relationships of administrative and managerial staff to the problems of administrative support, noted above, is by no means clear. Likewise, their competencies and training needs can only be inferred, reliable data are lacking.

3.3.5.1 Needs

Studies are needed to establish the quantities and ratios of administrative personnel required to service efficiently the educational programs of MOEC. Such studies would greatly strengthen

the Ministry's staffing requests. Studies are also needed to assess the competencies and training needs of administrative and managerial personnel. An even greater need may be for monitoring and evaluation to determine the effectiveness and relevance of the staff training currently provided.

Studies of performance requirements and behaviorally-stated job descriptions are also missing and are needed for the development of targeted training. Training impact evaluations are another information need.

3.3.5.2 Constraints

A major constraint on the contribution of training to efficient performance is the career structure orientation of much of the training offered by the MOEC Education and Training Center. Such programs are intended to prepare personnel for promotion, e.g. the SEPA management programs. These programs are focused on broad principles, government structures and regulations, and theory and research pertaining to organization behavior; they are not designed to have immediate impact on the participating managers' jobs. In fairness to the Training Center, it must be added that it has and does offer specially-designed training programs and related consulting services which are intended to have job relevance, but no evaluation data were available to indicate the impact of this training.

It is not clear at this writing whether the combination of recently-funded MOEC/IBRD education and training projects, plus the MOEC

domestic training budgets, will provide sufficient financial resources to reach a majority of personnel who need training.

3.3.5.3 Issues

An important issue is the selection of one or more strategies for staff development which are affordable and have the probability of increasing work performance.

Another pressing issue is how to coordinate staff training with other administrative management and organization development specialists in an overall effort to effect planned change, e.g., develop and install new administrative systems, deal with organization-wide problems, influence organizational beliefs and attitudes, or foster innovation.

3.3.6 Incentives

Two kinds of incentives, both directly related to compensation, were discussed in the status section of this review: compensation structure and career structure. To these might be added the incentive associated with the organization's recognition, use, and dissemination of excellence in work practice, problem solutions, and innovations. Each of these incentives will be discussed in turn.

3.3.6.1 Needs

Incentives for attracting teachers to work in remote areas and to keep them there once assigned is an area of special need. A variety of incentive programs have been tried in the past, e.g., provision of housing, stipends for work in remote areas; but the problem of staffing schools in these areas still remains. Studies of the problem have been conducted in the past. One example is the 1982 MOEC study entitled

"Report on the Study Toward The Pattern of Giving Incentives to Teacher Working in Remote Areas." These studies have suggested a variety of incentives which might appeal to both new and already assigned teachers. The Directorate General of Primary and Secondary Education is also investigating the option of providing short (three-to six-month) upgrading courses for secondary school graduates to become teachers in remote areas. These programs should be carefully monitored and evaluated. Other options should also be explored. Given the current restricted budget environment, the emphasis should be on exploration of nonfinancial incentives.

3.3.6.2 Constraints

If financial reward is used as the basis for identifying work-related activities which are important, it appears that the reward structure is somewhat ad hoc. Multiple work and pay classifications enable some MOEC personnel to hold managerial, functional, and project leadership assignments simultaneously, while serving on one or more committees, and possibly earning honoraria for speeches, lectures, or consultancies. Those who choose to devote full time and energy to performing their regular duties productively and efficiently may not expect special financial reward for doing so.

A second constraint on productivity exists for a small number of administrative management specialists who have advanced qualifications and/or expertise in their fields, e.g., planning, organization and methods/operations research, personnel, finance, and procurement. There is no professional pay or career structure for such personnel. Without

such structure, efforts to improve management efficiency will continue to be constrained.

A third constraint is the absence of any systematic method or effort to locate, mobilize, and publicly recognize model professional and managerial practices within the MOEC. The prevailing managerial concern seems to be one of finding and correcting deficiencies.

3.3.6.3 Issues

Career and pay structures are established for the civil service as a whole by the central government. Change of those structures would likely be difficult to effect. Nonetheless, if greater incentives for achieving productivity and efficiency are of concern, and if the present structure does not reward such behavior, ways to change the structure must be considered. Among the possibilities are introducing financial rewards for excellence, reducing rewards for neglecting duties, providing career status and promotion opportunities, and/or professional recognition.

3.3.7 Institutional Development

The MOEC is experiencing institutional development through the multiple processes, programs, and projects which have been noted for each of the management dimensions of this review. These efforts are impressive in their variety and ambitions. It is in no wise easy to distinguish which is the right path to reach the national goals and priorities with which the MOEC has been charged.

3.3.7.1 Needs

Above all, the MOEC needs information about its own performance: what it is doing well that can be disseminated and emulated, and which problems are important and capable of solution, especially as they relate to the quality of educational and administrative services.

3.3.7.2 Constraints

The major constraints on institutional development seem to be the central government structures, controls, and processes which the institution must adopt, the enormous size of the institution in which change must take place, the pace at which it is growing, the difficulty of bringing together the diverse efforts being made to develop it, and the scarcity of resources in relation to need with which to improve it.

3.3.7.3 Issues

The major issue confronting top management of the MOEC in the consideration of institutional development is: What measures are simple enough, broadly applicable enough, inexpensive enough, durable enough, and effective enough to be able to develop an institution of 1.5 million people distributed throughout the Indonesian archipelago? The answers, if there are any, are by no means easy to find.

3.4 Conclusions

Four general conclusions arise from the review of education management in the Ministry of Education and Culture: (1) managers seem quite aware of most of the problems which exist; they are not as aware of the successes being attained; (2) managers seem to assume that the MOEC mission will be accomplished in the future with existing management structures and processes; (3) the MOEC has two distinct types of management tasks--(a) rapid expansion of the education system, and (b) maintenance and improvement of educational quality; (4) while human and financial resources have been provided generously for expansion of the education system, relatively few resources have been devoted to improving management of the expanded system in a way which would assure achievement of education quality. These conclusions, and others which relate to them, are discussed in more detail below.

Conclusion 1

Successful Experience. No evidence was found that the MOEC had made a systematic attempt to identify individuals and units which were actually meeting targets or producing clearly excellent results. No mechanisms were discovered which would identify success, analyze the reasons for success, extrapolate learnings from that experience, disseminate those findings to other MOEC units for general use, or incorporate those findings into development strategies or routine operations. Finally, there is no apparent effort or method to recognize or reward those management and administrative personnel who do excel.

Conclusion 2

Existing Structures and Processes. Whereas MOEC has elaborated systems for five-year and annual planning of targets and funding levels, it does not have an equivalent system for assessing the kinds of organizational structures, work systems, and support systems which would be needed to achieve its targets. The centralized control of organization, planning, personnel, finance, procurement, and management training by agencies outside MOEC make change difficult to effect. There is, nonetheless, a need for a mechanism which considers how the organization and management of education should change in support of development targets.

Conclusion 3

Dual Management Tasks. In considering the problems and management needs of the MOEC in relation to its development targets, it appears that the MOEC has two main management tasks for which two distinct management strategies are needed. The task of expanding the education system is based in the future; institutions and programs which do not now exist must be created, staffed, and placed in operation. Management planning and management systems are of paramount importance in achieving success in this expansion. The task of improving education quality, by contrast, is based in the present; institutions, programs, and people who are already providing education must be influenced to improve its quality. Management of social processes and administrative support are of paramount importance to success in improving quality.

Conclusion 4

Resources for Management. There is a widening gap between human and financial resources allocated to expansion of the education system and those allocated to the management of it, that is, the operations and programs of the Secretariat General and the Education Training Center. This gap suggests a paradox: the expanded education system will require greater efficiency from constrained management resources, while the constraint on management resources limit the ability of MOEC to become more efficient. If the gap in resources continues to grow, less management efficiency is the predictable consequence.

Following are several specific conclusions which were derived from the analysis of management capacity.

Conclusion 5

SIAP. The return of SIAP funds to the Central Government while helping to relieve budget reduction pressures does not solve the basic problems that led initially to the large amount of unexpended funds. One fundamental problem has been explained largely as a difficulty in acquiring land for new schools or buildings. Two solutions to the delays in land acquisition and construction have already been adopted: (a) vigorous investigation of illegal conduct by officials involved in land acquisition, and (b) transfer of responsibility for project management of secondary school construction to the Ministry of Public Works. However, the problem of SIAP appears to be much more than a problem of corruption; it is one of management. The extensive experience of the MOEC and the Ministry of Home Affairs in

building schools should contain within it ample guidance for estimating feasibility of achieving given construction targets, expediting land acquisition, controlling illegal actions, and implementing each of the other steps required to put schools in service. While the transfer of project management responsibility to the Ministry of Public Works may speed construction of secondary schools, there is still a problem of how to increase efficiency in managing other kinds of construction projects. Previous construction experience and systems should be analyzed in relation to management alternatives. Mechanisms for assessing the feasibility of meeting ambitious development targets should also be devised.

Conclusion 6

Channels for Negative Feedback. There is no apparent institutionally acceptable way for MOEC officials to conclude and report that a given development target cannot or should not be attained. Without this option and procedure, development planning becomes self-defeating. Those who set targets operate under the illusion that the targets will be achieved and lose the opportunity to revise targets in ways which enable achievement. Officials who are assigned responsibility for achieving an unrealistic target are pre-ordained to fail and to carry the burden of that failure. While in some cases an unrealistic target may result in greater achievement than a more modest target would have produced, in other cases achievement may actually be less. In both types of cases the morale of project personnel is likely to suffer.

Conclusion 7

Organizational Structure: Decentralization. A number of complaints were heard in interviews and meetings concerning the extensive lag times involved in providing administrative support. Time required to replace a school teacher may be one-and-a-half years; replacement of laboratory equipment may take three years; a change in organization or position classification may also take three years or more. At least part of the delay has been attributed by MOEC managers to the time involved for central government reviews and procedures. To the extent that administrative delays are due to the central government, there may be little that MOEC can do to improve support. However, there appear to be multi-level reviews and procedures within MOEC that could be reduced. A general rule for such reductions might be to have officials at intermediate levels of review provide their criteria for approval and administrative actions/forms to the first level of supervision, e.g., heads of Kancam, Kandep or Kopertis. Authority to act would likewise be delegated, with the intermediate levels of supervision to be informed of actions taken. The intermediate levels of supervision could intervene on a management by exception basis.

Conclusion 8

Organization Structure: Lateral Linkages. Linkages among different levels of schools, programs, and administrative units appear to be lacking. For example, there do not appear to be any institutionalized means for headmasters, teachers, and supervisors of primary schools to share information or address problems of mutual concern with their counterparts in junior secondary schools. The same

problem may exist at higher levels. This omission may be particularly troublesome for students attempting to make the transition from one level or program of education to another. Given the approximately 30% of primary school students who drop out and probably need one or more of the nonformal education programs, as well as dropouts plus graduates at other levels who need help or encouragement to engage in other levels or programs, the lack of inter-unit teams is cause for concern.

Conclusion 9

Organizational Structure: Boundary Relations. Apparently, the responsibility for primary education was transferred from the MOEC to the Ministry of Home Affairs in the expectation that greater local funding and support would be mobilized as a result. However, subsequent central government policies, programs and funding support for primary education have effectively returned this responsibility to the central government. Meanwhile, MOEC and the provincial education service of the Ministry of Home Affairs have ambiguous and overlapping responsibilities for management of primary education. While MOEC is responsible for technical supervision, the supervisor (Penilik) has no authority to influence teacher promotions in grade. Both the education service (Dinas) and MOEC share responsibility for administrative supervision of the schools, but the Penilik has no authority to make or approve of administrative decisions, such as assignments and transfers. There are no apparent advantages or efficiencies to be had from this arrangement. In some provinces, e.g., South Sulawesi, the Dinas does not have field supervisors. In the South Sulawesi case the Penilik acts as the field

supervisor for both Dinas and the MOEC. It may be possible and desirable to institutionalize this arrangement in all provinces.

Conclusion 10

Job Descriptions and Work Systems. The job descriptions contained in official documents, such as "Ministerial Decree 0304/0/1984", are useful for identifying the types of actions to be taken by personnel engaged in routinized work. Given the rapid expansion of the MOEC workforce and the limited funds for staff training, job descriptions may be a valuable tool for improving efficiency. However, as presently stated the job descriptions lack several items of information which are needed for effective performance. Each task should contain a statement of the action to be taken, the object of the action, the intended observable result and standard, and the aids and conditions required for accomplishing the task. Work systems--procedures to be implemented by persons occupying specified positions--should be written to demonstrate the flow of work across given positions in the organization. Again, procedural guides already exist for many operations. To be most effective, these guides should be aligned with the revised job descriptions and updated as often as circumstances warrant.

Conclusion 11

Monitoring, Control, and Evaluation. The monitoring and control system of the Planning Bureau does not contain measures for assessing the quality of performance. This type of information is needed for identifying both management problems to be addressed and examples of excellence to be emulated. As the MOEC increases its

efforts to improve the quality of education, a monitoring system designed to identify excellence will become a necessity.

Conclusion 12

Development and Routine Budget Interaction. Frequent comment was made in interviews and consultant reports on the impact of the development budget on routine budget obligations. Examples given include the increased cost of operations associated with the purchase of capital equipment, increased staffing needs, and increased costs of maintenance and repair. When development projects are approved by BAPPENAS, there is no accompanying commitment by the Ministry of Finance to increase future routine budget allocations to absorb the increased recurring expenses. It appears that a method is needed to alert the MOEC and the Ministry of Finance when new projects will entail higher routine budget expenditures.

Conclusion 13

Staff Specialists. The MOEC currently has professional career and pay structures for two kinds of professional work: (a) teaching/supervision of teaching, and (b) education research. There is no professional classification for staff specialists in personnel, finance, organization and management, systems analysis, or procurement. Those working in these specialties can hope for advancement only through promotion into the ranks of management; but managers have limited time to engage in such pursuits. Until recently the Office of Educational and Cultural Research and Development performed personnel classification and other kinds of studies on contract with other units. These studies

were conducted by resident researchers. However, this office has been reoriented toward policy research. It is not clear whether management studies will continue to be performed by the Office. If not, it would be prudent to request the Ministry of Administrative Reform to approve a functional classification for professional staff specialists.

Conclusion 14

Financial Incentives. As many as three salary supplements may be added to base pay for personnel who qualify: (a) functional, (b) structural/managerial, and (3) program or project leader/staff. For example, a person seconded from a teaching (functional) position to a managerial (structural) position and given responsibility for directing a development project (pimpro) might earn base salary and the three aforementioned salary supplements. Those with appropriate credentials and experience might also earn honoraria for giving course lectures. Thus, there is financial incentive for personnel to undertake work commitments which require more time than is available. As a result, an individual's energies are dispersed and his results for all commitments are marginal. At present, only the functional designation of researcher is structures to allow advancement in title and compensation to be directly tied to the quality and quantity of work performed. Teaching, teacher supervision, and managerial advancement are based on seniority or other factors. Adoption of a performance-based advancement system for those types of positions would encourage greater work productivity.

Conclusion 15

Support Relationships. MOEC structures and processes

emphasize monitoring and control as the primary means to assure that educational quality is achieved. The requirement for quality control needs to be balanced with the need for quality support, particularly at the level of field supervision. Supervisors should be, and be capable of being, consultants coaches trainers of subordinates. Quality derives from pride in what one does, as well as the competence to do it. Teachers, researchers, and administrative personnel need understanding and support in the context of their working environment. This kind of assistance is hard to mass produce. It is individualized and time-intensive. Currently, school supervisors are said to have responsibility for an average of 19 schools and to visit each school once or twice per year. The average visit is several hours. Sporadic contact of this kind effectively precludes development of supportive relationships. Supervisors should make more frequent and extended visits, and provide more assistance They should be expected to do so.

3.5 Recommendations

The management needs identified in the preceding conclusions correspond to three broad management goals: (1) to improve effectiveness of management in the education system, (2) to support improvements in the quality of education, and (3) to increase the internal institutional development capacity of the MOEC. The following recommendations are intended to facilitate achievement of those goals.

3.5.1 Recommendation 1. Improvement in Effectiveness of the Management System.

Discussion

To remain a dynamic and effective support mechanism for the work of the MOEC, the management system must improve its capacity to respond rapidly to economic, or political, and social changes affecting the educational environment. The current restrictions in the budget are a good example of the type of change that requires rapid response. As mentioned earlier, managers are generally aware of the problems that exist. They are less aware of what successes are being attained and what modifications of the system are required to remedy problems or capitalize upon successes. The ability to respond effectively to the required changes depends upon increased awareness that comes from better monitoring and communication between managers and their field staff; between planners, managers, and policy makers in the central office; and between the central supervisory unit (Inspectorate General) and the planning, implementation, and policy making sections of the MOEC. Some suggestions as to possible means for implementing these improvements are listed below.

Implementation Alternatives

1. Task Force on Management Planning. Create a standing committee or task force to be responsible for developing a management strategy which fits within the Repelita and annual planning processes. Membership in the task force should represent the major administrative support and control centers within the MOEC, including the Bureaus of Planning, Organization, (regarding both structure and work systems), Personnel, and Finance, plus the Personnel Education and Training Center and the Office of Educational and Cultural Research and Development. The equivalent staff units in the Directorates General should also participate in this task force. The management planning process they develop should examine and propose the policies, structures, work systems, staffing patterns and training needs required to meet given targets within a specified time frame. Once management strategy is adopted within the Repelita and annual planning processes, the task force members would serve as resources to the operating units in preparing and carrying out the management strategy.

2. Feasibility Assessment. Within the management strategy process, institute a feasibility assessment phase. The task force which prepares the management planning process should develop this phase as well. The major requirement here is for research which measures the time and resources needed for each step in the development of authorized projects and for each alternative which could be plausibly used to implement the projects. Such unit measures would be taken from the actual experience of the MOEC or other organizations in developing similar projects.

These measures can then be employed to estimate the feasibility of achieving the goals.

References for management planning and feasibility assessment include the project management methods and materials developed by USAID and other international donors for internal use. In addition, a broad strategy of "evaluability assessment" has been developed in recent years by such author/consultants as Joseph Wholey and Leonard Rutman. A major use of evaluability assessment is to increase the feasibility of social programs and projects.

3. Feasibility Report. - As the last step in the management strategy and feasibility assessment, issue a feasibility report from the Office of Educational and Cultural Research and Development. The report should state whether and to what extent it is feasible to achieve the Repelita development targets within the stated time and with given funding ceilings. The report should also state the personnel, funding, and procurement requirements needed on an annual basis for target achievement.

3.5.2 Recommendation 2. Support Improvements Education Quality.

Discussion

A broad strategy for improving the quality of education should encompass elements of leadership, organization, work systems, incentives, and resource allocation. These elements should be focused on national quality objectives and be integrate and supported centrally by the top management of the MOEC. The focus of the quality improvement recommendations however, is to maximize initiative and innovation at the operating levels and the levels providing immediate administrative

support to them. The strategy to improve quality would include development programs and projects, but would emphasize the work which individuals and units do routinely, e.g., teach classes, provide logistical support, and supervise operations.

Implementation Alternatives

1. Council of Education Excellence. Establish a standing Council on Education Excellence, to be chaired by the Minister of Education and Culture and composed of eminent experts in education and administration. The responsibilities of the Council would include articulation of specific qualities to be improved and their priority; demonstration of sustained concern at the highest level of the Ministry for the achievement of excellence; establishment of mechanisms for identification, recognition, and reward of excellence on a continuing basis; and initiatives which encourage the generalized use throughout the Ministry of practices found to be excellent.

The Head of the Office of Education and Culture Research and Development should serve as the Secretary of the Council, and the staff of his office would provide the research services required to document and disseminate information about the causes and methods of excellent performances. It is further recommended that the Council be assisted by the Inspectorate General, through its annual survey of MOEC operations and its field audits, to identify cases which may warrant recognition and emulation. The Secretariat General and Directorate General would be responsible individually and collectively for the generalized adoption of practices found to contribute to the quality of administrative and educational performance.

2. Intraorganizational Linkage. Establish lateral intra-organization linkages wherever major work flows pass from one unit to another. In particular, create in each district: (1) a team of nonformal education supervisors, primary and junior secondary school headmasters, and primary and secondary school supervisors; (2) a team of junior and senior secondary headmasters and their school supervisors; and (3) a team of headmasters, school supervisors, and the heads of their direct administrative support units (personnel, finance and procurement). Each team should provide for a regularized flow of information concerning needs and problems of one unit which have their locus in, or can be addressed by, another unit. The team would also serve as a local forum for developing and disseminating innovations and solutions to problems, and sharing information about excellent performance.

Matters which might be addressed by the respective teams include methods and joint efforts for increasing the proportion of students completing one level of schooling who enroll in the succeeding level, means for referring school dropouts to nonformal education programs, and methods for reducing the time required to provide or replace personnel, funds, books, equipment, or other resources.

3. MOEC/Dinas Relationships. Examine the feasibility and viability of designation the MOEC primary school supervisor as the MOEC advisor, or field representative for primary schools. Propose to the Ministry for Administrative Reform that authority to exercise administrative supervision at the Kecamatan level be delegated from Dinas to the MOEC supervisor (Penilik) on an experimental basis, and

that the supervisor report to Dinas on administrative matters while continuing to be responsible to and employed by the MOEC.

The recommended arrangement will likely produce its own undesirable effects, and these effects should be carefully documented as part of an evaluation to determine the overall result. However, the recommended arrangement is proposed as a means to ensure that administrative and technical supervision of schools are effected in a unified way. This recommendation, in conjunction with the proposed linkage of performance appraisals and pay increases, should increase the capability of the MOEC and Dinas to influence the quality of primary education.

4. Routine Budget Impact Analysis. Introduce routine budget impact analysis to the annual development budgeting process. Require that each MOEC development project budget request be accompanied by an estimate of additional routine budget funds which would be necessary during the ensuing three to five years to carry out the development project. For example, if new facilities and equipment are to be acquired, the impact analysis should estimate the additional compensation for new staff and increased expenses for maintenance and repair of these facilities and equipment. The estimate should be compiled and submitted by the MOEC to the Ministry of Finance and the National Development Planning Board for their consideration at the time the MOEC development budget is reviewed and approved. It is anticipated that this recommendation could result in a net reduction in development project approvals and/or reduction in scale of development projects. However, it is also expected that those development projects which are approved would be more adequately supported financially on a continuing

basis. This action would ultimately increase the effectiveness of MOEC development efforts.

5. Job Task Descriptions/Role Analysis. Supplement existing job descriptions contained in "Ministerial Decree 0340/0/1984" with task statements for each duty, as a means to increase the quality of work performance through improved performance appraisal, skills training, and on-the-job coaching. Task analysis and description is a well-established method for improving the understanding of job responsibilities and rationalizing routinized administrative, technical, and clerical work in which individuals perform discrete portions of an overall work process. A task statement typically contains: (1) an action to be taken, (2) the object of the action and (3) the intended performance result and standard. The statement may also provide a description of the conditions under which the task is performed, and aids/equipment required to perform it. Finally, requisite knowledge, skills, and attitudes are identified for each task. Task analysis are often prepared jointly by personnel, specialists and job incumbents who are viewed by their superiors as being "master performers". The master performer provides substantive information regarding the tasks which he/she performs, and the personnel specialist organizes the information into a standardized job statement.

Developing comprehensive job task descriptions for the MOEC would be a massive and expensive undertaking. If possible, development budget or donor funds should be obtained for this effort. If major funding is not available, it is suggested that a training program in job task analysis be conducted for echelon III and IV managers, and that the

Minister establish a policy which requires that managers train their subordinates to draft task descriptions for their own jobs and then negotiate task statements which will become the basis for performance appraisal, skills training, and coaching. These task statements should be reviewed and revised periodically. Copies should be made available to inservice training agencies for use in training needs assessment.

Task analyses are not generally effective in documenting non-routinized work, or work which is performed as a team effort. Research and development, project management, and some types of training and organization development are examples of work which is not amenable to task analysis and description. Nor does management, which is in essence not routinized, lend itself to task statements. For these types of work the MOEC should consider the articulation of fluid role expectations among sets of superiors, subordinates, and peers. Techniques for role analysis can also be taught and can have the same uses: performance appraisal, training and coaching.

There are many technical resources for conducting task analyses. The United Nations Development Program and the National Institute of Administration (LAN) are initiating a job analyses project which may be of assistance to the MOEC. Also, the U.S. Office of Personnel Management has experts and extensive materials on the subject.

6. Merit Promotion Policy and Career Ladder for Functional Personnel. As a means to align compensation and advancement rewards with the work results expected from functional personnel, establish a policy and career ladder which creates several levels of functional pay supplements and functional titles for teachers, school supervisors, and

headmasters, based on their mastery of the work and their performance contributions. A possible example for this could be the existing policy and career ladder in use for research personnel in the Office of Educational and Cultural Research and Development. The intention of this recommendation is to tie the reward structure for these personnel to the work which they are expected to do routinely, not on--or only on--those activities for which honoraria are paid.

7. Administrative Management Specialists. Propose the creation of a new functional career category of "administrative management specialist" as a means to develop and retain professional staff capability for planning, personnel management, organization design, operations research/systems analysis, budgeting and financial management, and procurement/logistics, these are the major administrative support functions of the Secretariat General and the secretariats of the Directorate/General and regional offices. This recommendation is intended to ensure that the MOEC is able to retain and reward staff who participate in the forthcoming MOEC/IBRD management training project and others. It is also intended to place qualified personnel in positions for which their expertise is needed and used. The functional classification of professional instructor, recently authorized by the Ministry of Administrative Reform for education and training centers throughout government, may serve as a reference point for this effort.

There is a potential danger that personnel occupying such specialized staff positions might not have an appreciation of the problems and needs of line managers and educators. It is therefore

important that MOEC have a policy for drawing its staff specialists from personnel with substantial practical experience, providing them with advanced training in administrative specializations, utilizing their services to improve the effectiveness and efficiency of the secretariats and the units they support, and eventually rotating and promoting them to other units of the Directorates General. It is not recommended that there be a career path within the MOEC that begins and ends in professional administrative staff specializations.

8. Quality Improvement. Establish a policy and supporting work plan for improving the quality of educational performance within MOEC on a continuing basis. The annual planning and budgeting process, including the Minister's national working meeting establishes activities and output targets to be achieved during the ensuing year. To these, however, should be added targets in the form of quality indicators and standards for education and administrative support. Furthermore, annual work plans for improving the quality of services should be required. Such plans should be prepared by all units, including those which do not participate directly in the budgeting process. Such plans and the organizational arrangements for implementing them should emphasize the situational context of the unit which will take action and the selection of improvements which can be carried out with available resources and existing authority. These plans and their implementation may follow any of several established approaches to planned organization change, e.g., action research (AR), performance improvements programming (PIP), or expert studies and recommendations for systems change. The importance of this recommendation is less in the specific method for improving

quality than in creating the expectation throughout the MOEC that improvement is expected by the Minister and that improvement will be recognized and rewarded. This recommendation is the major implementing vehicle for generating the excellence which is the focus of the Council on Excellence, described in Implementation Alternative 1.

It is expected that because of the small number of available experts and limited funds, the efforts employed to improve quality should involve initial training for middle and lower echelon managers who will in turn be responsible for training their own staff members.

It is recommended that the Personnel Education and Training Center of the MOEC develop such programs, utilizing experts from the units of the Secretariat General and MOEC consultants, as well as its own instructors. As several of the Training Center staff have been trained to perform action research, resource materials on this method should be made available within the Center. Performance improvement programming materials may also be available locally, since the UNDP and ILO have developed extensive materials, and PIP training has been conducted in the Ministry of Finance and elsewhere in Indonesia. The Office of Financial Education and Training of the Ministry of Finance may be able to provide PIP materials and consultants.

3.5.3 Recommendation 3. Institutional Development

Discussion

Institutional development--the ability of an institution to cope with the increased expectations placed on it, to adapt to changes in the environment, to learn from its own experience, and to influence the

development of the nation--requires an extraordinary effort on the part of the MOEC. Yet such development is occurring at present and is likely to continue into the future, given the initiative already undertaken. The remaining challenges for future institutional development lie in the creation of a sense of pride and purpose among staff and students, and in obtaining synergies from the many improvement programs and projects now underway.

Implementation Alternatives

1. In keeping with the future-oriented nature of Repelita, organize a series of symposia to be offered throughout the nation to focus on what the MOEC should be and do in the year 2,000 or beyond. These symposia might provide information which senior MOEC officials, development officials from other ministries, and international authorities might use in considering scenarios for education and development in Indonesia. The events might be recorded and disseminated by mass media. Proceedings of these meetings could be produced to serve as references for MOEC senior staff in planning institutional development efforts.

2. In conjunction with the events described above, conduct public information campaigns which compare Indonesia at different stages of its development and the contributions which education has made at each stage. These campaigns might culminate in the annual Education Day and a series of awards to persons who have made great contributions to Indonesian education and development.

3. Continue and coordinate efforts to develop administration and management training which prepares personnel for new responsibilities

through such projects as the Second MOEC/IBRD Teacher Training Project, the forthcoming Secondary Education and Management Training Project and the regular training programs of the Personnel Education and Training Center and Teacher Training Institutes. Supplement these efforts by establishing a policy that all supervisors bear direct responsibility for training new subordinates to perform their jobs, and that all new personnel must receive orientation and skills training. Ensure that supervisors are taught training and coaching techniques. To the extent possible, designate the work site as the primary location of orientation and skills training, and use actual work materials, work problems and cases, and job descriptions (discussed in Recommendation 2) as the training tools.

Currently the Personnel Education and Training Center offers career management training programs (SEPA) which are a prerequisite for personnel before they can be promoted to higher echelons. Supplementary management training should be provided to managers who have recently been promoted. This training should emphasize the application of previously learned concepts and methods to their new managerial responsibilities. The role analysis techniques discussed in Recommendation 2 could be an important activity in such training.

4. Initiate regular meetings of all MOEC officials responsible for the units, programs, and projects involved in institutional development efforts. These meetings would allow the officials to report to the Minister and to each other about their plans, activities, problems and successes, and the possibilities for mutual cooperation. At such meetings, the officials might use the information and plans generated at

the annual meeting to develop overall strategies for improvement. These meetings are being proposed as separate from, and complementary to, because their purpose would transcend the annual plan and budget. When the meetings produced plans which involved more than one unit, teams could be created working under the guidance of the Secretary General and funded by the management improvement program of the Secretariat General. The funding needs of these teams should be minimal, as the team members would normally be leading projects which had their own development budgets.

APPENDIX A

UNITS OF THE MINISTRY OF EDUCATION AND CULTURE

I. Central Government

The Ministry's central office in Jakarta is divided into a number of key units. These include:

a. Secretary General's Office

This office is headed by a senior civil servant (level IV/echelon I) who reports directly to the Minister and is responsible for providing the managerial, organizational, financial and planning support for the Ministry including the provincial offices in the 27 provinces. It is divided into eight bureaus (see Diagram 2, 2a, 2b, 2c, 2d, 2e, 2f, 2g, 2h)

1. Bureau of Planning.

This is divided into six main units (see diagram 2a) and is responsible for the regular planning of the Ministry including the preparation of short (annual), medium (five year) and long term plans and projections for both the routine and development expenditures. It coordinates planning between the various Director Generals and between the central Ministry and the provincial offices.

2. Bureau of Personnel.

This unit is organized under five main coordinators (see diagram 2b) and is responsible for the recruitment, administration and the development of the Ministry's personnel, both educational and administrative. It handles promotions, staff movements, discipline and retirement.

3. Bureau of Finance.

This is divided (see diagram 2c) into six main units and is responsible for the preparation and monitoring of the routine and development budgets, budget revision and the administration of subsidies including those to state and private secondary schools and to the higher education institutions.

4. Bureau for Procurement.

This is divided (see diagram 2d) into seven units and is responsible for all the procurement and logistics for the Ministry. This includes the purchase of the supplies including the procurement of books, distribution and storage functions, maintenance of inventories, and disposals of MOEC surplus equipment/materials. It is also responsible for the planning of future procurement needs.

5. Bureau for Organization.

This is divided (see diagram 2e) into four units and is responsible for examining, recommending, and implementing organizational changes in the Ministry. It examines working systems and procedures, sets standards to be followed, and is responsible for seeing that reports are properly submitted throughout the Ministry.

6. Bureau for Law and Public Relations.

This is divided (see diagram 2f) into four units and drafts the Ministry's legislation and decision letters. It handles the Ministry's Public Relations and maintains a library of all relevant materials relating to the Ministry's work.

7. Bureau for Foreign Cooperation.

This is divided (see diagram 2g) into five units and is responsible for relationships with international organizations in the educational and cultural fields including those with ASEAN organizations, the U.N., the World Bank and S.E.A.M.E.O. It provides the secretariat for the national UNESCO Committee and is responsible for the work of the educational attaches overseas.

8. Bureau for General Services.

This is divided (see diagram 2h) into six units and provides general administrative support for the activities of the Ministry including official travel arrangements, protocol matters, and keeping the Ministry's archives.

Each of these bureaus is headed by a bureau head (Kepala) who is a senior level civil servant (Level IV - echelon 2) with a degree and some 15-20 years experience. He is assisted by 4-6 units heads who either have a degree of 10-15 years experience. The total staffing of the Secretary-General's office in 1983 was 1347, of which 3.6% were senior level staff, 22.9% mid level and 73.5% Junior.

b. Inspectorate-General

This office reports directly to the Minister and is responsible for all the auditing and financial control functions of the MOEC. The Inspector-General is a senior civil servant (Level IV/ echelon I) and his office (see diagram 3.1) is divided into:

1. Secretary's Office.

This provides administrative support for the Inspectorate-General. It is divided into four units for:

- Planning
- Finance
- Personnel
- General Services

2. Inspector for Personnel.

This unit monitors the activities of all the Ministry staff at both the central and provincial level to see that their activities are carried out according to the Ministry's regulations.

3. Inspector for Finance.

This unit inspects the general financial operations of the Ministry and sees that they are in accordance with planned procedures and regulations. It also examines the activities of the financial units in the ministry's different Centers and in its provincial offices.

4. Inspector For Procurement.

This unit examines all aspects of procurement and logistics within the Ministry.

5. Inspector for Development Projects.

This unit examines specifically all development projects undertaken by the Ministry both at the Central level and in the provinces. It audits development project accounts and generally examines these projects to see that they are being carried out correctly.

6. Inspectors for (1) Primary and Secondary Education, (2) Higher Education, (3) Nonformal Education, Youth and Sports and (4) Culture.

These four additional inspectorates audit activities in these four specific areas of the Ministry's activities.

Total staffing in 1983 was 600 of which 8.3% are senior level staff 20.3% mid level staff and 71.4% junior staff.

c. Director-Generals

There are four Directorate Generals (Higher Education, primary & Secondary Education, Nonformal Education, Youth & Sports, and Culture) in the MOEC. They directly administer activities and programs within their different areas. The Director Generals report directly to the Minister on program matters and to the secretary General on administrative matters. Each Director General has a number of directorates looking after different program activities within their specific areas. Management in each of the four Director-Generals is carried out by a Secretary's office which looks after administrative and financial matters and planning. The Secretary's office is divided (see diagram 4) into five units for:

- Finance
- Planning
- Personnel
- General Services
- Implementation

The Secretary, will be a senior government official (Grade IV) with a graduate degree and 15-20 years experience. The heads of the five units will be mid level civil servants (grade III) normally with degrees and with considerable working experience (10-15 years). Total staffing of the Secretary's office in each of the Directorate Generals is about 60.

d. Centers

The Ministry has number of centers including the Centre for For Training and Education (Pusdiklat) and the Office for Education and Cultural Research and Development (Balitbang Dikbud).

1. Center for Education and Training (PUSDIKLAT).

This center is responsible for the training of civil servants, administrative and educational, for the MOEC. It reports to the Minister through the Secretary-General. It is divided into four units:

- Program Development
- Educational Support
- Administrative Support
- Evaluation and Reporting

Which in turn are divided into four subunits (see diagram 5). The director is a senior level civil servant (Grade IV) with a degree and 15-20 years experience and the heads of the subunits will have degrees and 10-20 years experience. Total staffing in 1983 was 130 of which 3.8% were senior level, 22.3% midlevel and 73.9% junior.

2. Office for Education and Cultural Research and Development (Balitbang Dikbud).

This office is responsible for the Ministry's overall research and development specifically related to educational policy. It is headed by a senior level civil servant (Grade IV/echelon 1) and reports directly to the Minister. It is divided into five units:

- Secretary's Office
- Centre for Education and Cultural Research
- Center for Curriculum Development
- Center for Information and Development
- Center for Educational Institution and Teaching Development.

e. Universities/Teacher Training Institutes (IKIPs).

1. The Universities and Institutes for Teacher Training (IKIPs) report to the Minister but work closely with the Director General of Higher Education. It should be noted that training in management and planning for selected IKIPs is included in this project. Training for universities is not included but it is anticipated will be added in a second stage project.

2. The IKIPs provide a 3-4 year degree program for teachers for the secondary school system. They are organized into academic and administrative sections with up to 80 administrative staff and 140 educational staff in each IKIP.

II. Provincial Offices (Kanwil).

1. Each of the 27 Provinces has a provincial office (Kanwil) reporting directly to the Minister. In addition there are also offices of the Ministry at the district (Kabupaten) and subdistrict (Kecamatan) levels.

2. The Provincial Office (Kanwil) is responsible for all the activities of MOEC in the province with the exception of the administration of primary schools which is handled by the Ministry of Home Affairs and of universities which is handled directly by

the Director General of Higher Education. It is headed by a senior civil servant (Grade IV) and it is divided into 14 units.

3. The administration of the office (see diagram 6a) is under the Coordinator for Administration who is in charge of five units for:

- administration
- finance
- personnel
- planning
- procurement

4. In addition there are 9 units (one for the supervisors for the different types of schools and eight dealing with educational program matters) that report directly to the head of the office.

5. The head of the office and the coordinator will be senior civil servants with degrees and some 15-20 years experience. The heads of the units will be mid-level civil servants (Grade III) usually with degrees and 10-15 years experience. Total staffing of a provincial office depending on the size and population of the province is between 320-450. Approximately 6.0% of the staff in a provincial office will be senior (Grade IV), 21% midlevel (Grade III) and 73% junior. A provincial office will administer 9,550 or more administrative and educational staff depending on the size of the province.

III. Operating Systems

A number of operating systems that cut across the different offices are key to the working of the Ministry. These include:

Planning

Planning for the MOEC is carried out by a number of units These include:

- a. Bureau of Planning, Secretary-General's Office. This has overall responsibility for coordinating annual plans and presenting the Minister with annual policy alternatives.
- b. Planning Units, Director General's Office.

Each of the four Director Generals has a planning unit under the Secretary's Office which is responsible for planning related to the particular director general. This includes the preparation of plans and working programs, the collection of statistics, documents and reports, and evaluation of activities.

c. Planning Units, Provincial Offices.

Each of the 27 provincial offices has a planning unit under the Coordinator of Administration. This unit is responsible for preparing annual plans for each province.

Financial Procedures

Budget and financial management of the Ministry are carried out by:

a. Bureau of Finance, Secretary-General's Department.

This is responsible for all aspects of financial management for both the routine and development budget, payment of salaries for staff of the central Ministry, the provincial offices, for higher educational institutions including universities and IKIPs. It is also responsible for all authorizations of financial expenditures including project honoraria.

b. Finance Unit, Director-Generals.

This comes under the Secretary's office in each of the four Directorate Generals. It is responsible for preparing and administering the annual budget and for the financial management of the particular Directorate General.

c. Financial Units, Provincial Offices.

Each provincial office has a financial unit which is responsible for both routine and development budget preparation, financial expenditure and monitoring and the payment of administrative and educational salaries for secondary school administrators and teachers.

Personnel

Personnel selection, appointment, staff development, transfers and retirements are handled by a number of units at different levels of the Ministry. These include:

1. Bureau of Personnel, Secretary General's Office.

This handles personnel matters for the Ministry at the central level and also at the provincial level including university staff and teachers at the primary and secondary level. It is responsible for seeing that civil service rules and procedures are followed and for staff discipline. Staff development and training is carried out by a subunit in this Bureau and by the Center for Education and Training.

2. Personnel Unit, Director General's Secretary's Office.

The Secretary's office in each of the four Directorate Generals (Higher Education, Primary & Secondary School, Nonformal Education, Youth and Sports, and Culture) has a section responsible for personnel matters relating to the staff of the particular Director General.

3. Provincial Office, Personnel Unit.

Each of the 27 provincial offices has a personnel unit under the Coordinator of Administration. This is responsible for processing the movement of staff (both educational and administrative) in the province, their retirement and pensions and the paperwork required for appointments.

IV. Staffing

Staffing MOEC

The MOEC has total staff, including school teachers of 1.6 million. Approximately 38% of the staff (excluding school teachers and university personnel) work in the central Ministry in Jakarta and 62% in the provinces.

Staff are divided according to civil service rules into four main salary grades (Grade I through IV) which in turn are divided into sub-grades (Ia, Ib, Ic, Id, IIa, IIb, IIc, IId, IIIa, IIIb, IIIc, IIId, IVa, IVb, IVc, IVd). Level I staff are junior support staff, level II are clerical staff, level III are midlevel administrators usually having a bachelor or Masters degree and level IV are senior staff holding senior positions such as directors, director generals and other top officials. The majority of the staff are grouped the lower grades (Grade I and II) with approximately 23% in the mid-level administrative grade (III) and 4% in the senior grade (IV).

Each position in the civil service (in contrast to the individual salary grade) is also ranked into one of five echelons (I, II, III, IV, V) which limits access to different levels of post. Thus the top 15-20 positions in a department (including the Secretary General, the Inspector General, the Director General, and heads of first level centers) are in echelon I. Directors, heads of centers (second level), Inspectors, Secretary's of the Director Generals are in echelon II, mid-level staff are in echelon III, and junior staff in echelon IV and V. Independent of the individual salary grade only a person of the appropriate echelon for a position can be appointed to that position.

The overall picture of MOEC administrative staff is one of junior and mid-level staff being recruited to, and remaining in specific units for most of their working life with more mobility at the senior levels, particularly among the directors, head of centers, director-generals, secretary generals and inspector-generals. While the staff of the central office of the department will be central government civil servants the majority of the provincial departmental civil servants, either technical or administrative, will be locally appointed from within the province.

Promotion and Retirement

Staff are usually promoted every four years. Retirement below Grade IVa (i.e., I through III) is at 55. Senior Ministry staff (Grade IVa-b-c-d-e) can have their service extended to 60 with special permission. Retirement age for teachers and university professors (Grade IVa through IVe) is 65.

Significant Characteristics

Two major features emerge from an examination of the staffing patterns in the central Ministry and the provincial offices.

a. The relative lack of educational qualifications of the senior and midlevel administrative staff in the central units of MOEC and in the provincial offices compared to the educational or technical staff in MOEC. This is reflected in the small percentage of staff in these departments having degrees (either in-country or overseas) compared to a much larger percentage on the technical/educational side.

b. The number of staff that have moved up the system from the lower grades (i.e. level II to level III) by automatic civil service promotion procedures and have entered into the mid level grade (III) that is usually limited, in direct entry, to degree holders. Thus one finds in the key administrative units of the MOEC a large number of mid-level (Grade III) and in some cases senior level (Grade IV) staff who have only a high school background but whose extensive work experience has allowed them to move up over the years from junior grades to mid-level and senior positions by regular four yearly promotions. In contrast educational staff in the senior and mid-level grades have much higher educational qualifications.

c. Administrative staff in MOEC appear to lack the degree of training provided to technical/educational staff. Generally staff involved in the administrative side of the activities of the MOEC have had less access to opportunity for training particularly overseas.

d. These features have important implications in designing ways to improve managerial skills in the MOEC through a training project. These include:

- (1) The overall need for management training to be provided for the administrative staff of the MOEC as against the technical/educational staff.
- (2) The need to design appropriate training inputs with an emphasis, given the predominant nondegree educational backgrounds of the administrative staff, on short courses in specific job-related areas.
- (3) The need to provide long term training for those who do qualify so as to generally strengthen the managerial skills of the administrative cadre.

DIAGRAM 2

ORGANIZATIONAL CHART OF SECRETARY-GENERAL'S OFFICE (MEC)

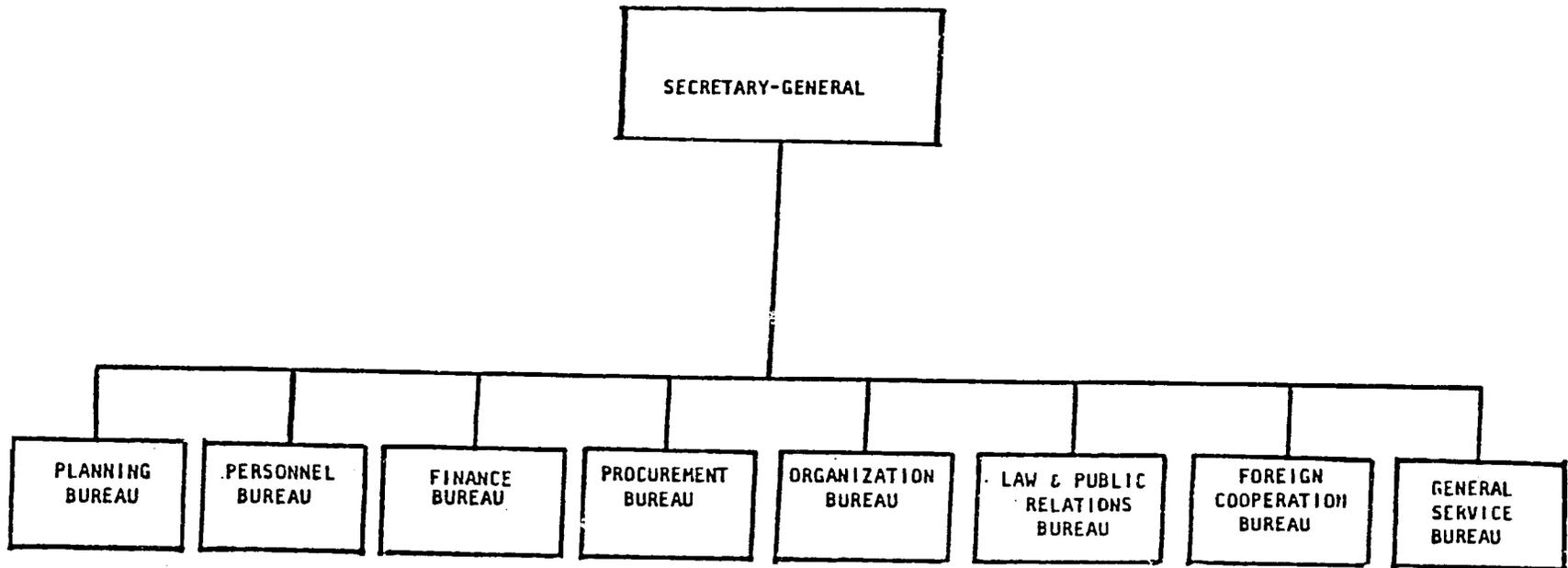
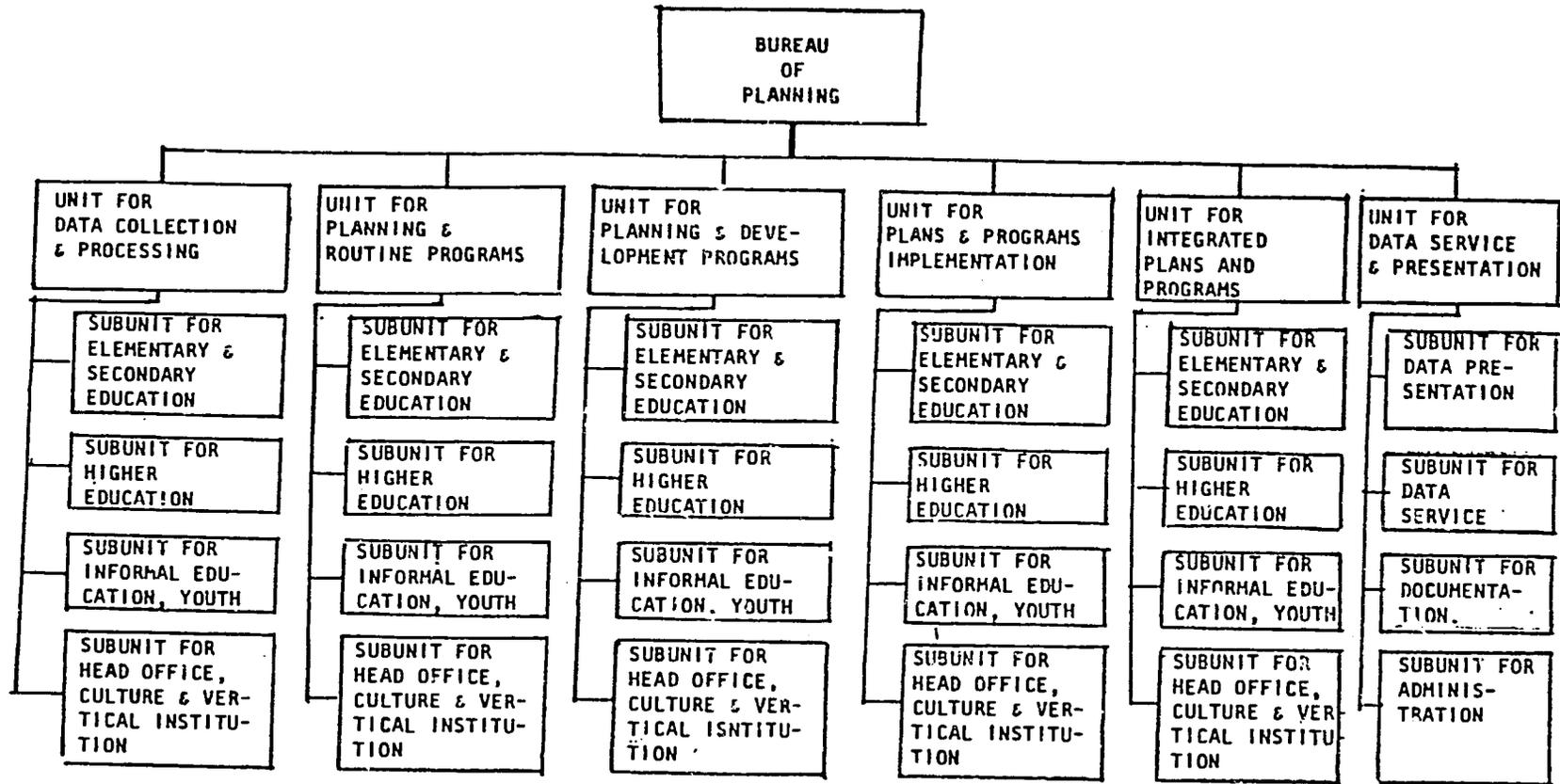
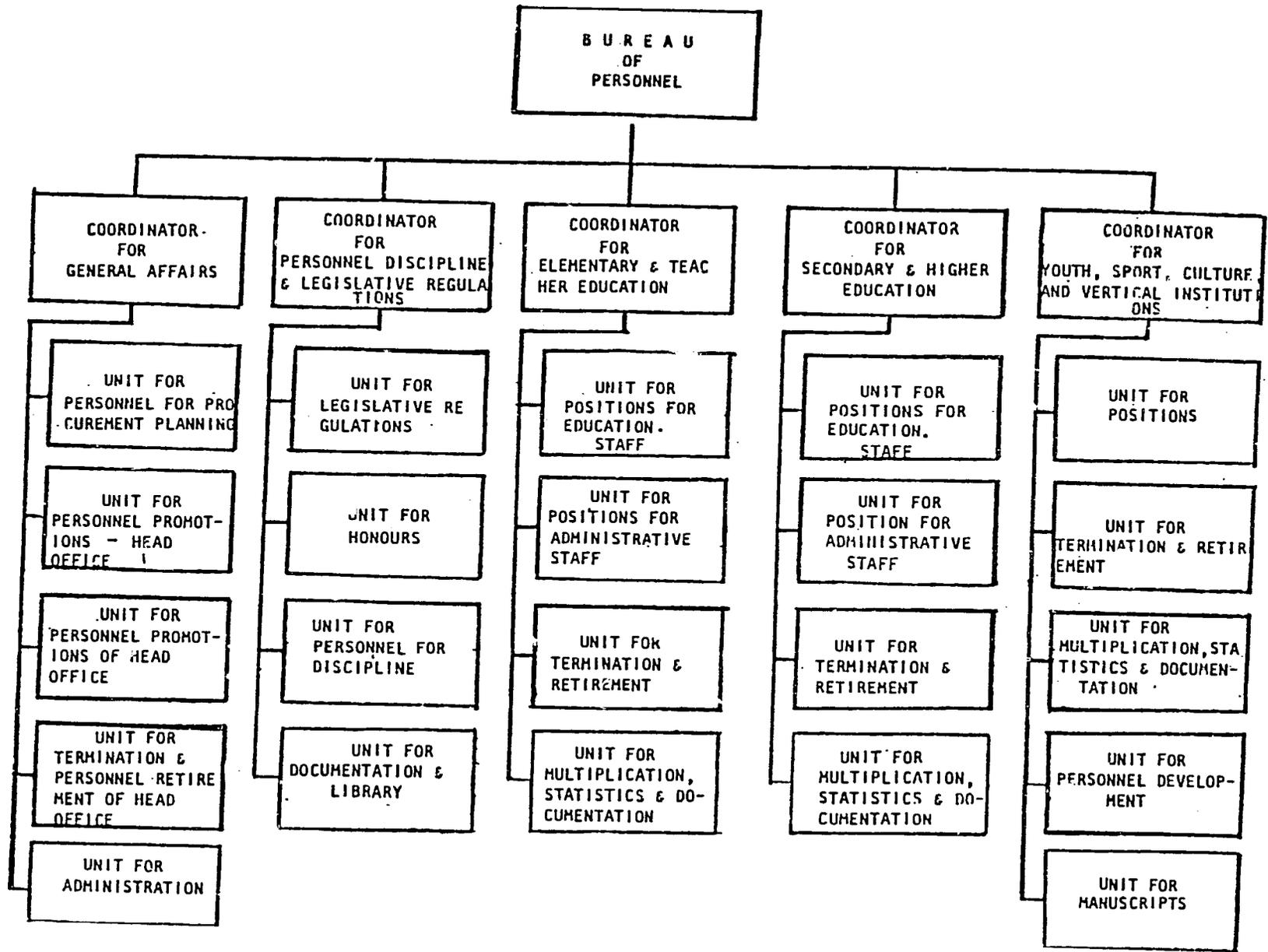


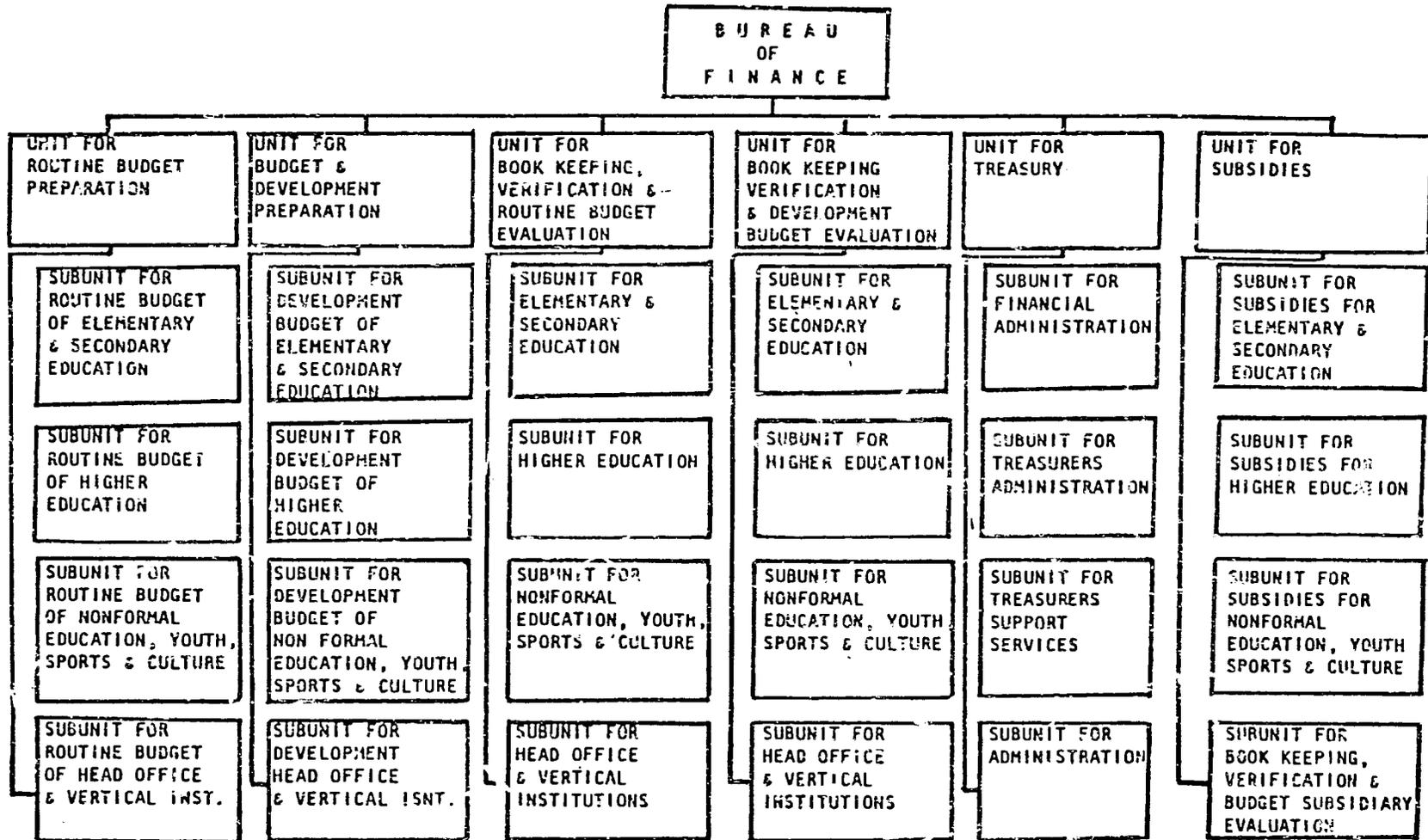
DIAGRAM 2.A - SECRETARY-GENERAL (MEC)

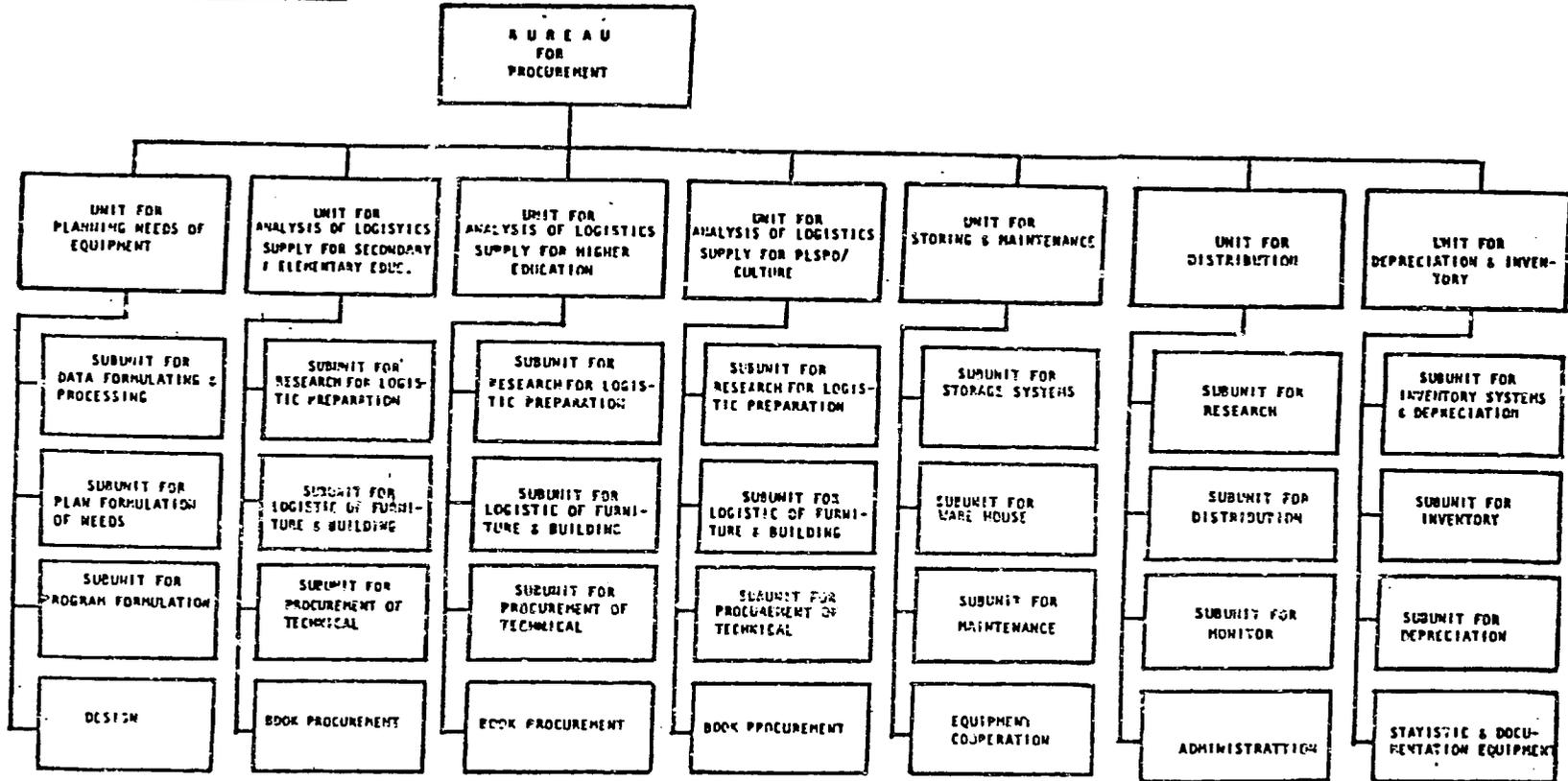




2.C SECRETARY-GENERAL (MEC)

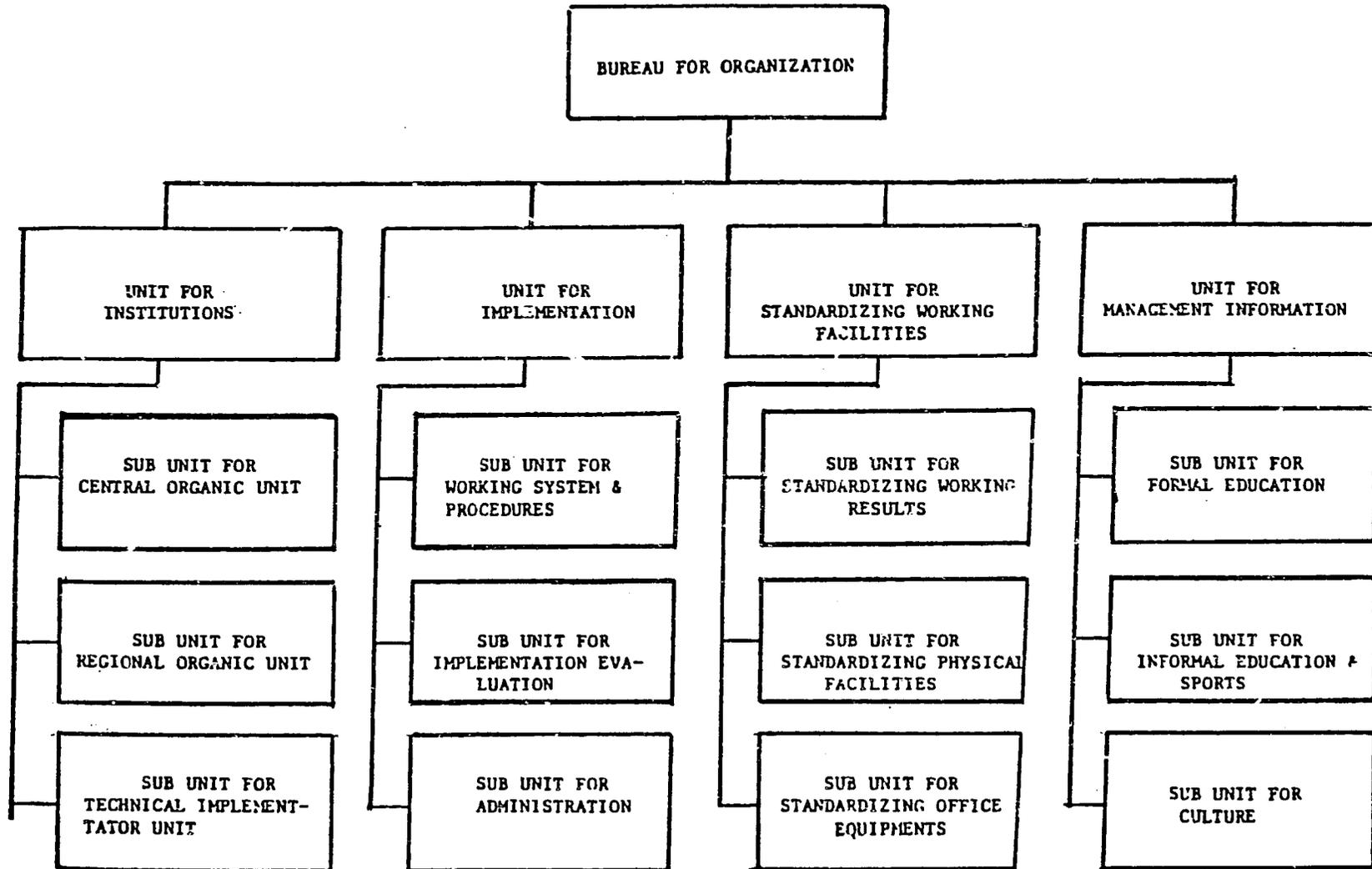
06

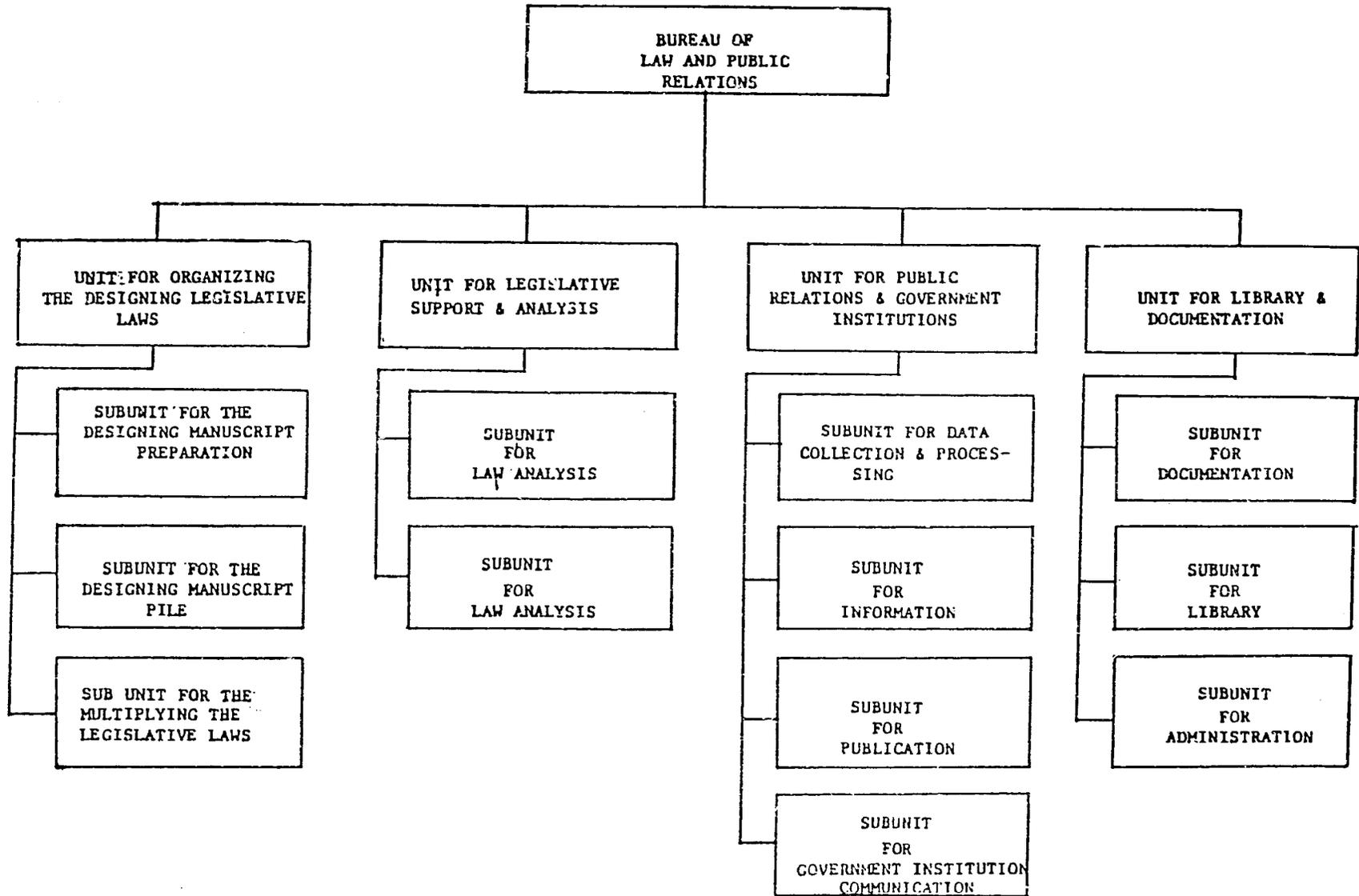




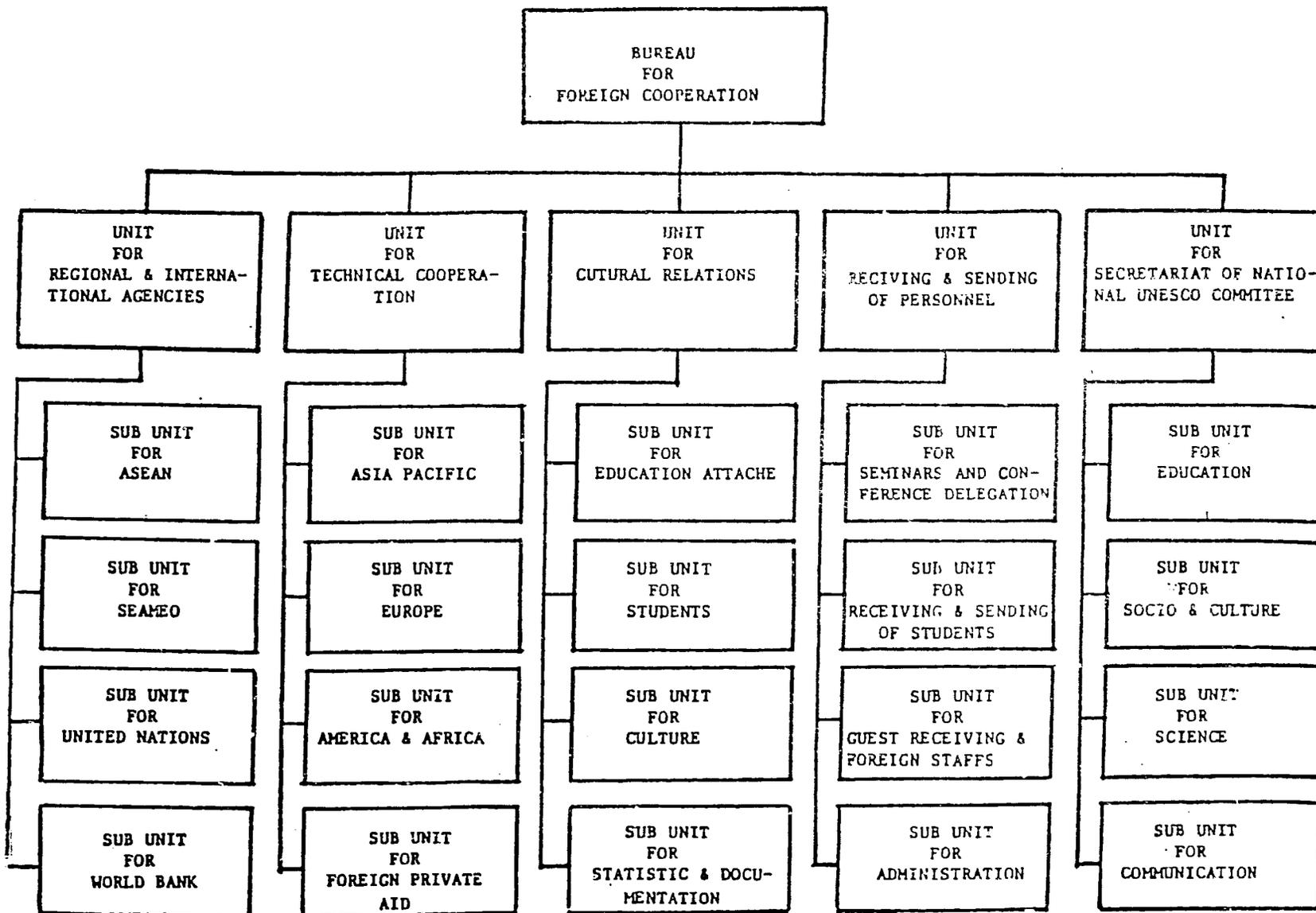
2.E.

ORGANIZATIONAL CHART OF ORGANIZATION





2.G - SECRETARY- GENERAL (MEC)



SECRETARY GENERAL SEC

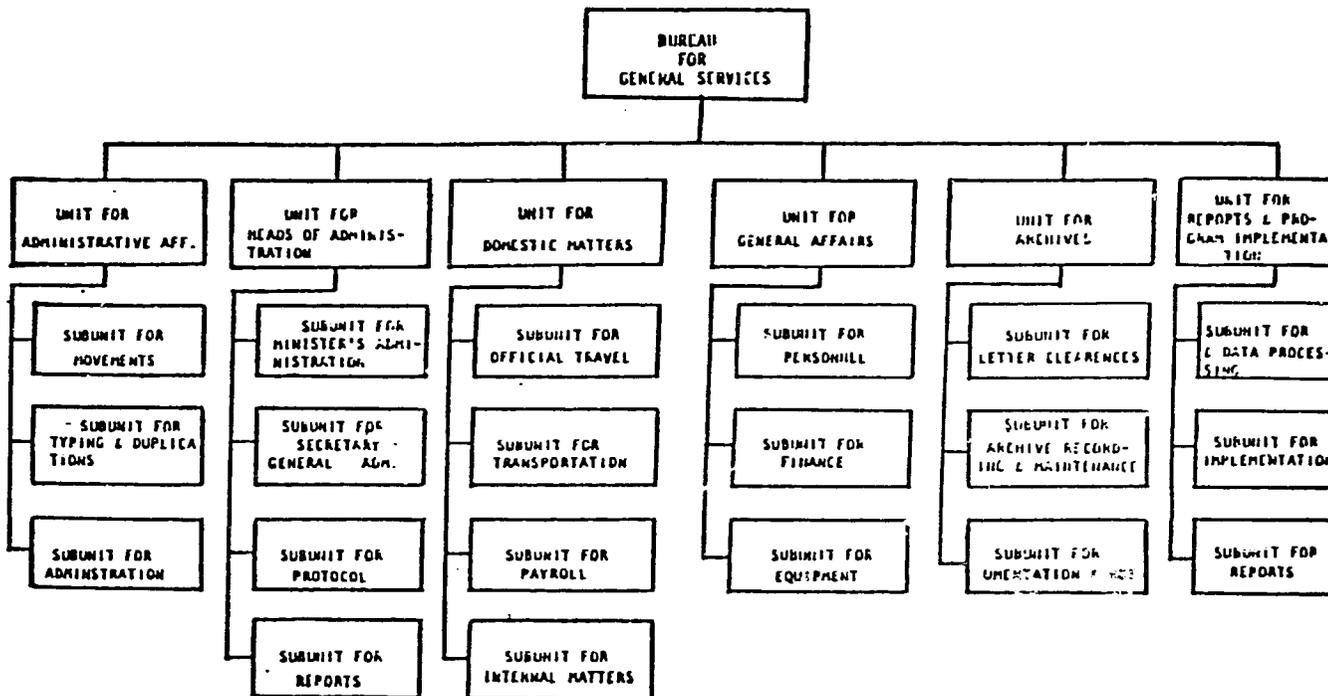


DIAGRAM 3.1

ORGANIZATIONAL STRUCTURE OF INSPECTOR GENERAL (MEC)-CURRENT

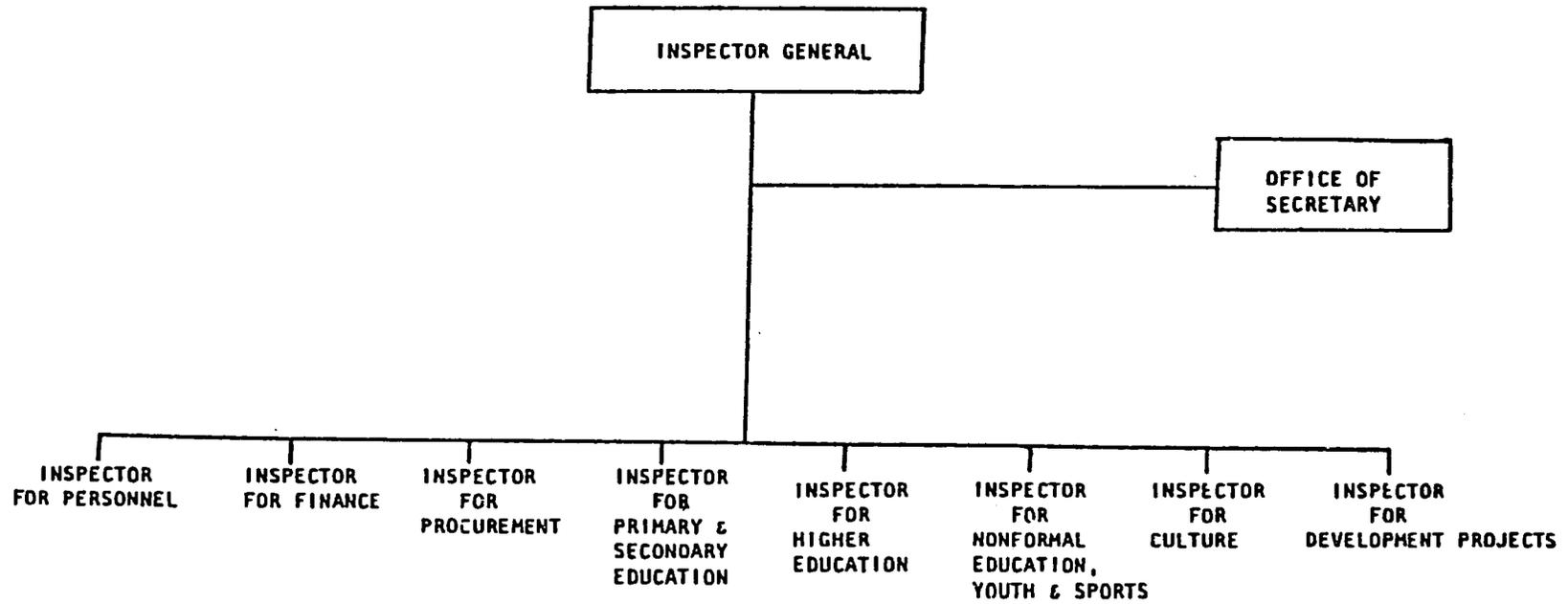


DIAGRAM 3.2

ORGANIZATIONAL STRUCTURE OF INSPECTOR GENERAL - PROPOSED (R.E.C.)

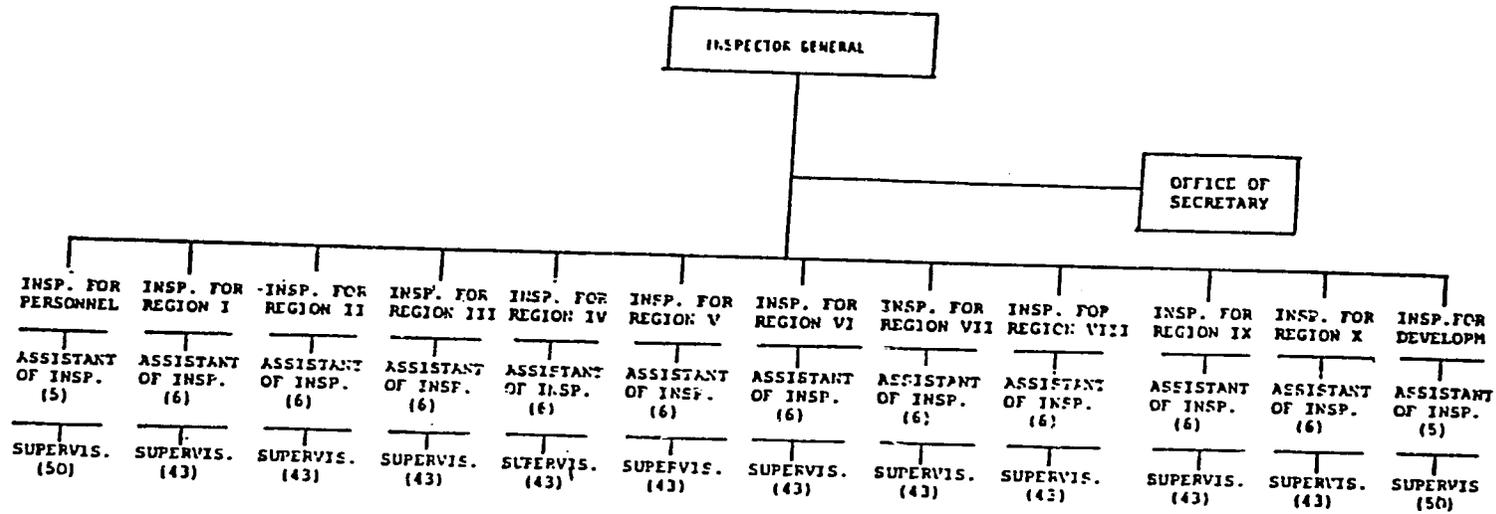


DIAGRAM 4 - ORGANIZATION OF SECRETARY'S OFFICE-DIRECTOR GENERAL (H.E.C)

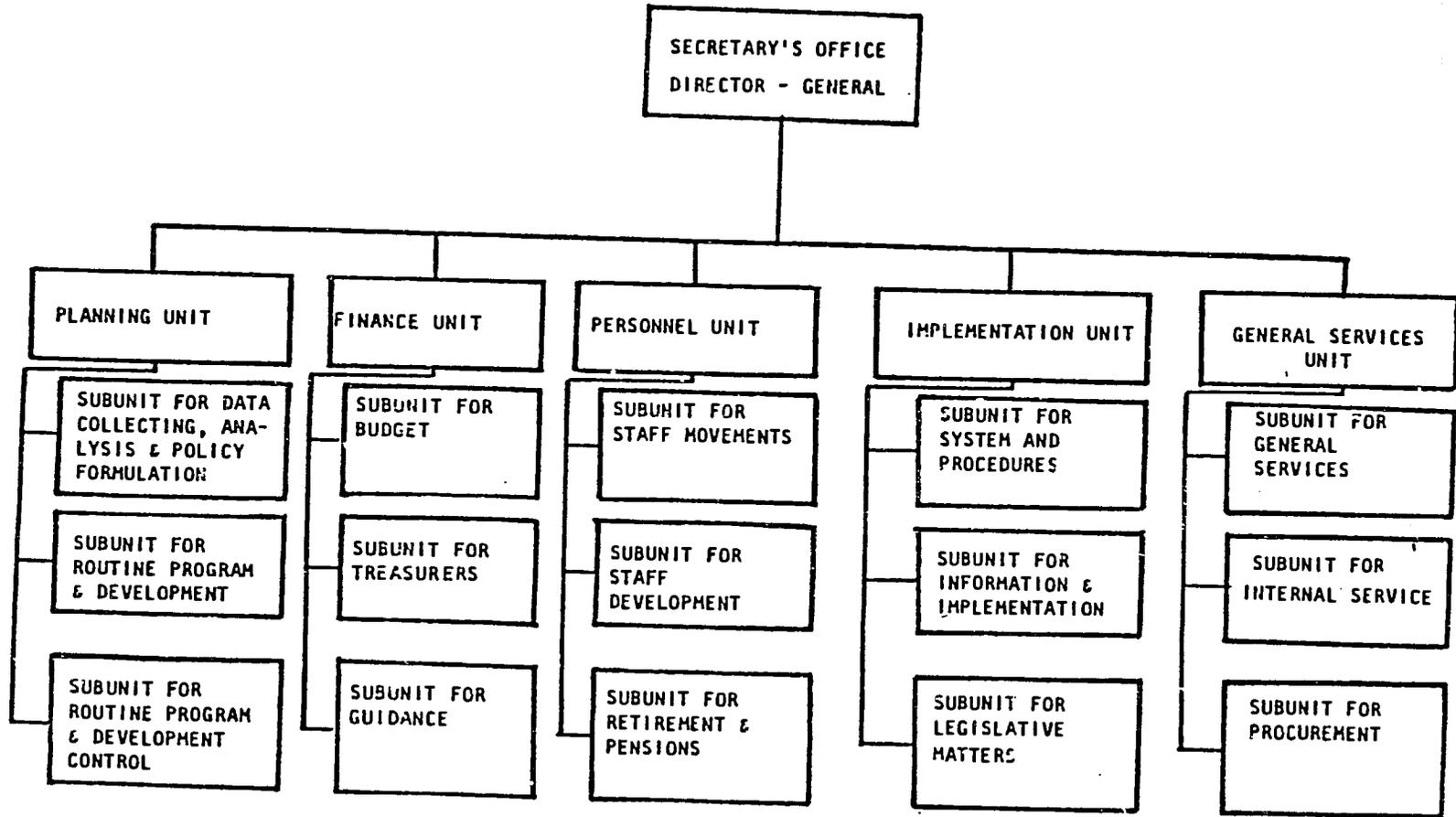
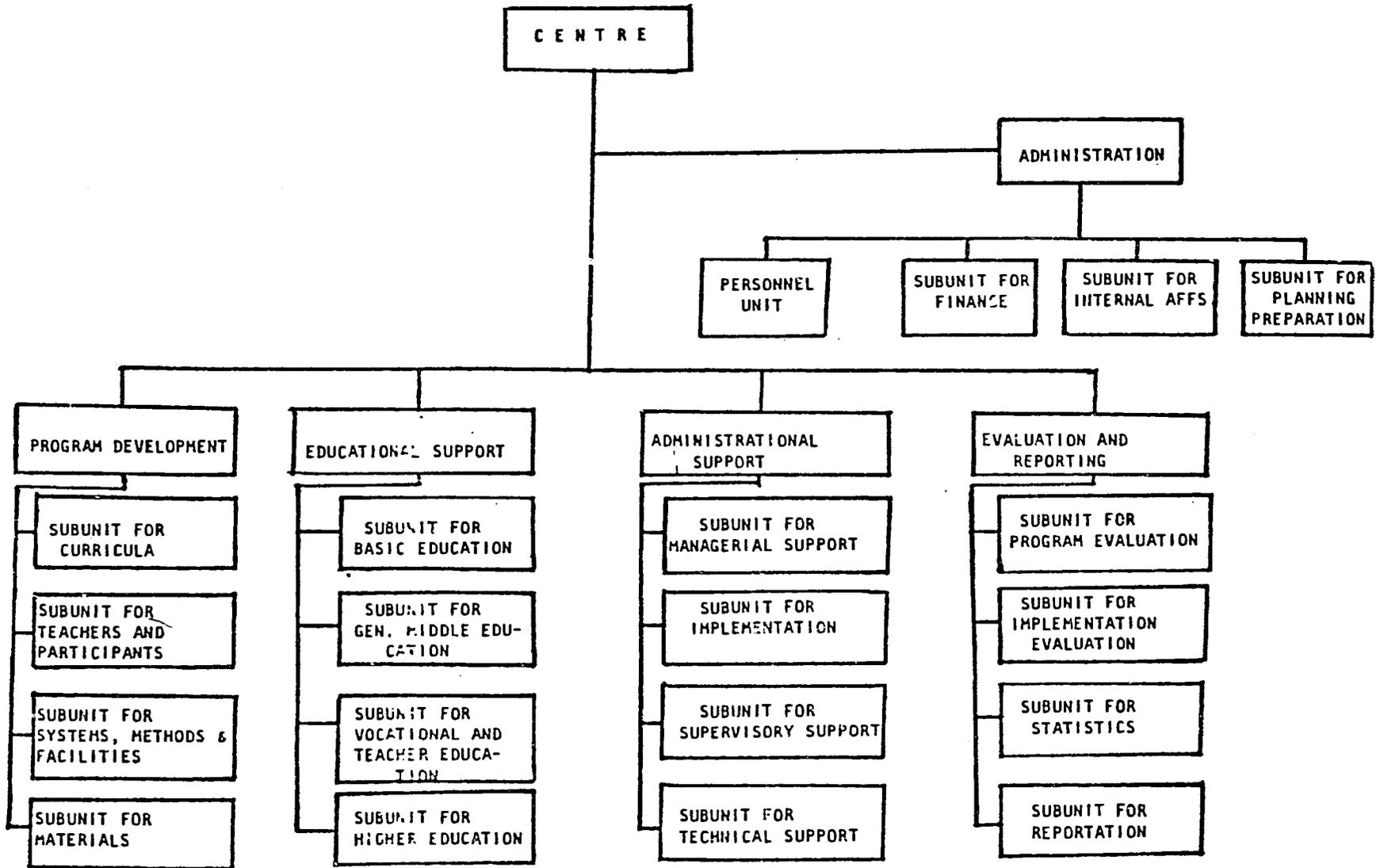
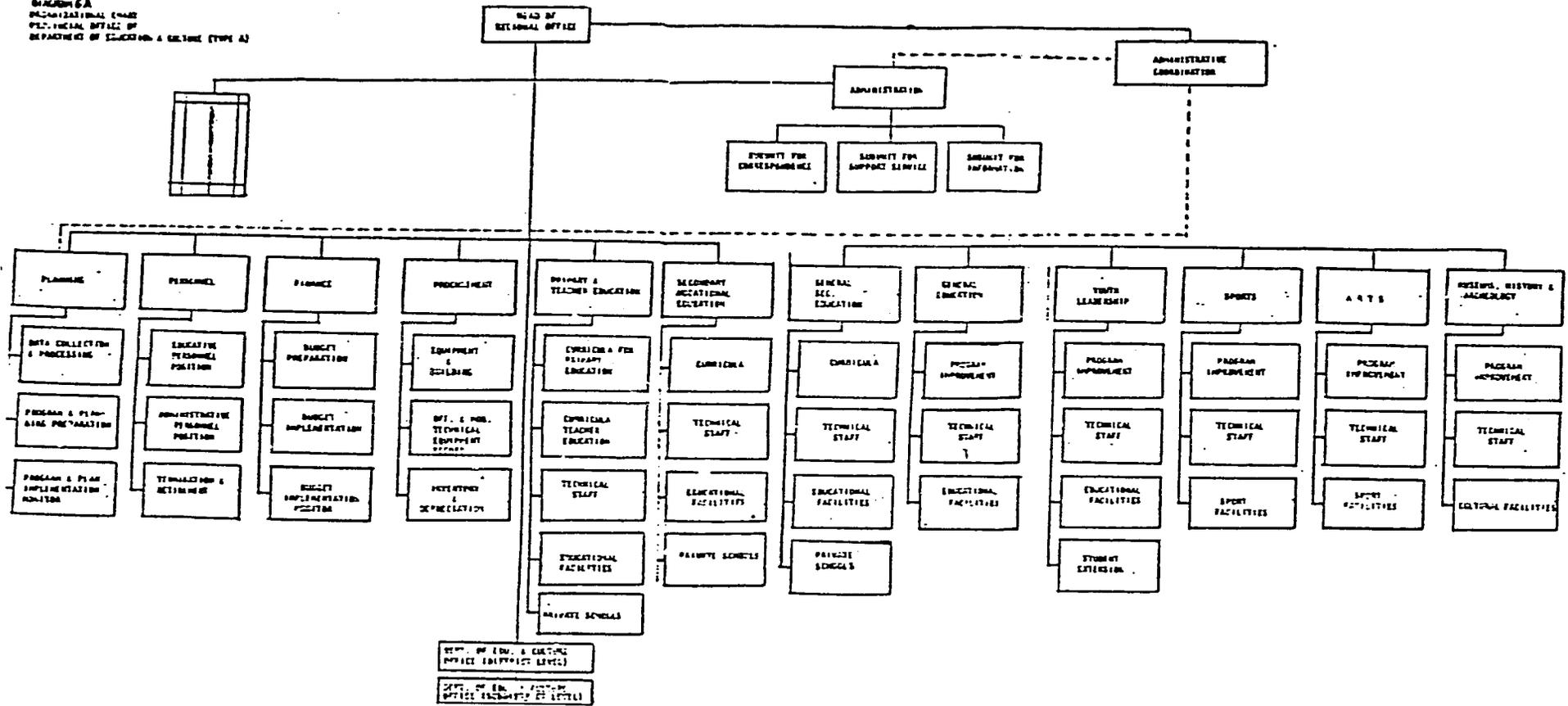


DIAGRAM 5



DIVISION 6A
 ORGANIZATIONAL CHART
 OFFICIAL OFFICE OF
 DEPARTMENT OF EDUCATION & CULTURE (TYPE A)



ANNEX A
LIST OF INTERVIEWEES

Secretariat General

Aris Pongtuturan, Director of Planning Bureau
Syamsuddin Tang, Director of Organization Bureau
Mannawi, Director of Finance Bureau
Waskito, Director of Personnel Bureau
Suradjiman, Director of Procurement Bureau
Suwoyo S. Adi, Project Leader, Management Training Project (World Bank/Depdikbud)

Personnel Education and Training Center

Prof. Dr. Kasmiran Wuryo Sanadji, M.A., Head
Acus Dharma, Staff

Inspectorate General

Two plenary meetings with the inspector and unit heads.

Regional Office - South Sulawesi Province

Amirrudin, Head of Regional Office
Ali Amin Rian, Administrative Coordinator
Plenary meeting with division heads of the regional office
Plenary meeting with 40 penilik/supervisors and heads of Kancam offices in Gowa Regency
Plenary meeting with 200+ school teachers, headmasters, and supervisors of kindergarten, primary, and secondary schools in Kotamadya Ujung Pandang
Dr. Ing Sularto Hadisuwarno, SE Head of Bappeda-South-Sulawesi

National Institute of Administration

Mr. Soesitno, Deputy Chairman, and staff

ANNEX B
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ANNEX C
TERMS AND ACRONYMS

	<u>ENGLISH</u>	<u>INDONESIAN</u>
ADB	Asian Development Bank	Bank Pembangunan Asia
AKTA I	Tertiary Level Teacher Training Certification: Primary	Program AKTA I
AKTA II	" " Jr. Sec.	Program AKTA II
AKTA III	" " Sr. Sec.	" AKTA III
AKTA IV	" " University	" AKTA IV
AKTA V	" " University	" AKTA V
APBN	Gov.t Expenditure & Revenue Budget	Anggaran Belanja Negara
APDB I & II	Local Gov.'t Budgets	Anggaran Pembangunan Daerah I & II
BAKN	National Personnel Office	Badan Administrasi Kepegawaian Negeri
Balitbang Dikbud	Office of Education and Culture Research and Development	Badan Penelitian dan Pengembangan Pendidikan & Kebudayaan
Bappeda	Regional Planning Office	Badan Perencanaan Pembangunan Daerah
Bappenas	National Development Planning Board	Badan Perencanaan Pembangunan Nasional
Biro Perencanaan	Bureau of Planning	Biro Perencanaan
PLKI	Vocational Training Center	Pusat Latihan Kejuruan Indonesia
BP3	Parent Teacher Assoc. Fee	Beaya Pungutan Persatuan Orang Tua dan Guru
BPM	Regional Training and Material Center	Badan Pembangunan Masyarakat

BPG	Teacher Education Center	Badan Pendidikan Guru
BPKB	National Training and Activity Center	Badan Pusat Kegiatan Belajar
BPS	Office of Statistics	Biro Pusat Statistik
Bupati	Head of District	Kepala Kabupaten
BUTSI	Indonesian Volunteer Service Corporation	Badan Tenaga Sukarela Indonesia
Camat	Head of Sub-District	Kepala Kecamatan
Dalam Negeri	Ministry of Home Affairs	Departemen Dalam Negeri
Dati I and II	Local Gov.'t levels	Daerah Tingkat I & II
DepKeu	Ministry of Finance	Departemen Keuangan
Dept. Agama	Ministry of Religion	Departemen Agama
DGB	Directorate General of the Budget	Direktorat General Anggaran
Dharma Pertiwi	National Org. of Wives of Army Officers	Persatuan Istri ABRI
Dharma Wanita	National Org. of Wives of Civil Servants	Persatuan Istri Pegawai Negeri
DIK	Budget Document	Daftar Isian Kegiatan
Dikdas	Direktorate of Primary Educ.	Kantor Pendidikan Dasar
Dinas	Regional Office	Dinas
DIP	Project Document	Daftar Isian Proyek
Ditjen PDM (Dikdasmen)	Dir. Gen. of Primary & Secondary Educ.	Direktorat Jendral Pendidikan Dasar & Menengah
Ditjen PT (Dikti)	Dir. Gen. of Higher Education	Dir. Jendral Pendidikan Tinggi

Ditjen PLSP0	Dir. Gen. of Out-of-School Education Youth & Sport	Dir. Jen. Pendidikan Luar Sekolah, Pemuda, dan Olah Raga
Ditjen Kebudayaan	Dir. Gen. of Culture	Dir. Jen. Kebudayaan
Dosen	Lecturer	Pengajar
DUP	Project Proposal Document	Daftar Usulan Proyek
D1	Teacher training Certificate: Primary	Program Diploma 1
D2	" " Jun. Sec.	" " 2
D3	" " Sen. Sec.	" " 3
EBTANAS	Primary School Finishing Examination	Evaluasi Belajar Tingkat Nasional
FKIP	Faculty of Education in University	Fakultas Keguruan Ilmu Pendidikan
GBHN	Guidelines for State Policy	Garis-Garis Besar Haluan Negara
GDP	Gross Domestic Product	Pendapatan Dalam Negeri
GOI	Government of Indonesia	Pemerintah Indonesia
IAIN	State Institute of Islamic Religions	Institut Agama Islam Negeri
IBM	International Business Machines	International Business Machines
IBRD	International Bank for Reconstruction and Development	Bank International Pembangunan & Rekonstruksi
IGGI	Inter-Governmental Group on Indonesia	Group Antar Negara untuk Indonesia
IIEP	International Institute for Education Planning	International Inst. for Educ. Planning
IKIP's	Teacher Training Colleges	Institut Keguruan Ilmu Pendidikan

Inpres SD	Primary School built under Presidential Decree Funds	Sekolah Dasar Inpres
Inspector Jendral	Inspectorate General	Inspektor Jendral
IPA	Science	Ilmu Pengetahuan Alam
IPB	Institute of Agriculture at Bogor	Institut Pertanian Bogor
IPS	Social Studies	Ilmu Pengetahuan Sosial
ITB	Institute of Technology at Bandung	Institut Teknologi Bandung
Kancam	MOEC Sub-District Office	Kantor Kecamatan P & K
Kandep	MOEC District Office	Kantor Departemen P & K
Kanwil	MOEC Provincial Office	Kantor Perwakilan P & K
Kas Negara	MOF Regional Office	Kas Negara
Kasi Dikmas	Head of Community Education Section	Kepala Seksi Pendidikan Masyarakat
Kasi SD	Head of Prim. School Section	Kepala Seksi SD
KBKM	Vocational Skills Training	Kursus Belajar Kejuruan Masyarakat
Kejar Paket A	Basic Education	Kelompok Belajar Paket A
Kejar PD	Community Education Out-of-School Learning Group	Kelompok Belajar Pendidikan Dasar
Kejar Usaha	Income Generating Learning Group	Kelompok Belajar Usaha
Kewajiban Belajar	Universal Compulsary	Kewajiban Belajar

Primary Education

KKG	Teacher Work Group	Kelompok Kerja Guru
LKMD	Village Development Program	Lembaga Ketahanan Masyarakat Desa
KPUA, B, C	Pre-Primary Teacher Training	Kursus Pendidikan Umum A, B, C
LIPI	Research Foundation of Indonesia	Lembaga Ilmu Pengetahuan Indonesia
LNG	Liquified Natural Gas	Gas Cair Natural
Madrasah Ibtidaiyah	Islamic School (Primary)	Madrasah (Tingkat SD)
MenPan	Ministry of Administrator Reform	Menteri Aparatur Negara
MOEC	Ministry of Education and Culture	Departemen Pendidikan dan Kebudayaan
NFE	Nonformal Education	Pendidikan Luar Sekolah
NTCC	National Technical Coordinating Committee	Koordinator Bantuan Tehnis Luar Negeri
ODA	Overseas Development Assistance	Lembaga Bantuan Luar Negeri
Patjar	SD PAMONG Out-of School site	Tempat Belajar
Pancasila	State Ideology	Pancasila
PEDC	Polytechnic Education Development Center	Pusat Pengembangan Pendidikan Politeknik
Pengawas	Supervisor	Pengawas
PENMAS/Dikmas	Community Education	Pendidikan Masyarakat
Penilik	Education Supervisor in Kancam	Penilik Tingkat Kancam
Penilik TK/SD	Supervisory for Pre-Primary and Primary	Penilik TK/SD
PGA	Religious Teacher Training	Pendidikan Guru Agama

Pimpro	Development Project Leader	Pimpinan Project
Pusinfot	Office of Information (Balitbang)	Pusat Informatik
Puslit	Office of Research (Balitbang)	Pusat Penelitian
Pusisjian	Office of Testing (Balitbang)	Pusat Pengujian
Puskur	Office of Curriculum (Balitbang)	Pusat Kurikulum
PTPG	Higher Education Institute for Teacher Training	Perguruan Tinggi Pendidikan Guru
P3D	Primary School Development Project	Proyek Pengembangan Pendidikan Dasar
P3GTK	Technical Teacher Training Unit Center	Pusat Pengembangan Pendidikan Guru Taman Kanak2
PKK	Family Life Education Program	Pendidikan Kesejahteraan Keluarga
PKG	In-Service/On Service Teacher Training Program	Pusat Kegiatan Guru
PKG	Teacher Activity Office	Pusat Kegiatan Guru
PMP	Civics	Pendidikan Moral Pancasila
Pola Tinggi	Integrated Public /Private Higher Education	Pendidikan Tinggi Terpadu
PPPG	Teacher Education Development Office	Pembinaan & Pengembangan Pendidikan Guru
PPSP	Development School Project	Sekolah Pembangunan

Pramuka	Scouts	Pramuka
Proyek Buku Terpadu	Integrated Textbook Project	Proyek Buku Terpadu
PSPB	Indonesian Political History	Pendidikan Sejarah Pengembangan Bangsa
PU Wajar	Office of Universal Compulsary Educ.	Pendidikan Umum Wajib Belajar
RADIN	Meeting of Provincial Officials for Budgeting	Rapat Dinas
RAKERNAS	National Working Meeting of Budget	Rapat Kerja Nasional
RARAS	MOEC Echelon I Officials Meeting	Rapat Teras
REPELITA	Five Year Plan	Rencana Pembangunan Lima Tahun
Raudhatul Athfal	Pre-primary Religious (Moslem)	Taman Kanak Kanak Islam
Sakernas	National Labor Force Survey	Survey Tenaga Kerja Nasional
Sanggar	World Bank In Service On Service Teacher Training Center	Sanggar
SBPP	Government Subsidy to Primary School	Subsidi Bantuan Pemerintah untuk Pendidikan
SDLB	Integrated Schools for Handicapped	Sekolah Dasar Luar Biasa
SD-Negeri	Public Primary School	Sekolah Dasar Negeri
SD PAMONG	Primary Education by Parents Teachers, and Community	Pendidikan Dasar oleh oleh Masyarakat, Orangtua dan Guru
SD-Swasta	Private Primary Schools	Sekolah Dasar Swasta
Sekjen	Secretariate General	Sekretaris Jendral

Sekneg	National Secretariat	Sekretariat Negara
SGA	Religion Teacher Training Secondary School	Sekolah Guru Agama
SGB	Teacher Training Primary School	Sekolah Guru Bantuan
SGTK	Pre-Prim Teaching Certificate	Sekolah Guru Taman Kanak Kanak
SGO	Sports Teacher Training Secondary School	Sekolah Guru Olah Raga
SIAP	Unexpended funds	Sisa Anggaran Pemerintah
SIPENMARU	University Selection Examination	Sistim Penyaringan Mahasiswa Baru
SKB	District Training & Material Center	Sanggar Kegiatan Belajar
SKKP	Home Economy Junior Secondary School	Sekolah Kejuruan Kemandirian Putri
Skripsi	Undergraduate thesis	Karangan Ilmiah Mahasiswa
SLB	Schools for the Handicapped	Sekolah Luar Biasa
SLB Terbuka	Open Schools for the Handicapped	Sekolah Luar Biasa Terbuka
SMA	General Senior Secondary School	Sekolah Menengah Atas
SMEA	Commercial Senior Secondary School	Sekolah Menengah Ekonomi Atas
SMKK	Home Economy Senior Secondary School	Sekolah Menengah Kesejahteraan Keluarga
SMP	General Junior Secondary School	Sekolah Menengah Pertama

SMP Terbuka	Open Junior Secondary School	SMP Terbuka
SPG	Teacher Training Senior Secondary School	Sekolah Pendidikan Guru
SPGLB	Teacher Training Senior Secondary School for Special Education	Sekolah Pendidikan Guru Luar Biasa
SPP	Gov.'t Subsidy to Secondary School	Sumbangan Pemerintah untuk Pendidikan
ST	Vocational Junior Secondary School	Sekolah Teknik
STM	Technical Senior Secondary School	Sekolah Teknik Menengah
STTB	Primary School Graduation Certificate	Surat Tanda Tamat Belajar
Subdit Monitor	Sub-directorate for Monitor	Sub-direktorat Monitor
S1	Bachelor's Degree	Sarjana Muda
S2	Master Degree	Sarjana Lengkap (Pasca Sarjana)
S3	Doctoral Degree	Program Doktor
SUPAS	Intercensal Population Survey	Survey Penduduk Antar Sensus
SUSENAS	Economic & Social Survey	Survey Ekonomi dan Sosial
TK (Taman Kanak Kanak)	Pre-Schools	Taman Kanak-kanak
TTUC	Technical Teacher Upgrading Center	Pusat Upgrading Guru Teknik
UDKP	Village Development Unit	Unit Kerja Pembangunan Desa
UGM	University of Gajah Mada	Universitas Gajah Mada

U.I.	University of Indonesia	Universitas Indonesia
Ujian Persamaan	Primary School Equivalence Examination	Ujian Persamaan
UNAIR	University Airlangga at Surabaya	Universitas Airlangga
UNDP	U.N. Development Program	U.N. Development Program
Universitas Terbuka	Open University	Universitas Terbuka
UNPAD	University of Pajajaran at Bandung	Universitas Pajajaran Bandung
USAID	U.S. Agency for International Development	U.S. Agency for International Development
WB	World Bank	Bank Dunia
Yayasan	Private Institutes	Yayasan