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Decentralized Basic Education Three (DBE3)

# A STUDY OF JUNIOR SECONDARY EDUCATION IN INDONESIA

*A Review of the Implementation of  
Nine Years Universal Basic Education*

September 2008

By Stuart Weston



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# A STUDY OF JUNIOR SECONDARY EDUCATION IN INDONESIA

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## LIST OF ABBREVIATIONS

ADB	Asian Development Bank
AIBEP	Australia Indonesia Basic Education Program (AusAID program)
ALPS	Active Learning through Professional Support (former British ODA Program)
APBD	District (or Province) Local Government Budget
AusAID	Australian Aid Agency
Bappeda	Local Development Agency (District and Province Level Governments)
BAPPENAS	National Planning and Development Agency
Basic Education	Comprises both primary and junior secondary school levels
BERMUTU	Teacher Upgrading and Certification Project (WB funded)
BOS	School Operational Funding
BPS	Central Statistical Office
Bupati	District Head
CBC	Competency Based Curriculum
CLCC	Creating Learning Communities for Children (UNESCO, UNICEF, NZAID)
CTL	Contextual Teaching and Learning
DBE	Decentralized Basic Education (USAID program)
DBEP	Decentralized Basic Education Project (ADB funded)
Dinas Pendidikan	District (or Provincial) Education Office
ERA	Education Rehabilitation in Aceh (AusAID program)
EU	European Union
GER	Gross Enrolment Rate
GOI	Government of Indonesia
IAPBE	Indonesia-Australia Partnership for Basic Education (AusAID program)
IFLS2	Second Indonesian Family Life Survey
JICA	Japanese International Cooperation Agency
JSE	Junior Secondary Education (Grades 7 – 9)
JSS	Junior Secondary School
LAPIS	Learning Assistance Program for Islamic Schools (AusAID program)
LPMP	Provincial Quality Assurance Institutions
MA	Islamic Senior Secondary School
Madrasah	Islamic School
MBE	Managing Basic Education (USAID program)
MGMP	Secondary School Subject Teachers' Discussion Group
MGP-BE	Mainstreaming Good Practices in Basic Education (UNICEF program, EU funded)
MI, Madrasah Ibtidayah	Islamic Primary School
MONE	Ministry of National Education
MORA	Ministry of Religious Affairs
MTs, Madrasah Tsanawiyah	Islamic Junior Secondary School
NER	Net Enrolment Rate
NTT-PEP	Primary Education Project in NTT Province (AusAID program)
NYUBE	Nine Years Universal Basic Education (GOI policy)
NZAID	New Zealand Aid Agency
Padati, Padati-web	MONE data web-site
P4TK	Pusat Pengembangan dan Pemberdayaan Pendidik dan Tenaga Kependidikan: Teacher and Education Staff Development and Empowerment Centers
PAKEM	Active, Creative, Effective, Joyful Learning
PKG	Pemantapan Kemampuan Guru (former JSE Quality Improvement Program)
PMPTK	Quality Assurance Directorate General, MONE
RA	Islamic Kindergarten

REDIP	Regional Education Development and Improvement Program
RENSTRA	Strategic Plan
SBM	School Based Management
SD	Conventional Primary School
SISWA	System Improvement through a Sector Wide Approach (Planned Project)
SMA	Conventional Senior Secondary School
SMERU	Name of Indonesian Research Firm
SMK	Vocational Senior Secondary School
SMP	Conventional junior secondary school
SMP Terbuka	Open (Non-Formal) Junior Secondary School
SUSENAS	National Survey and Census
SWAp	Sector Wide Approach
TK	Conventional Kindergarten
UNDP	United Nations Development Program
USAID	United States Agency for International Development
WB	World Bank

# **A STUDY OF JUNIOR SECONDARY EDUCATION IN INDONESIA**

## ***A Review of the Implementation of Nine Years Universal Basic Education***

### **Introduction and Methodology**

This study investigates the extent to which the GOI policy Nine Years Universal Basic Education (NYUBE) has been achieved especially in relation to the expansion of Junior Secondary Education (JSE). It investigates the challenges and problems facing the Government in achieving its target of a maximum participation rate in Junior Secondary Education (JSE) and investigates the large drop in participation which occurs during transition from primary to junior secondary schools. The study covers:

- Issues, problems and obstacles relating to participation in and the quality, relevance and management of JSE;
- Programs currently being implemented or planned by the GOI, international donors and other key stakeholders;
- GOI priorities and needs in relation to improving JSE education;
- Conclusions and recommendations on future possible ways to improve access, quality, relevance and persistence in JSE.

The study is based on meetings and interviews with personnel involved in the development of Basic Education. These included government staff at MONE and MORA and representatives of donor agencies and their projects working in Basic Education. The author of the study was also able to meet with representatives of a number of districts taking part in the UNICEF MGP-BE program in order to gain a perspective of the impact of the NYUBE program at district level and the issues faced by districts. The author also took into account information received from GOI and donor staff, while working recently for the World Bank on the preparation of the SISWA project. A list of persons met is included in Annex 1.

The author read a wide range of documents, including GOI plans, project appraisal documents and studies relating to Basic Education. These included a number of documents prepared by the DBE 3 project. A list of documents read and referred to in the study is included in Annex 2.

### **Data Quality**

The sources of data are attributed beneath each table and chart in the study. Much of the data came from MONE's statistics center. However, there are doubts about the quality and accuracy of the data. Since the decentralization of the management of primary and secondary education to districts the central government has by its own admission experienced problems in collecting data from the districts. Only just over 50% of data from junior secondary schools for the past school year 2007-8<sup>1</sup>, which should have been collected in August 2007 appears to have been recorded with MONE. Recent experience working with districts also shows that much of the data they have and are presumably meant to be reporting to MONE is out of date or even not available. The situation is even worse for MORA schools, where requests for data at district level are often met with a blank reply. It is, therefore, probable that some statistics presented as current data are based on projections of past data or rough estimates.

Besides school data, there are difficulties with population data, which are used to calculate enrolment rates. This data used is in general that received from the National Statistics Office (BPS), which bases its projections on the last census, which took place in 2000. From speaking to representatives of donor projects and of local governments it appears that the data is quite inaccurate and over- and under-estimates participation in various districts. Significantly, some districts with a commitment to providing good services have chosen to collect their own data from village level to support district planning and management of resources.

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<sup>1</sup> Data for 2007-8 from 13001 SMP out of a total of almost 25,000 currently appears on the MONE PADATI website (July 2008)

## Executive Summary

### 1. Background

Indonesia has undergone rapid economic development on the past 40 years and reached lower middle income status. The Government of Indonesia (GOI) recognizes that improved education is necessary to maintain competitiveness and support further economic and social development.

Universal primary education was achieved during the 1970s and since 1994 GOI has been working towards universal junior secondary education (JSE), which it sees as a key factor in economic development and nation building. The government is also concerned to improve the quality and relevance of the education delivered, in order that students leave school with the skills and attitudes needed to support economic and social development.

GOI has introduced significant reforms over the past decade, which have included decentralization of management of basic services to district governments, measures to strengthen school level management and governance including the institution of school committees to support and oversee their schools; substantial improvements in school funding through the introduction of 'school operational funding'; a new competency based curriculum putting a greater emphasis on skills and personal development; and a requirement for all teachers to be qualified to first degree (SI). However, many of the reforms have only been partially implemented at district and school levels.

### 2. Review of Progress to Achieving Universal Basic Education

Under the 'INPRES'<sup>2</sup> program in the 1970s, access to primary education was provided to well over 90% of the potential school population. Primary school net enrolment rates in 2006 were over 90% for all but three of the 36 provinces.

Since 1994 GOI has been working to achieve Nine Years Universal Basic Education (NYUBE) – six years primary and three years junior secondary education (JSE). This has included a major school construction program.

- JSE projects supported by the World Bank and ADB between 1996 and 2004 resulted in the construction of 923 new schools and 2153 new classrooms in existing schools. The GOI funded Junior Secondary School (JSS) Expansion project (Proyek Perluasan SMP) between 2004-7 has built a total of 1,631 new junior secondary schools, 40,441 extra classrooms for existing schools and 2,155 one roof schools, increasing the number of places available by an estimated 25%.
- The role of the private sector has also been important in expanding JSE, especially in the religious school sector (madrasahs), where approximately 90% of schools are privately owned.
- The 'Australia Indonesia Basic Education Partnership' (AIBEP) is currently building 2,000 junior secondary schools, including 500 MTs. Up to mid-2008 it has built over 400 schools in over 100 districts.

To improve coverage in smaller rural centers of population 'one roof schools' (sekolah satu atap) are being established, where the junior secondary school of three classrooms is built on the same site as a primary school. Where funding is not available to build new classrooms, some one roof schools are functioning by using the primary school buildings in the afternoons and many one-roof schools are using their primary school's teachers to teach the JSE students.

There are currently over 300,000 students (about 2.7 % of the total number of students) in approximately 10,300 'open junior secondary school' (SMP Terbuka) learning centers. These schools are under the supervision of a regular junior secondary school and normally run at times convenient to the students, many of whom are at work.

MONE admits its concerns about the quality of education received in SMP Terbuka and one roof schools, owing to the lack of qualified teachers.

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<sup>2</sup> The acronym 'INPRES' refers to the program being implemented by Presidential Instruction and is an abbreviation of '*Instruksi Presiden*'.

MORA, which has been set a target of providing 25% of places, was providing 21.89% of the junior secondary school enrolment in 2007-8. A major problem is the low quality of education offered in many MTs. In 2005 only 10.5% of private MTs, or 1,137 schools had fully accredited status.

**Achieving Student Enrolment Rate Targets:** The GOI national gross enrolment rate (GER) target is 95%. In the 2007-8 school year the GER had reached 92.52% but enrolment is uneven across the country and varies from 110% in Yogyakarta to 63% in Papua. The minimum GER target at district level is 80%. 111 out of 440 districts remain below the 80% target rate and future school building will concentrate on these districts.

Participation rates vary significantly according to economic circumstances. Only about 50% of the poorest quintile of children complete JSE compared to over 80% of the richest quintile.

Enrolment by gender is fairly even in both conventional and religious schools. A slightly higher proportion of male students are enrolled in conventional schools (SMP), while a slightly higher proportion of female students are enrolled in religious schools (MTs).

**Note on the quality of data:** There are problems with the accuracy of both school and population data on which enrolment rates are calculated and which is used for the targeting of new JSS construction. There are concerns that student enrolment rates may be overstated.

### 3. Issues in Junior Secondary Education

#### (a) Transition to and Participation in JSE

The largest falls in student participation rates are at the transitions from primary to junior secondary school and from junior to senior secondary school. This trend is most marked among poorer groups of the population. In addition many students drop out after entering JSS. In 2004-5 2.83% of students dropped out of JSE, a total of over 213,000 students.

The main reasons given in a family survey (ILTS2) for failing to transition to JSE or subsequently dropping out were economic (over 70% of students) and the 'need to work'. In some cases these mask other reasons. A survey found, for example, that only one out of five of those giving the reason 'need to work' actually did work. Transport costs were cited as the main reason economic reason for not participating. Constructing schools locally addresses this problem.

The only schools available to many poor families are fee paying private schools. Most districts operate a selection system for JSE based on students' ability, which leaves the poorer students (in achievement and economic terms) in the worst schools or having to move into the private sector. In many rural areas private schools, often private madrasahs, are the only schools available.

Certain groups are more likely not to participate in JSE. These include students from low income families, low ability students (as measured on school examinations), girls and Muslim students. It is suggested that schemes to encourage participation target these groups.

Local and culture and family background play a role in determining non-transition and drop-outs. In Bali, where education is valued highly continuation rates are considerably higher than in NTB, where education is less highly valued (Hardjono 2004). This applies to other regions also. Children with a father who completed nine years education are 5% more likely to continue to JSS

Many students in a DBE 3 study reported reasons for not participating in JSE related to the delivery of education at school level. These include complaints about the attitude of the teachers, teacher absenteeism and the quality and relevance of teaching, with lessons being too difficult, boring and classrooms lacking books and equipment.

#### (b) Schemes to Encourage Participation

JSS construction is normally accompanied by local campaigns to encourage attendance. These were reported to be most successful if they involve a broad range of stakeholders, from district level (including the district head) to village level and include NGOs and religious leaders.

The only national schemes to encourage participation in JSE are through giving scholarships to poor students. It appears that scholarships may be insufficiently targeted on those who need them most.

While the BOS had reduced the charging of fees, few schools (10% of those surveyed – Hastuti et al, 2006) use the BOS to support directly poor students.

Scholarships or other current interventions only target those who are in school rather than those who have already dropped out. A study on JSE enrolment (Suryadarma et al, 2006) recommends experimentation with conditional cash transfers on the Latin American model to target students who have dropped out of school.

Discussions with various projects confirmed that the districts they are working with do not in general have special or innovative schemes to encourage school attendance. However, two districts were found where there are innovative schemes to encourage participation in JSE:

- In Gorontalo district on Sulawesi island cash transfers and, in some cases, land are given to families and supported further by scholarships for the children to raise the families out of the poverty bracket and enable them to send their children to school.
- In Jembrana district in Bali a school bussing system has been instituted to encourage children to attend JSS. This addresses the cost of transport, which is a major deterrent to school participation.

These are individual cases and do not appear to represent larger trends. There is a need to encourage innovations to address participation issues, then to document and evaluate these innovations and support their dissemination.

### **(c) Quality and Relevance**

GOI is concerned about the low quality and relevance of JSE to students' needs which acts as a deterrent to student participation and fails to prepare students adequately for the future. Concerns in these areas are set out below.

#### **(i) Curriculum, Teaching and Assessment**

**Curriculum and teaching:** Revisions of the curriculum have taken place at ten yearly intervals. The 1994 revision introduced local curriculum content. The last major revision in 2004 attempted to make the curriculum more relevant to the needs of students by focusing on competencies and skills. But teachers have received little or no training to help them apply these changes in their teaching, which in most classrooms remains dominated by rote learning and not adapted to local needs.

**Assessment:** The student assessment system has failed to change to respond to changes in the curriculum and continues to hamper efforts to reform teaching and learning. A national system of assessment to assess progress on benchmarks such as basic literacy and numeracy has long been planned but so far not been implemented.

#### **(ii) Teacher Issues**

**Deployment:** There is no overall shortage of teachers in JSS but teacher deployment is uneven, with the result that some districts and schools have excesses and others shortages of staff.

**Mismatch:** There is a considerable mismatch of teachers, where teachers have to teach a subject for which they are not qualified. This is exacerbated by the teacher training system, which has in the past prepared JSS teachers to teach only one subject. Many madrasah teachers have a religion degree but are required to teach secular subjects. Many poor private schools, especially madrasahs, resort to hiring unqualified teachers.

**Pre- and In-Service Education:** Pre-service training is largely theoretical, lacks a practical element and fails to prepare teachers to teach effectively. The in-service education system through the MGMP does not generally operate effectively, as those involved in managing the system have often received little or no training to help organise and implement in-service programs.

**Teacher Upgrading and Certification:** GOI has passed a law requiring all teachers to be qualified with a first degree (S1) and to undergo a certification process. DBE 2 and BERMUTU are both involved in supporting the government's efforts in this area. However, there are concerns to ensure the quality of both processes.

**Absenteeism:** Absenteeism is prevalent among teachers especially in rural schools, reflecting weak management and a lack of accountability.

#### (d) Management and Governance

**District Management of Education:** Decentralization has placed the primary responsibility for managing the provision of primary and secondary education at district level. However, capacity to manage the system is low. Data available at district level is rarely used systematically to plan for the allocation of resources, including the management of teacher and facilities. Management at district level is often handicapped by frequent changes of key personnel.

**School Management and Governance:** Weaknesses in teaching are linked to weaknesses in the management and governance of schools. Attempts to introduce changes in curriculum and teaching have found to be more effective if they are linked to efforts to improve school management and governance making schools and teacher more accountable. There is a need to develop the role of school committees, many of which still act only as fund raising bodies.

**The Madrasah System:** 90% of madrasah JSS (MTs) are private and suffer from lack of resources and qualified teachers and, therefore, offer an inferior quality of education. Some local governments offer considerable assistance to MORA schools, including providing funding for renovation, inviting teachers to join in local training activities and providing teachers, but many do not.

#### 4. Programs supporting the Implementation of Government Basic Education

Programs to support the development of management capacity and the quality and relevance of education have focused on working at (i) district level, and (ii) school level. Many of the programs have similar objectives and work in similar ways.

**District Capacity Building:** Programs including MBE and DBE I (USAID), AIBEP (AusAID) and MGP-BE (UNICEF) have worked or are working with districts to improve financing and planning and management of resources including school building, maintenance and teacher management. They are also supporting improved governance by working with local parliaments and the education council at district level and school committees at school level.

**School Development:** Many programs have been working at school level to improve school management, governance and teaching and learning. An integrated approach to these issues was pioneered by the CLCC program (UNESCO-UNICEF). This approach has proved effective in bringing about real change in schools and has since been taken up by a several major programs including MBE, AIBEP and DBE and many smaller programs supported by NGOs. More programs have operated at primary school level, but MBE, AIBEP and more recently DBE have focused on JSS.

The JICA supported REDIP project and ADB Decentralized Basic Education Project (DBEP) have supported the development of SBM and community participation at JSS level mainly linked to the use of school improvement grants provided by the projects.

**Teacher Upgrading:** DBE 2 and BERMUTU (World Bank) are supporting teacher upgrading.

#### 5. Possible Future Projects

A number of donors are currently planning their future programs as set out below:

World Bank, Netherlands	Basic Education Capacity (BEC) building to prepare districts for SISWA	Starting in 2008 in at least 20 districts
World Bank, AusAID, EU, Netherlands	SISWA to support improved quality, governance and management of education, including giving grants to district to support capacity building and dissemination of good practices from previous programs	Planned to start 2010, to cover at least 50 districts
AusAID	SEDIA: Supporting the Implementation of the Aceh Provincial Strategic Education Plan Reviewing other options for program from 2010	Starting 2008
JICA	Prima Pendidikan – A similar program to REDIP to be developed for JSS in South Sulawesi	

**Sector Wide Approach:** The SISWA project is part of a planned sector-wide approach (SWAp), which aims to disseminate good practice programs countrywide including those developed by USAID and will certainly need the active cooperation of those programs to work effectively.

## 6. GOI priorities for the future

A new Strategic Plan and 'Grand Design' for JSE are to be prepared to cover the period from 2010-14. These are likely to assume the achievement of universal participation in JSE. The plans are likely to focus on issues being supported by current programs, including improving participation in JSE, management, governance and finance at district and school levels and improving the quality of teaching and learning. They are expected also to address teacher issues including education, employment and deployment.

**Education Standards:** GOI has been working to introduce measures to ensure some control of the quality of services delivered. Two separate sets of standards have been developed: a set of minimum service standards (MSS) and a set of standards established by a National Education Standards Body (BSNP). Both sets of standards are currently aspirational rather than realistic. Currently an ADB funded team is supporting the development of a more realistic set of standards. Future education programs need to take account of these various standards and of their limitations.

## 7. Future Development Needs

GOI expects that future interventions in JSE will focus on quality, relevance, management and governance will build on current interventions, which have in many cases only reached a small proportion of districts and schools.

**District Capacity Building:** Districts which are responsible for the management and development of the JSE system are a key level for future intervention. Areas where support is needed include:

- data based planning to maximise the use of resources;
- developing programs to support participation and quality improvement;
- developing the cluster support mechanism for teachers' in-service professional development.

**School Development:** Continuing support at school level is needed to address the following:

- School management, governance (school committees), financial management and leadership;
- Enhance the role of the community in supporting the school and encouraging student participation;
- Improving the quality and relevance of teaching and learning;

It has been found that the models which are effective at primary school level may need some adjustment before being implemented in JSS. Continuing assistance is also needed at primary level as many districts and schools remain untouched by primary school improvement programs and there is little sense in improving JSE without corresponding efforts at primary level.

**Developing, Identifying and Disseminating Examples of Good Practices:** Districts and schools learn best from viewing working models either during study visits or in the media. Systems need to be developed which are less dependent on donor programs, so that districts and schools can gain easy access to information about good practices. The World Bank is looking at ways to develop knowledge sharing systems through its SISWA project. The active involvement of donors and their projects is essential to make a success of this process.

**Sustainable Development Strategies for Districts and Schools:** GOI requests that donors coordinate their efforts to support countrywide development. Since their programs can normally only impact a limited number of schools, it is essential to develop local capacity to disseminate and support programs over the long term, as well as the capacity of local higher education institutions, LPMPs and others to support districts and schools.

**Pre-Service Education:** It is important to ensure an adequate pre-service education for teachers, which introduces them to the best practices in education. Areas needing attention include:

- Preparation of courses which have a more practical element and introduce student teachers to the best educational practices including working alongside good practising teachers;

- Support for developing the practical knowledge and skills of lecturers to deliver such courses;

**Working with Central Government:** It is important to gain the cooperation and support of key departments within the ministries. But this should focus on supporting their roles and capacity which are the regulation and supervision of the education system. They should not be expected to take on project management and technical roles for which they are not equipped.

Certain sections within MONE, which have a key role within JSE, would merit specific technical assistance. These include the Curriculum Development Center and the Education Assessment Center.

**Madrasah Education:** Donors should focusing most of their efforts at district level on developing integrated programs to support both conventional and religious schools through local governments. However, programs should also take into account the greater degree of need of most madrasahs compared to conventional schools especially in the area of improving teaching and learning.

## 8. Recommendations for Further Study

The World Bank is about to embark on a comparative study of the various donor programs working to improve the quality of education in Indonesia. This should be useful in informing USAID future strategy. There are a number of areas where more in-depth field work would be useful to inform choices about future government policy and donor support. Some of these are set out below.

1. A study of the implementation and impact of schemes to **improve student transition to and participation in JSE** within Indonesia and worldwide;
2. A study of **local curriculum adaptation** within Indonesia and internationally to make the teaching and learning more relevant to the needs of junior secondary students;
3. A study of the quality and effectiveness of **SMP Terbuka** and **One-Roof JSS** in order to identify and support the spread of good practices in these schools.

## 9. Policy Areas to be Addressed

A number of policy areas remain critical to improvement the provision of basic education including JSE.

1. **Education Finance:** Developing equitable and transparent education funding focused on providing free education and supporting the needs of poorer families.
2. **Teachers:** Ensuring the more appropriate deployment of teachers and their accountability to their students and the communities they serve.
3. **School Management and Governance:** Improving the management and governance of schools by defining the roles and duties of school committees, principals and teachers more clearly and making schools more accountable.
4. **Appointment and Transfer of Local Government Staff:** Developing measures to stabilise local government staffing in order to improve the management of local government services.
5. **Data Collection and Use:** Supporting the government in its efforts to improve the collection and use of data to support planning at all levels.

# A STUDY OF JUNIOR SECONDARY EDUCATION IN INDONESIA MAIN REPORT

## Section 1. Background Information on Indonesia

### 1.1 Geography and Recent History

Indonesia is the largest country in South East Asia and the fourth most populous country in the world. It stretches over 3000 kilometres from East to West and consists of several large and thousands of smaller islands. It has wide cultural, ethnic and religious diversity. The country underwent remarkable economic and social development during the final three decades of the 20<sup>th</sup> century. Annual real gross domestic product (GDP) growth averaged nearly 7% from 1987-97<sup>3</sup>. This ended with the financial crisis of 1997, which triggered off important developments in Indonesia's system of government.

Following the fall of the Suharto government in 1998 democratic systems of government were introduced and have now spread to all levels of government from Central to District level. Further fundamental reforms were introduced with the decentralisation of the management and funding of most basic services, of which education is the largest, from central to district authorities in January 2001.

These reforms have led to many positive changes, not least an increasing openness in the availability of information and the willingness to challenge previous assumptions. They have created the opportunity for improvement and patches of excellence have appeared around the country, often as a result of excellent leadership. However, the impact of the reforms on the economic life of the country and the delivery of basic services in general has been more limited.

### 1.2 The Economy

Indonesia has been classified by the World Bank as a lower middle income economy with an approximate per capita GDP of US\$2,000<sup>4</sup>. It sits in this category with Thailand and the Philippines within South East Asia, as well as India and China within the wider East and South Asian regions. Along with these countries it now aspires to upper middle and then high income status, already achieved among its neighbours Malaysia and Singapore respectively.

The World Bank points out that the transition to upper middle income and then high income economies, which has been experienced by Japan, South Korea, Singapore, Hong Kong and Taiwan in East and South East Asia is not an automatic process and depends on many factors. *'A lot of complex challenges have to be met, from raising the skills and innovativeness of the labor force, to creating sophisticated financial systems, to maintaining social cohesion, to greatly reducing corruption. Without these sorts of tough policy and institutional changes, countries stay where they are, unable to bust out of middle income.'*<sup>5</sup> Indonesia has problems in all of these areas, which are currently inhibiting economic growth and its ability to compete with other economies in the region and will continue to impede progress, if they are not addressed.

### 1.3 The Economy and Education

Education is a key factor in economic development, since many tasks in a developed economy can only be performed by those with an adequate level of education (literacy, numeracy, computer skills, management skills etc.) However, an educated population does not automatically lead to economic development. In the case of Indonesia other important constraints to economic development include poor infrastructure, bureaucracy, corruption and a lack of legal certainty. Location is also important in economic development. Broad economic development in Indonesia beyond the exploitation of natural resources remains centred around a number of conurbations in Java, Bali and parts of Sumatera and Sulawesi. Much of Eastern Indonesia remains economically relatively under-developed.

GOI has made improvements in education a priority in order to achieve economic and social development. Universal primary education was achieved during the 1970s and since 1994 GOI has been

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<sup>3</sup> US Department of State Data (Bureau of East Asian and Pacific Affairs)

<sup>4</sup> World Bank Country Classification Data and Statistics 2007

<sup>5</sup> World Bank: East Asia 10 Years After the Financial Crisis, April 2007

working towards universal junior secondary education (JSE), which it sees as a key factor in further developing the economy, as well as a playing a key role in nation building, including supporting the implementation of democracy and accountability. Besides ensuring participation in basic education (defined as primary and junior secondary) the government is also concerned to improve the quality and relevance of the education delivered, in order that students leave school with the necessary skills and attitudes to support economic and social development.

## 1.4 Overview of Primary and Secondary Education in Indonesia

### (a) Description of the Primary and Secondary Education System

The formal education system in Indonesia comprises the following levels:

Levels of Education	Age <sup>6</sup>	Grades	Conventional School	Religious School
Pre-school education	5 – 6 years		Taman Kanak-Kanak (TK)	Raudhatul Athfal (RA)
Primary Education	7 – 12 years	1 – 6	Sekolah Dasar (SD)	Madrasah Ibtidayah (MI)
Junior Secondary Education	13 – 15 years	7 – 9	Sekolah Menengah Pertama (SMP)	Madrasah Tsanawiyah (MTs)
Senior Secondary Education	16 – 18 years	10 - 12	Sekolah Menengah Atas/Kejuruan (SMA/SMK)	Madrasah Aliyah (MA)

A single national education system was established by law in 1989. However, there are two tracks through the education system, which exist in parallel at each level. There are conventional (secular) schools which are under the authority of the Ministry of National Education (MONE) but whose management has been decentralized to district governments since 2001. There are also Islamic religious schools, which are under the authority of the Ministry of Religious Affairs (MORA) and whose management is still centralized. However, many district governments give financial assistance to religious schools and integrate them into activities at district level. There is a large private education sector, especially in the Madrasahs, where 90% of schools are run by private foundations. The proportion of private conventional schools is smaller, less than 7% at primary level, but rises to over 44% at junior secondary school level. All schools are required to teach the national curriculum. Madrasahs are allowed to teach extra hours in order to include additional religious subjects.

Primary education (grade 1 – 6) has been universal and participation rates have been high since the 1970s, while in 1994 GOI set a target of achieving universal access to and participation in junior secondary education by 2008. Senior secondary education is divided into two streams: SMA/MA, which give a predominantly academic education and are aimed at students wishing to participate in higher education. SMK, which are vocational schools, are aimed at preparing students for employment.

### (b) Reforms in the Education Sector

Over the past decade the Indonesian government has introduced significant reforms in the education sector, which have the potential to change and improve the delivery of education in quite radical ways. Besides decentralization, which delegated responsibility for education to district governments, the government has introduced laws and regulations to strengthen school level management and governance and improve the delivery of education at school level. These have included the institution of school committees that have the duty to support and oversee their schools, substantial improvements in school funding through the introduction of 'school operational funding' (known by its Indonesia acronym: BOS) and a new competency based curriculum putting a greater emphasis on skills and personal development. More recently the passing of the Teachers' Law requiring all teachers to be qualified to S1 standard has resulted in a huge need for teacher upgrading programs to support the aim

<sup>6</sup> These are the official ages at which children are expected to attend the various levels of education. However, there are some underage and many overage children at each level. The large number of overage children is caused by (i) late entry into school and (ii) class repetition.

of having a better-qualified teaching workforce. However, passing laws and regulations at central level does not automatically bring about meaningful change at district and school levels. The issues of the extent to which these reforms are being implemented and the efforts to support their implementation are discussed later.

## Section 2. Review of Progress to Achieving Universal Basic Education

### 2.1 Introduction

The numbers of students participating in each level of education from primary to senior secondary in 2005 are set out in table 1. The average numbers of students taking part in each grade show over 4.85 million students per grade in primary schools as compared to just over 3.71 million per grade in junior secondary school. This means that there were only 76.5% of the number of students per grade in JSS compared to primary schools. This suggests that in 2005-6 there was still some way to go in achieving universal junior secondary education.

**Table 1: Total number of student by level of school, 2005-6**

Level of Education	Total Number of Students	Average number of students per grade	% of students compared to SD/MI
Kindergarten (TK/RA)	2,467,764	1,233,882	25.4%
Primary Education (SD/MI)	29,135,255	4,855,876	100.0%
Junior Secondary Education (SMP/MTs)	11,138,934	3,712,978	76.5%
Senior Secondary Education (SMA/MA)	7,739,576	2,579,859	53.1%
Senior Secondary Vocational Education (SMK)	2,231,927	743,976	15.3%

Data Sources: Padatiweb, Statistics Center, MONE 2005-6, Penuntasan Wajib Belajar Pendidikan Dasar 9 Tahun (MONE), 2006-9 and MORA EMIS 2006

Table 2 below tracks enrolment rates<sup>7</sup> in primary, junior and senior secondary education up to 2002. These show consistently high rates of participation in primary education and increasing rates for junior and senior secondary education. Participation in JSE dipped slightly in 1998 during the Asian economic crisis. More recent progress towards universal basic education is discussed later.

**Table 2: Enrolment Rates in Primary and Secondary Education 1995-2002**

	1995	1997	1998	1999	2000	2002
<b>Gross enrolment rate</b>						
Primary level	107	108	107.6	108	107.7	106
Junior secondary level	65.7	74.2	73.4	76.1	77.6	79.9
Senior secondary level	42.4	46.6	47.4	48.4	50.2	48.2
<b>Net enrolment rate</b>						
Primary level	91.5	92.3	92.1	92.6	92.3	92.7
Junior secondary level	51	57.8	57.1	59.2	60.3	61.7
Senior secondary level	32.6	36.6	37.5	38.5	39.3	38.2

Source: Pradhan (World Bank, 2001) using SUSENAS, 2002

<sup>7</sup> **Gross enrolment rates (GER)** are calculated by dividing the total number of students, including overage and underage students by the total population of school age. For example at junior secondary school level

$$\text{GER} = \frac{\text{total number of junior secondary school students}}{\text{total number of population aged 13 – 15 years}}$$

**Net enrolment rates (NER)** are calculated by dividing the number of students of school age (excluding overage and underage students) by the total population of school age. For example at junior secondary school level

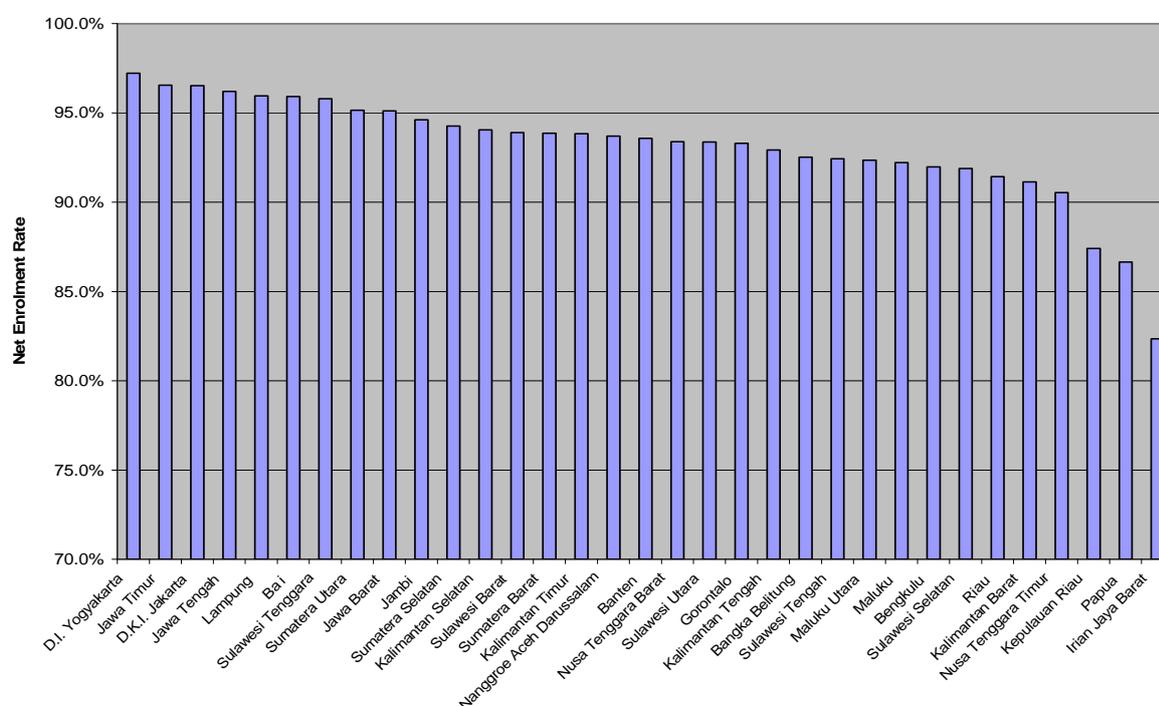
$$\text{NER} = \frac{\text{total number of junior secondary school students aged 13 – 15 years}}{\text{total number of population aged 13 – 15 years}}$$

**NOTE:** The Indonesia term for **GER** is **APK**, which means, translated literally, 'Gross **P**articipation Rate'. However, in line with convention this report is using the English term 'Gross **E**nrolment Rate'. The author feels that the term enrolment is, in fact, more accurate, as data reflects enrolment in schools rather than regular participation or attendance, which many observers agree is probably somewhat lower than enrolment.

## 2.2 Brief Overview of Developments in Achieving Universal Primary Education

In the 1970s the government's priority was to achieve universal primary education. Under the 'INPRES'<sup>8</sup> program, access to primary education was provided to well over 90% of the potential school population. Between 1973 and 1979 61,807 schools were built<sup>9</sup>. A large number of teachers were recruited through an emergency program to staff these schools, increasing the stock of teachers by 43% over the period. This was supported by successful government campaigns at national and local levels to encourage attendance. It was also supported by a concerted program of infrastructure development with roads being built to villages, water and sanitation provided and electrification being gradually introduced. This was viewed by the government as part of 'nation-building'. By the end of the decade the government was concerned about the quality of education being delivered in primary schools, especially given the small amount of training which many teachers had received. Attention increasingly focused on improving the quality of primary education. This has been the focus of subsequent programs to support primary education. Chart 1 below shows that net enrolment rates in 2006 were over 90% for all but three provinces. The two with the lowest rates of participation were the two provinces of Papua.

**Chart 1: Net Enrolment Rates (NER) in Primary Education by Province (2006)**



Data Source: Padatiweb, Statistics Center, MONE

<sup>8</sup> The acronym 'INPRES' refers to the program being implemented by Presidential Instruction and is an abbreviation of 'Instruksi Presiden'.

<sup>9</sup> Information source: Esther Duflo, American Economic Review, School and Labor Market: Consequences of School Construction in Indonesia, September 2001

## 2.3 Detailed Review of Progress to Achieving Universal Junior Secondary Education

### (a) Increasing Access to JSE

In 1994 GOI declared its priority to achieve Nine Years Universal Basic Education (NYUBE) in order to support the achievement of its social and economic development goals. At the time the NER in JSE was only 50%. It also discontinued the various technical schools operating at JSE level and required all schools, both conventional and religious, to follow the national curriculum.

One of the main obstacles to participation in JSE at that time in many parts of the country was the lack of easy access to schools. To address this GOI began a major school construction program to increase the number of places available. This included building new schools and additional classrooms in existing schools. GOI received funding on \$593 million from the World Bank and ADB between 1996 and 2004 which supported the building of 923 new schools and 2153 new classrooms in existing schools and created places for 232,370 additional students. As a result of this construction and campaigns to keep children in school, the numbers of students completing grade 9 increased between 1996 and 2004 by 35% from 1,774,681 to 2,398,200.<sup>10</sup>

MONE has itself been funding further expansion of access through its Junior Secondary School (JSS) Expansion project (Proyek Perluasan SMP). Between 2004 and 2007 a total of 1,631 new junior secondary schools, 40,441 extra classrooms for existing schools and 2,155 one roof schools were built (see table 3), increasing the number of places available by an estimated 25%. Funding is via the DAK (special funding allocation) and is earmarked for school construction. The role of the private sector has also been important in expanding JSE, especially in the religious school sector (madrasahs), where approximately 90% of schools are privately owned.

**Table 3: Construction of Junior Secondary Schools, 2004-7**

	2004	2005	2006	2007	Total
New Schools	246	289	464	632	1,631
Additional Classrooms	8,267	9,290	13,681	9,203	40,441
One Roof Primary-Secondary Schools	-	312	749	1,094	2,155

Data Source: MONE, Directorate for Management of JSE

Australia has more recently given its support to the school building program through its 'Australia Indonesia Basic Education Partnership' (AIBEP). It is planning to build 2,000 junior secondary schools and up to mid-2008 it has built over 400 schools in over 100 districts. While the other programs mentioned have mainly built SMP (conventional schools) AIBEP is also supporting the construction of madrasahs (religious schools), all of which will be owned by private foundations.

In many districts coverage of larger centers of population is relatively complete and the focus has moved to providing schools in more remote areas, where there are often only small numbers of students. This has led to the construction of so called 'one roof schools' (sekolah satu atap) where the junior secondary school of three classrooms is built on the same site as a primary school. Where funding is not available to build new classrooms, some one roof schools are functioning by using the primary school buildings in the afternoon and in many cases using the primary schools' teachers. However, where funding is available additional classrooms have been built and secondary school teachers provided.

The Australian program mentioned above has adopted a 'complete school approach' which has included construction of school buildings, provision of teachers, books, teacher training and school principal management training. Initially construction in the World Bank and ADB funded JSE projects was managed by central government and implemented using contractors. However, there were considerable quality problems and delays in completing schools. As a result the projects moved to community construction managed by school committees. As well as reducing construction times from 2 years to 6 months and improving the quality of construction, it also created a strong sense of community

<sup>10</sup> World Bank Junior Secondary Education Project Project Performance Assessment Report, 2006, ADB Second Junior Secondary Education Project Completion Report, 2005

ownership and often attracted additional resources from local communities for extra construction such as building extra classrooms or constructing a road to the school. This community construction approach is also being used by the government JSS Expansion project.

According to the Director General for the Management of Primary and Secondary Education<sup>11</sup> there are currently over 300,000 students (just over 4% of the total number of students) in approximately 10,300 'open junior secondary school' (SMP Terbuka) learning centers. These schools are under the supervision of a regular junior secondary school and normally run at times convenient to the students, many of whom are at work. They generally operate in the afternoons and at weekends, often in primary school or community buildings and are staffed by teachers from these primary schools, as they are normally situated in areas distant from their supervisory junior secondary schools. They use a set of modules to give an education equivalent to formal junior secondary education. Students also attend periodic sessions at the junior secondary school to address any problems they are experiencing and assess progress. MONE admits its concerns about the quality of education received in SMP Terbuka and one roof schools, owing to the use of unqualified teachers, many of whom are having to double up in primary and junior secondary classes.

School construction is continuing and the number of junior secondary schools and students enrolling in grade 7 is increasing from year to year as shown in table 4.

**Table 4: Number of Junior Secondary Schools and New Students Enrolments 2004-7 (SMP and MTs)**

	2004-5	2005-6	2006-7
Total Number of Junior Secondary Schools	22,274	23,853	24,686
Number of Students Enrolling in Grade 7	2,611,108	2,935,175	3,035,713

Data source: Statistics Centre, MONE

While MONE is the major player in the expansion of junior secondary education, MORA also has a significant role. It has been set a target of providing 25% of places and, according to figures from MORA, was providing 21.89% of the junior secondary school enrolment in 2007-8<sup>12</sup>. The majority of MTs are private schools (90%), which took in 76.7% of the new students enrolling in MTs in 2006-7. A major problem cited by both MORA and MONE is the low quality of education offered in many MTs. In 2005 only 10.5% of private MTs, or 1,137 school had fully accredited status. 89.5% or over 9,000 schools only had partial accreditation<sup>13</sup>. Australia's AIBEP is working supporting the construction of private MTs. Forty six schools have been built since 2006 and it has a target of building 500 schools by 2009. Many of these are being built in Pondok Pesantren (Islamic Boarding Schools), in many of which so far only non-formal arrangements for JSE exist. Table 5 shows the increases in the number of MTs and students enrolling in them from 2003/4-2006/7.

**Table 5: Number of MTs and Number of Students enrolling 2003/4-2006/7**

	2003-4	2004-5	2005-6	2006-7	% 2006-7
Number of State MTs	1,239	1,260	1,264	1,256	10.0%
Number of Students Enrolling in Grade 7	181,174	183,959	188,311	197,365	23.3%
Number of Private MTs	10,467	10,794	11,234	11,363	90.0%
Number of Students Enrolling in Grade 7	565,699	582,992	626,807	649,996	76.7%

Data Source: MORA EMIS

### (b) Achieving Student Enrolment Rate Targets

According to its own figures, the government's target of virtual universal enrolment by 2008 will be only partially met. It has defined its target as a 95% national gross enrolment rate. In the 2007-8 school year the GER had reached 92.52%, according the MONE statistics. It is, therefore, feasible that it will reach 95% during 2008. However, enrolment is uneven across the country and varies from 110% in Yogyakarta to 63% in Papua. GOI has defined its enrolment target at district level as a minimum of 80%.

<sup>11</sup> Figures published on 27 June 2008 in the 'Jakarta Post'

<sup>12</sup> EMIS database at MORA

<sup>13</sup> MONE, MORA: *Grand Design*, Penuntasan Wajib Belajar Pendidikan Dasar 9 tahun, 2006-9

As can be seen in table 6, 187 districts have achieved over 95% Gross Enrolment Rates (GER), while 25% of districts (111 out of 440) remain below the minimum 80% target rate.

**Table 6: Number of Districts Achieving given levels of GER in Junior Secondary Education**

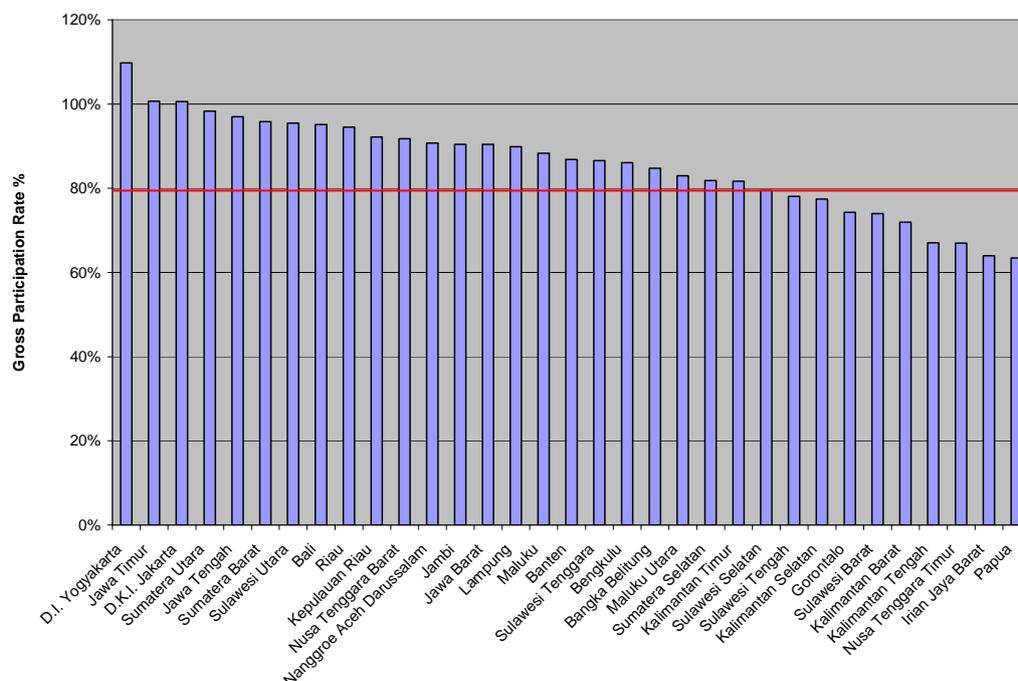
Level of Participation	GER	# Districts
Group 1	≥ 95%	187
Group 2	≥ 90% - < 95%	56
Group 3	≥ 85% - < 90%	48
Group 4	≥ 80% - < 85%	38
<b>Not Achieved</b>	< 80 %	111

Data Source: Directorate for the Management of Junior Secondary Education, MONE

**Quality of Data:** It is important to caution once again about the quality of the data. There was consensus among many of those who were consulted from outside GOI and who are familiar with the sector that these figures overstate student enrolment rates, but it is currently impossible to estimate by how much.

Chart 2 below shows that the participation rate by province in 2006, with 10 provinces below the target 80% participation rate.

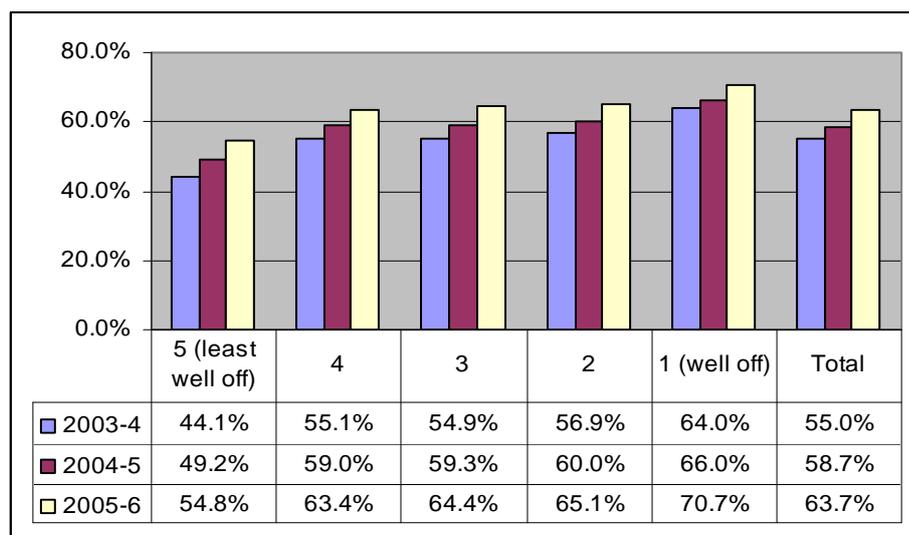
**Chart 2: Gross Enrolment Rates by Province, 2006**



Data Source: Padatiweb, Statistics Center, MONE

Participation rates vary significantly according to economic circumstances. Chart 3 shows that in 2006 only 54.8% of children from the lowest income quintile participated in JSE, compared with 70.7% from the highest quintile.

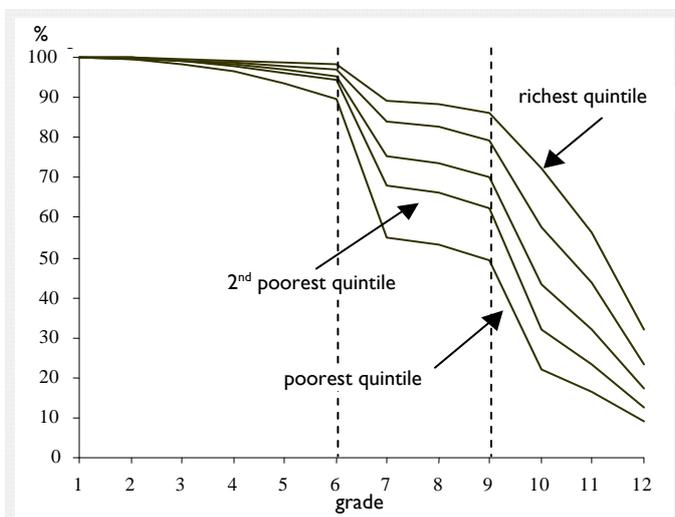
**Chart 3: Junior Secondary NER by Poverty Quintile**



Source: Australia Indonesia Partnership Annual Monitoring Report using Bappenas Data 2006

Chart 4 derived from 2004 SUSENAS data and published in the World Bank Poverty Group’s ‘Making the New Indonesia Work for the Poor’ shows that the two main times at which students cease to participate in formal education are at the transitions from primary to junior secondary school and from junior to senior secondary school and that this trend is most marked among poorer groups of the population. Only about 50% of the poorest quintile of children complete JSE compared to over 80% of the richest quintile.

**Chart 4: Enrolment rates by grade for primary and secondary education**



Sources: World Bank Poverty Group’s ‘Making the New Indonesia Work for the Poor’ and the MONE Strategic Plan, based on SUSENAS data

Figures from MONE and MORA indicate transition rates from primary to junior secondary school in 2001- of 74.66%, rising in 2004-5 to 82.59%<sup>14</sup>. The number of students dropping out of JSE in 2004-5 is cited as 2.83%, which may sound small, but amounts to 213,001 students. Drop out rates vary greatly between provinces, from just over 1% in Banten and Jambi to, over 12% in South Sulawesi, over 15% in Riau and over 24% in Papua.

<sup>14</sup> MONE, MORA: *Grand Design*, Penuntasan Wajib Belajar Pendidikan Dasar 9 tahun, 2006-9

Enrolment by Gender as shown in table 7 is fairly even in both conventional and religious schools. A slightly higher proportion of male students are enrolled in conventional schools (SMP), while a slightly higher proportion of female students are enrolled in religious schools (MTs).

**Table 7: Enrolment in Junior Secondary School by Gender**

	State SMP	Private SMP	Total	Total %
Male Students	3,117,430	1,170,929	4,288,359	50.8%
Female Students	3,090,750	1,060,653	4,151,403	49.2%
Total	6,208,180	2,231,582	8,439,762	100.0%
%	73.6%	26.4%	100.0%	

	State MTs	Private MTs	Total	Total%
Male Students	244,925	771,993	1,016,918	48.9%
Female Students	271,863	792,795	1,064,658	51.1%
Total	516,788	1,564,788	2,081,576	100.0%
%	24.8%	75.2%	100.0%	

Data Sources: Statistics Center, MONE 2006-7, EMIS MORA 2003-4<sup>15</sup>

**(c) View from the District Level**

Much of the information above reflects national level reports. However, the role of the national government is limited to macro-level policy, planning, regulating and financing the education system. The implementation of the education system, including that of universal JSE, is largely the responsibility of district governments. Their capacity to perform this role is discussed later.

It was possible during discussions with district government to check the extent to which national figures are reflected by local reality. This confirmed information from MONE that in most districts adequate access to junior secondary education already exists in the more populated areas. Data gathered from a number of districts as shown in table 8 confirms that building of conventional six class junior secondary schools seems concentrated on those districts with low GERs. The two districts in table 8 with over 90% enrolment rates had zero and two JSS built in 2007, while Lebak, which has the lowest GER at 63.49% had the highest number of schools built (8 schools). Significant numbers of 'one roof schools' are being built. Lebak district in Banten already has 53 such schools.

**Table 8: District Level Data on Progress to Universal JSE**

District	Province	Number of JSS students	Gross Participation Rate	Number of JSS Schools			Number of new JSS built 2007	Number of Open SMP
				SMP	MTs	Including # of 'one roof schools'		
Rokan Hulu	Riau	19,134	84.80	75	27	7	6	-
Kuantan Singingi	Riau	14,594	96.00	63	19	11	-	2
Lampung Tengah	Lampung	59,943	97.29	163	79	7	2	11
Lampung Selatan	Lampung	40,169	75.51	118	77	18	6	8
Pandegelang	Banten	54,717	72.32	94	119	16	5	35
Lebak	Banten	60,157	63.49	179	98	53	8	32
Kab. Gorontalo	Gorontalo	14,114	74.52	80	16	17	6	10

Source: Dinas Pendidikan and MORA from the above districts

In Rokan Hulu district the SMP Terbuka have been discontinued, as students now have access to one roof schools. However, while new building have been added to primary schools to house the junior secondary students, no additional staff have been appointed with the results that the students are being taught by the existing primary school teachers. In Gorontalo district there has been an attempt to improve the quality and relevance of SMP Terbuka by employing 60 tutors who conduct vocational courses for the students, rather than using the traditional curriculum modules.

<sup>15</sup> Figures disaggregated by gender are not available in MORA EMIS statistics from 2005-7.

### Section 3. Issues in Junior Secondary Education

GOI's objectives are to achieve both universal participation in primary and junior secondary education and to improve its quality and relevance. This section examines the main issues which are currently inhibiting the achievement of universal, quality basic education, especially in relation to JSE. Some of the quality and management issues form reasons for none participation in JSE but also have a negative impact both on those students who do choose to participate in JSE. The section is divided into three parts concerning:

- Transition to and Participation in JSE
- The Quality and Relevance of JSE
- Management and Governance

These headings are an adaptation of those followed by MONE in its Strategic Plan.

#### 3.1 Transition to and Participation in JSE

##### (a) Overall Review

As has been seen in chart 4 above a large drop in education participation rates occurs from grades 6 to 7 as many students fail to transition from primary to junior secondary education. Participation rates also steadily fall by grade as students drop out of school. This section discusses the reasons behind non-transition and student drop-outs and what is being done to address these issues. It is informed mainly by a study by Suryadarma and others: 'Causes of Low Secondary School Enrolment in Indonesia, 2006' (SMERU)<sup>16</sup>, which in turn drew on a number of other sources, a DBE 3 study, 'Youth Consultations Report on Causes of Drop-out' as well as interviews with MONE, MORA and district government personnel.

Quantitative data on reasons for discontinuing schooling (at all levels) was found in the Enrolment study (Suryadarma et al, 2006) and based on the Second Indonesian Family Life Survey (IFLS2)<sup>17</sup>. Table 9 shows that 70.7% of those questioned gave financial reasons for non-participation. This was followed by a related reason: 'need to work'.

**Table 9: Stated reasons for not continuing to Junior Secondary School**

Reason	Total
Cannot afford school	70.7%
Need to work	6.7%
Don't want to continue	5.3%
Too far from school	4.0%
Not accepted by school	4.0%
Other	9.3%

Data Source: IFLS2 (1997), Published in SMERU: 'Causes of Low Secondary School Enrolment in Indonesia, 2006'

The study cautions against accepting these reasons at face value, as many students tend to repeat accepted reasons for dropping out of school. For example, of those claiming to have left school to take up work, only one out of five had actually done so. However, the study did confirm that economic reasons are a primary reason for not continuing to JSE.

The SMERU study reached some additional conclusions, including:

1. Transport costs are a major deterrent to continuation.
2. Providing easier access to JSE by constructing new schools in local neighborhoods increases participation and reduces transport costs.

<sup>16</sup> The conclusions and recommendations from the SMERU report are included as Annex 3.

<sup>17</sup> A similar table appears in the Annual Monitoring Report of the AusAID BEP based on SUSENAS Data 2002-4 and also has over 70% of children giving economic reasons for not participating in JSE.

3. Low ability students (as measured on school examinations) and girls have a lower probability of continuing to JSE.
4. Religious background plays a significant role. Muslim students have a 3% lower probability of continuing to JSE.
5. Higher employment opportunities in a community negatively impact on children's continuation to JSE.
6. Children with a father who completed nine years education are 5% more likely to continue to JSS
7. Local culture plays a role in determining non-transition and drop-outs. In Bali, where education is valued highly continuation rates are considerably higher than in NTB, where education is less highly valued (Hardjono 2004). This applies to other regions also.

MONE's Grand Design for completing compulsory nine years basic education<sup>18</sup> echoes some of these reasons non-participation in JSE, which were also substantiated in discussions with districts:

1. Lack of access, especially in remote areas;
2. Economic reasons;
3. Lack of understanding by families and students of the value of JSE.

Besides economic reasons, the DBE 3 'Youth Consultations Report on Causes of Drop-out' cites many students reporting reasons for not participating in JSE related to the delivery of education at school level. These include complaints about the attitude of the teachers, who they say are 'lazy' in their teaching, often angry with the students – there were also complaints about physical violence by teacher – and fail to communicate with their students. Teacher absenteeism was also a complaint, which will be echoed by those who have visited Indonesian schools, especially in rural areas. Students also complained about the quality and relevance of teaching with lessons being too difficult, boring and classrooms lacking books and equipment.

A number of these issues are examined in more detail below.

### **(b) Economic Barriers to Participation**

The costs of participating in JSE were reported as the principal reason for non-transition and non-participation with daily transportation costs being the largest burden in this respect. However, school fees, cost of school uniform and the need to purchase books and stationery are other considerable expenses which fall on those attending school. The provision of school operational funding (BOS) is intended to reduce the costs of education to the students, particularly by reducing the fees charged to students. It is also intended to provide support in the form of scholarships or grants of materials, books and equipment to poor students. While the BOS has reduced the charging of fees, a survey (Hastuti et al) on the use of the BOS in 2005 found that only 4 out of the 40 (10%) schools surveyed used the funding for assisting poor students.<sup>19</sup>

A further problem faced by many poor families is that the only schools available to them are private schools, which by their nature have to charge fees. This affects families in both urban and rural areas. Most districts operate a selection system for JSE based on students' ability. Places in the best JSS are allocated on the results of primary school tests. This often leaves the poorer students (in achievement and economic terms) in the worst schools or even having to move into the private sector, as the places in public schools are filled by the more able students, who also tend to be the better off. So while the richer and more able children benefit from a largely state funded education, less able and poorer children end up having to pay for their education. In many rural areas the only schools available are private schools, often private madrasah, which often charge fees.

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<sup>18</sup> MONE, MORA: *Grand Design*, Penuntasan Wajib Belajar Pendidikan Dasar 9 tahun, 2006-9

<sup>19</sup> Hastuti et al: *A Rapid Appraisal of the PKPS-BBM Education Sector: School Operational Funding 2005*, SMERU 2006

**(c) Lack of Appreciation of the Value of JSE**

The enrolment study (Suryadarma et al, 2006), MONE and district governments all cited a 'lack of understanding by families and students of the value of JSE' as one of the main reasons for students failing to transition from primary school or dropping out of JSS. Many of these families and students see little value in continuing education to junior secondary level, as they feel their children have learnt enough at primary level in order to operate in their communities. They further see continuing education as an economic opportunity lost. The time spent at school would be better spent working and earning a living to support their family. For some families there is a direct need for children to earn a living, while for others it is the result of economic choice in order to raise their economic welfare. Some interviewees reported that receiving a junior secondary education was viewed as a disadvantage, as it raised children's employment expectations and made them unwilling to do menial jobs such as working in the rice fields, fishing or trading at the market. This attitude was said to be pervasive in poor and remote areas rather than the richer urban areas and more prevalent in certain parts of the country. However, interviewees stated that this was not an insurmountable obstacle to attendance. Local campaigns to counter these attitudes have been effective in encouraging students participation in JSE (see section (e) below).

**(d) Access to JSE**

Despite the major school construction programs of recent years, lack of access is without doubt still an important factor inhibiting participation in JSE in some areas, but increasingly in smaller pockets of population in rural and remote areas. The construction of full scale JSS is being concentrated on the III districts with enrolment rates below 80%, supplemented by one roof schools for remote areas. SMP Terbuka are being continued for out of school students, but are generally not being expanded<sup>20</sup>, as the focus is on getting students into formal JSE.

A factor inhibiting the effective targeting of school building and other measures to increase participation is the poor quality of data on the numbers of school age population in many districts and subdistricts. The only data many districts possess is based on projections by BPS from the 2000 national census and is very out of date in many areas at local level<sup>21</sup>. Reports from two districts, Gorontalo in Sulawesi and Jembrana in Bali, indicated that they were collecting their own data from village level to address this problem. But this appears to be the exception rather than the rule.

**(e) Schemes to encourage participation in JSE**

School building programs are generally accompanied by campaigns to encourage potential students to attend. These campaigns are reported to be much more effective where they command the support of a broad range of key personnel. Commitment from the district head (Regent or Mayor) was considered to be a key factor. Involvement of education and non-education personnel at district, subdistrict and village levels as well as NGOs and religious leaders was also considered important in creating a culture where attending school is the norm.

The only national schemes to encourage participation in JSE are through giving scholarships to poor students. The giving of scholarships was used on a large scale following the Asian economic crisis in 1998. School committees were originally formed to oversee the provision of these scholarships at school level. The program was found to have reduced drop-out rates by 3% for JSE (Suryadarma et al, 2006) but to have no significant impact on primary or senior secondary school participation.

Currently funding for scholarships is passed through the provincial DAK to districts. Two kinds of scholarships are given: (i) to support able students, and (ii) to support poorer students, with the majority of the funding given to the latter. From the small amount of information received at district level, it appears that scholarships may be insufficiently targeted to those who need them most, as they are being given in many cases on a pro rata basis to all schools. The appraisal of the BOS by Hastuti et al (2005) pointed out that the few schools use the BOS to support poor students and that, in any case,

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<sup>20</sup> The number of students in open SMPs appears to have been stable for several years at around 300,000.

<sup>21</sup> As confirmation of this consultants working for the MGP-BE project training districts in data analysis and planning recently reported a lack of reliable population data made planning of JSE expansion extremely difficult.

scholarships or other current interventions only target those who are in school rather than those who have already dropped out.

Discussions with DBE I confirmed that the districts they are working with do not in general have special or innovative schemes to encourage school attendance. Discussions with districts indicated one district where something approaching the conditional cash transfer system is being used. In Gorontalo district on Sulawesi island cash transfers of at least Rp.2.5 million (\$280) are given to each family and are supported further by scholarships for the children. Land is also distributed, where appropriate. This funding and the land are intended to raise families out of the poverty bracket and enable them to send their children to school. The education office (Dinas Pendidikan) monitors school attendance and can withdraw funding if children do not attend school. DBE I reported also that in Jembrana district in Bali a school bussing system has been instituted to encourage children to attend JSS. This addresses the cost of transport, which is a major deterrent to school participation.

However, these are individual cases and do not appear to represent larger trends. Many districts have made study visits to Jembrana and other district to learn more about innovations in the education sector. There is a need to encourage innovations to address participation issues, then to document and evaluate these innovations and support their dissemination.

Both the study on JSE enrolment recommends experimentation with conditional cash transfers on the Latin American model to target students who have dropped out of school. The enrolment study identified three groups as being particularly vulnerable to not continuing to JSE. These were girls, Muslim students and students with low levels of achievement. The report suggests that schemes to support attendance should attempt to identify vulnerable students from these groups and target them. To this could be added the need to target poor students who are forced to attend private schools, because of being unable to access the 'free' state sector.

### **3.2 The Quality and Relevance of JSE**

In the DBE 3 'Youth Consultations Report on Causes of Drop-out' many students cited reasons for not participating in JSE related to the delivery of education at school level, including issues relating to the behavior of the teacher and the quality and relevance of the teaching. These are symptoms of larger issues affecting the quality and relevance of the delivery of education, which also affect those participating in JSE. They are also the increasing focus of GOI attention. MONE have emphasized that in the 2010-14 planning cycle the focus in JSE will move away from providing access towards addressing problems of quality and relevance. This they see as the major challenge in making Indonesia and its people competitive in the modern world.

#### **(a) Curriculum and Teaching**

While revisions of the curriculum have taken place to attempt to make it more relevant to the needs of students, little effort has been made to ensure that teachers understand these changes and are able to translate them into appropriate classroom activities. Furthermore, the student assessment system has failed to change to match the curriculum. As a result teaching in most classrooms remains traditional, dominated by rote learning and intended changes in the curriculum have not been implemented at school level.

Since 1975 there have been major revisions of the curriculum approximately every ten years, the last major revision taking place in 2004 with the introduction of the 'Competency Based Curriculum'. Earlier curricula had been much more focused of students acquiring knowledge, although attempts were made in the 1994 curriculum to encourage 'student active learning' as a means of acquiring knowledge. In 1994 the concept of 'local curriculum content' was also introduced, whereby schools were given freedom to allocate up to 20% of lessons to subjects relevant to their students.

The 2004 curriculum initially included detailed indicators for each competency. However, it was felt likely that teachers would focus too much on teaching to the indicators instead of developing student competencies. As a result, the indicators were removed and schools were given the freedom and responsibility of developing the own curriculum (KTSP) in order to develop these competencies in a locally appropriate manner.

Unfortunately these changes have not translated into significant changes in teaching and learning. The reasons for this are various but stem partly from the fact that those involved in designing, writing and editing the curriculum have a largely academic background and lack of involvement of primary stakeholders who are able to provide valuable inputs on the real needs and capabilities of the students. Furthermore, little effort has been taken to train teachers in the understanding and use of the new curriculum. A number of the problem of the curriculum are explained below:

- Many of the changes in the curriculum were superficial. The knowledge based targets from the old curriculum were revised into competency based targets, but with essentially the same knowledge based objectives: i.e. the focus was still on memorising knowledge.
- The curriculum remains packed with much material which has been inherited from previous curricula but has little relevance for today's students. Much of the material in the curriculum is at too high a level. There is little sense of what is appropriate to expect from a student of a certain grade.
- The benefits of the local content curriculum remain patchy. Some schools have used the opportunity to introduce subjects with real relevance such as computer studies, but many choices are made at district level and have an emphasis on religious studies or local culture.<sup>22</sup>
- Most teachers have received little or no training in the use of the competency based curriculum (or any previous curriculum). As a result they have limited ability how to draw up a school curriculum or what changes in classroom practice are needed to implement the curriculum.
- The end of semester tests and end of school examinations have essentially remained knowledge based and have not been adapted to assess student competencies.

There has been an emphasis from MONE on the development of life skills and this has been supported by some donor intervention, especially via the UNICEF Life Skills program. However, there seems to be some confusion about what is meant by 'life skills'. At school level it is often taken to mean narrow vocational skills and is used as a justification for introducing subjects such as basket making as part of local curriculum content. On the other hand, the Directorate for the Management of JSE at MONE interprets life skills as making the whole curriculum more relevant to students. Mathematics, language, science and other subjects should focus on equipping students with skills which are useful in everyday life. The Directorate for the Management of JSE uses the term 'Contextual Learning' (CTL) to define this kind of teaching.

There is an urgent need to identify and/or build models of good practices for school to follow in implementing the competency based curriculum and helping them make use of the freedom granted under this and through local curriculum content to adapt what is taught in schools to local needs. However the magnitude of the task of disseminating these models to teachers in over 36,000 JSS (SMP and MTs) should not be underestimated.

## **(b) Teacher Issues**

### **(i) Teacher Deployment and Mismatch**

While there is little evidence of overall shortage of teachers in JSS, teacher deployment is uneven, with the result that some schools are overstaffed and many are understaffed. There are also considerable problems with mismatch of teachers, where teachers are being asked to teach a subject for which they have not trained. Many poor private schools resort to hiring unqualified teachers.

Overall student-teacher ratios at JSS level are 14:1<sup>23</sup> A baseline survey for the MBE project in 2004 in 12 districts in Central and East Java found ratios ranging from a high of 22.8:1 in Situbondo to 12.8:1 in Sukoharjo and in MTs from 32.9 in Purworejo to 7.6:1 in Pasuruan. These disparities reflect a lack

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<sup>22</sup> Several districts in Sumatera were found, for example, to be using local curriculum to teach the students to write 'Arab Melayu' - writing the Malay language using Arabic characters.

<sup>23</sup> MONE, MORA: *Grand Design*, Penuntasan Wajib Belajar Pendidikan Dasar 9 tahun, 2006-9.

planning and control in managing the education sector and a need for more efficient use of existing resources.

Teacher deployment within most districts reflects only partially the needs of schools. Little data placed planning for teacher placement takes place and the teacher deployment system is prone to lobbying by schools and teachers. Table 10 contains an example of the staffing anomalies found within one subdistrict, where two schools each are overstaffed by three teachers for the core subjects with another school being understaffed by five teachers. Within the three schools there was an overall surplus science teachers and a shortage of mathematics teachers

**Table 10: Example of JSS Staffing Anomalies from Boalemo District, Gorontalo Province**

No.	Name of School	TOTAL		SHORTAGE / EXCESS OF TEACHERS					
		Class Groups	Students	Indo.	Eng.	Math	Science	Soc. Stud.	Total
1	SMP Neg. 1 Paguyaman	15	345	-1	1	-0	2	1	3
2	SMP Neg. 2 Paguyaman	6	124	-0	1	1	1	-0	3
3	SMP Neg. 3 Paguyaman	15	230	-2	-2	-1	1	-1	-5

Many state schools in favoured areas – often so-called favourite schools – end up being well and often over-staffed, while less favoured schools suffer shortages of suitably qualified staff. These less favoured schools often have to ask teachers to teach subjects for which they are not qualified. There is also an overall shortage of qualified teachers of mathematics, science and English in some districts. Many also hire part time teachers using BOS funding to fill in for some subjects.

The new Teacher Law created an opportunity to reform conditions of employment and address many of the above issues. Regulations requiring teachers to teach a minimum number of hours have started to address some of the issues, but it is not easily implemented particularly by subject teachers who usually have a certain number of hours to teach in a school and have difficulty finding the opportunity to teach in another school. One district, Gorontalo in Sulawesi, stands out as having made radical changes by redeploying 600 teachers and staffing schools according to the numbers of students rather than the number of class groups. It is to be hoped that bottom-up initiatives such as this can be documented and disseminated and that central government can use these examples to inform policy making.

The deployment of teachers is exacerbated by the teacher training system, which has in the past prepared teachers for JSS to teach only one subject. The problem of teacher mismatch is particularly acute in the case of madrasahs where many of the teachers have a degree in religion but are asked to teach secular subjects, owing to a lack of teachers for these subjects.

The problem in poorer private schools and especially private madrasahs is especially severe. Schools often do not have sufficient funding to hire fully qualified teachers. Many poor private madrasahs use their BOS funding to pay teachers minimal salaries<sup>24</sup>. Many of these teachers are under-qualified, some having received only a senior secondary education. These factors have an inevitable negative impact on the quality of teaching. MORA said that it is seeking to address these issues, when accrediting madrasahs to ensure that they have sufficient financial strength to fund teachers' salaries and other school expenses.

Even where teachers are fully qualified the pre-service training they have received has failed to equip them to teach effectively and the in-service education system, such as it is, has not been effective in most cases in remedying this. Many teachers do not have sufficient knowledge of their subject, often having themselves not mastered the basic concepts and knowledge they are supposed to be transmitting to their students. They also do not have the necessary pedagogic skills with the result that lessons are often boring and ineffective.

Besides an acute need to improve pre-service education, an effective system of in-service training is necessary not only for teachers being asked to teach a subject for which they are not qualified but also

<sup>24</sup> Salaries of Rp.100,000 to Rp.200,000 (\$11 - \$22) per month are not uncommon.

to update the knowledge and skills many qualified teachers also who are unable to teach the new curriculum effectively. There is an urgent need to strengthen the in-service teacher professional systems through the LPMP and MGMP (see below) to achieve this.

Absenteeism is prevalent among teachers especially in rural schools and those schools where management is weak. Several of those interviewed reported finding frequently many teachers either not present in school or not present in class during school visits. This was also a complaint of students in the DBE 3 Youth Survey.

### **(ii) Teacher Upgrading and Certification**

GOI has passed a law requiring all teachers to be qualified with a first degree (S1) and to undergo a certification process. A substantial proportion of teacher do not fulfil the S1 requirements. Only 60.34% of SMP teachers<sup>25</sup> have the necessary qualification. 68.9% of MTs teachers<sup>26</sup> have an S1 degree but in many case the degree is in religious studies, while they are required to teach secular subjects. Teachers without the S1 qualification are, in general, being required to undergo an upgrading procedure<sup>27</sup>. This is intended to be delivered mainly locally through the cluster system. However, there are concerns to ensure that this training is relevant and useful and results in better teacher performance. DBE 2 and BERMUTU are both involved in supporting the government's efforts in this area. GOI is particularly concerned to incorporate into the training the good training practices and materials developed through existing and previous quality improvement programs such as CLCC and MBE<sup>28</sup>.

The certification process is intended to ensure the quality of teachers but is also linked to a doubling of teachers' basic salary. The initial process was intended to be rigorous and include assessment of teachers' teaching capabilities. However, owing to political pressure from the national parliament to speed up the process, the process has been watered down and now requires only the presentation of a portfolio demonstrating participation in training activities and authorship of research articles on education.

### **(iii) Teacher Pre-Service Education**

As in many countries, pre-service teacher training in Indonesia does not prepare teachers to teach well either in respect of subject knowledge or pedagogy. The reasons are various but include a system whereby the lecturers at teacher training universities are academics and have not generally been teachers themselves. The courses offered have only a small practical element which is neither well designed nor well supervised. Student teachers are sent to schools for practical teaching, which often do not set an example of good practice, without adequate support and funding for continued mentoring of these student teachers.

GOI has recently upgraded the qualifications required of teachers to first degree level, plus one year's professional training. However, there are justified fears that three years of poor quality training will merely become four years of the same and will not result in any improvements in the quality of teaching.

Teacher training universities generally operate remotely from schools, in many of which there have been real innovative changes in teaching in the past few years through the various donor programs. There is a real need for universities to learn from these good practices and for donor assistance in bringing pre-service teacher training and schools closer to together. A number of projects such as ERA, DBE 2 and BERMUTU are attempting this but are still in the early stages.

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<sup>25</sup> MONE 2006

<sup>26</sup> MORA 2007

<sup>27</sup> Exceptions are being made for older teachers.

<sup>28</sup> These particular programs are those most mentioned in discussion with the Quality Assurance Directorate General (PMPTK) at MONE.

**(iv) Teacher Professional Development Networks (MGMPs)**

A cluster based teacher development system for junior and senior secondary schools was developed in the 1990s under the PKG program<sup>29</sup>. It is called MGMP<sup>30</sup> and operates with a separate group for each subject. However, unlike the primary school system, which operates in small localised clusters, many MGMP are district based and theoretically include all the JSS in the district. However, owing to the large area of most districts, the number of schools taking an active part in activities is limited to those within easy reach of the center of the district, where activities are focused. This led, for example, the World Bank and ADB JSE projects to abandon the MGMP as their vehicle for training teachers, as it failed to reach the schools that were being built, which were mainly located away from the centers of districts. Some districts have split their MGMP into a number of regions (called *subrayon*) in order to improve access for outlying schools.

Based on reports from various projects and from interviews with districts many (possibly most) MGMP do not function on a regular basis and are not effective in raising the quality of teaching. The reasons for this include:

- Lack of technical and management capacity to organise and implement a program. Many MGMP organisers have received little or no training in how to design and implement a program. 'Guru Inti' (master teachers) are intended to provide technical support to the MGMP, but even where these master teachers have been selected (and in many areas they do not even exist), most have received little or no training which would give them the capacity to organise and implement a training program and offer technical support to their colleagues.
- Lack of funding for activities. Some districts provide funding to support the activities of the MGMP, in particular the participants' travel costs. Sometimes the BOS is used for this purpose. However, many teachers receive no financial support to enable them to attend activities.

The government is planning to use the MGMPs as a vehicle for implement teacher upgrading and certification. However, without significant well managed assistance this is unlikely to be successful in achieving a real rise in the standard of teaching. Several programs and projects operating with JSS have and are working to support the functioning of MGMP. These include USAID's MBE and DBE3 UNICEF's MGP-BE, and JICA's REDIP. The World Bank's BERMUTU project is also planning to support their development. Some schools have also developed school level MGMPs for groups of teachers teaching the same subject.

If teachers are to make real progress in their teaching and in implementing the competency based curriculum and if schools are to be empowered to develop their school based curricula (KTSP) to support this, a widespread, well managed program of assistance will be necessary. As the MGMP system exists and has government support, even if it currently functions poorly, any assistance would probably be best directed to developing the existing system rather than developing a rival or parallel system.

**(v) Role of LPMPs and P4TK**

GOI has made great play of renaming the former provincial 'Teacher Training Centers' (BPG) to 'Education Quality Improvement Institutions' (LPMP)<sup>31</sup>, but without adequate measures to increase their effectiveness. The author himself has visited two centers in Aceh and Jambi and doubts their capacity to deliver effective training. The consultants supporting the BERMUTU project working within the PMPTK, MONE, which is responsible for the LPMP, were similarly doubtful. These doubts concern the quality and motivation of the personnel at the institutions and the programs being organized. More importantly they concern the feasibility of one relatively small institution to support the huge area and large number of districts within many Indonesian provinces. Provincially based LPMP are remote from many districts and even more so from schools<sup>32</sup>. Similar concerns apply to the P4TK, which are situated

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<sup>29</sup> Pemantapan Kemampuan Guru (Strengthening Teacher Competencies) (dates??)

<sup>30</sup> Musyawarah Guru Mata Pelajaran (Subject Teachers Working Group)

<sup>31</sup> They have changed their name from *Bali Penataran Guru* to *Lembaga Pelatihan Tenaga Pendidikan*

<sup>32</sup> The latest information is that LPMPs have had responsibility for training teachers withdrawn and replaced with responsibility for gathering monitoring data from districts.

in Java and touch only a minute proportion of teachers. Support for quality improvement needs to be focused much more at district, subdistrict and cluster levels.

### **(c) Examinations and Assessment**

Students in primary and secondary education in Indonesia are subject to twice yearly examinations, which are used to determine whether they are allowed to be promoted to the next class or to transfer to the next stage of education. The national examination for junior secondary schools (UN<sup>33</sup>), given at the end of year 9, is confined to three subjects: Indonesian language, mathematics and English, but is supplemented by local examinations in other subjects. The national examinations are set by the Education Assessment Centre at MONE, while examinations for all other grades are set locally, typically for JSS at district level, and cover the whole range of subjects taught.

Schools tend to be measured by parents and administrators by their success in getting their students to pass their examinations. In the final year of each stage of education (primary, junior and senior secondary) students spend a lot of their time practicing for the examinations, often in the afternoons after school has finished. Given the importance ascribed to these examinations it is not surprising that they are a significant determinant of what is taught in the classroom and how it is taught.

While the curriculum has become competency based the examination system has, in general, not changed to match the new curriculum. An examination of a selection of tests from primary, junior and senior secondary schools reveals that not much has changed in the style or content of testing since the introduction of the new curriculum<sup>34</sup>. All continue to use a multiple choice format. For the national examinations this is to enable computer marking, while local examinations merely follow this format. The examinations give no opportunities for students to demonstrate their expressive skills. The Indonesian language tests have sections to test students' reading comprehension, but most of the other questions relate to grammar and the meaning of words. The English tests are focused on testing student's reading skills. In neither the Indonesian language and English tests, are there any items to assess students speaking, listening and writing skills, which form three of the four core curriculum competencies. The mathematics tests contain items to test students' ability to apply concepts in problem solving situations but given the problems with the level of difficulty of the curriculum and the predominant rote learning approaches in teaching outlined above, there must be questions over students' ability to complete these items<sup>35</sup>. The social studies and science tests examined were almost exclusively tests of knowledge and the meanings of technical terms, many of which appear to be quite obscure. There is no element in the tests which assess students' process skills. So far no attempts have been made to make the assessment system responsive to local adaptations required in the 2004 curriculum.

The national tests are used as a means of passing or failing students at the end of each stage of their school career. They are not used as a positive measure of progress, as in some countries nor to analyse students' future educational needs. A formula is used to convert the raw test score in a final mark. This has been the cause of much controversy. The formula is weighted differently for different provinces, in order to avoid mass failures in certain provinces, where education attainment levels are low. There have been accusations that the formula is used to manipulate the numbers of students reaching the government determined pass mark, which has been several times over the past few years, as part of an effort to force up standards. However, raising pass marks without addressing the issues of the curriculum, teaching and the tests themselves is a vain exercise.

The UAN is prone to cheating. It also undoubtedly strikes fear into many students and probably acts as a deterrent to remaining in the school system. The end of primary school testing system also acts as a bar to transition to SMP/MTs, since places in the best JSS are allocated on the results of primary school tests. This often leaves the poorer students (in achievement and economic terms) is the poorest

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<sup>33</sup> *Ujian Nasional* or National Assessment

<sup>34</sup> The author was able to examine a selection of tests, which included some actual tests used for the national assessment and others which had been designed for practice to prepare students for the tests. These latter tests appeared to be based on and probably used items from previous national tests.

<sup>35</sup> There appears to be no analysis of the results of the national tests which could highlight implications for the curriculum and teaching.

schools or even having to move into the private sector, as the places in public schools are filled by the more able students, who also tend to be the better-off economically.

MONE has been planning for several years to introduce an assessment system based on a countrywide sample of schools to assess students' progress in achieving benchmarks such as basic literacy and numeracy in different parts of the country. However, the system has not yet been implemented. This is a laudable aim as it should help diagnose shortcoming within the system and enable better targeting of resources and deserves donor support.

### **3.3 Management, Governance and Funding**

#### **(a) District Planning and Management of Education**

Decentralization has placed the primary responsibility for managing the provision of primary and secondary education at district level. However, it is clear from discussions with representatives programs working at district level including DBE I, MBE, MGP-BE and AIBEP, that capacity to manage the system is low<sup>36</sup>. Although data is available at district level, it is rarely used systematically to plan for the allocation of resources, including the placement of teachers, school construction and rehabilitation. Much allocation of resources takes place as a result of lobbying by individuals, schools or interest groups. This results in much misallocation and misuse of resources with teachers being deployed inappropriately, lack of repair and maintenance of facilities and inappropriate investment in new infrastructure. Although they are required by regulations to have Strategic Education Plans, most district do not have them, or have employed consultants to write them in perfunctory manner merely to satisfy the government regulations rather to produce a meaningful document.

Weaknesses in planning and management during the early centralized construction of junior secondary schools led in a considerable number of cases to schools of inappropriate size being built in inappropriate locations. Quality of construction was also a problem with a large proportion of substandard schools built. Decentralization has placed the responsibility for planning school construction on district governments, which has meant that schools are generally built in more appropriate locations and of an appropriate size. The use of school committees to manage construction has improved quality. However, as pointed out elsewhere, severe problems still remain with the quality of data which is used for decision making.

While the BOS has had a significant impact in making schools self supporting in their funding, more work needs to be done to discover the true costs of education and to allocate funding to support the needs of poorer students. The work being done with districts by DBE I to work out the true costs of education is revealing in this respect, as it points out a considerable gap which still remains to be covered to provide a truly free education.

Management at district level is often handicapped by frequent changes of key personnel, much of it caused by political appointments by district heads. A recent district capacity assessment by UNICEF MGP-BE<sup>37</sup> also found that lack of communication between different agencies and groups at district level was a major problem. This is an important area of capacity building needs. While powerless to prevent changes of personnel, MONE considers that having good data based plans and involving a wide variety of stakeholders from various government agencies as well as the local parliament will support sustainability and continuity.

#### **(b) School Management and Governance**

Weaknesses in teaching are linked to weaknesses in the management and governance of schools. Attempts to introduce changes in curriculum and teaching have been found to be in vain if schools are not managed in such a way as to provide the necessary material and professional support to teachers. Equally, if schools and teachers remain unaccountable to their students and communities there are few

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<sup>36</sup> This is based on reports from MBE, DBE I, the World Bank and other sources, as well as discussions with district government representatives and observations of district planning at a UNICEF MGP-BE workshop.

<sup>37</sup> District Capacity Review Report, March 2007, MGP-BE, UNICEF

incentives for them to work professionally and attempt to improve their performance in to offer their students a quality education.

Very few checks operate within the education system to make school principals and teacher, especially in state schools, accountable for their actions. Few incentives exist to reward good performance. Principals and most teachers in state schools are civil servants, who are virtually unsackable, whatever their level of performance. This means that ultimately little can be done to discipline the teacher who absents him/herself from school or from class or who fails to prepare their lessons.

However, there are well run schools delivering a good education. This can be ascribed two main factors:

- a) Good school management and leadership by the principal;
- b) Lively involvement of the local community

These two factors are linked, since community involvement provides the main incentive to principals and teachers for good management, leadership and teaching.

Democratisation has played a role in making communities more willing to demand performance from their schools and has also put pressure on local governments to manage the education system more effectively. Very few districts are so far taking strong measures to improve performance but some districts have tried to introduce more transparent systems for selecting school principals. Others have used their powers for placing teachers to create good schools. Parents tend to be more concerned about their children's education in urban and economically more advanced areas, where they can put considerable pressure on schools to perform, while, by all accounts, communities are difficult to mobilise in more rural and backward areas.

### **School Committees and the Role of the Community**

Central government has tried to institutionalise the role of the community at school and district levels and makes schools more accountable to local communities by the institution of school committees and education council (Dewan Pendidikan). School committees were first established in 1998 as a response to the Asian economic crisis in order to manage and supervise the use of grants given to poor schools and scholarships for poor children. School committees were legally required to be set up in every school as a result of the ministerial decree of 2002 to aid decentralization. The Education Law of June 2003 (clause 56) gives a school or madrasah committee the role of improving the quality of education services through (i) advising, (ii) directing and (iii) supporting personnel, materials and facilities, as well as (iv) overseeing education. The committees should consist of representatives of the parents, wider community and teaching staff.

However, as a 2004 study by the MBE project<sup>38</sup> shows, most school committees have not fully understood and fulfilled the intended functions. The majority focus mainly on fund raising to the exclusion of their other functions. Most are not selected by any democratic process and their role is severely limited by school principals unwilling to cede power or allow much supervision of school affairs, especially school finances.

Over the past ten years a number of programs have been developed to address the weaknesses of management, governance and teaching and learning in an integrated manner.<sup>39</sup> Some such as REDIP and DBEP have focused more on management and governance-related concerns, but others including CLCC, MBE, IAPBE, NTT-PEP, MGP-BE and DBE 1, 2, and 3 have focused on teaching and learning as well. The projects have involved communities and school committees in planning, budgeting, implementing school programs and monitoring the results. In many of the schools assisted by these donor projects committees have become active, transparency has increased with committees involved in planning and budgeting and the range of assistance to schools has broadened beyond the financial. In some schools parents' groups have been established by school committees specifically to support teachers in their teaching. The World Bank is planning to implement a study of the effectiveness of the

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<sup>38</sup> E. Sweeting and others: Study of the School Committee, MBE Project (USAID, 2004)

<sup>39</sup> Earlier programs in the 1980s and 1990s such as 'Student Active Learning' and PKG tended to focus only on teaching and learning without addressing weaknesses in management and governance.

various programs<sup>40</sup> with a view to supporting the dissemination of good practices through their proposed SISWA project.

### **(c) The Madrasah System**

A 1989 education law established a single education system. Within this system all schools are required to teach the national curriculum and all students to be assessed using the same examination procedures. However, the education system recognizes two different kinds of schools: (i) a system of conventional schools under the auspices of MONE and, since decentralization, managed by local governments; and (ii) a system of religious schools managed centrally by MORA with branch offices at province and district levels. The systems are intended to be complementary rather than competing.

However, according to MORA staff, there is a lack of coordination between the two systems in the area of school construction with new schools competing for students rather than complementing each other. Furthermore, MORA staff also remarked on differing attitudes to MORA schools from local government. Some local governments offer considerable assistance to MORA schools, including providing funding for maintenance and renovation, inviting teachers to join in local training activities and, in some cases, providing teachers of funding to pay teachers. Other local governments provide little or no assistance to MORA schools.

This disparity in treatment of madrasahs appears to stem partly from the two different management systems in operation, decentralized for conventional schools, centralized for madrasahs. It is compounded by the very weak management by MORA at district level, where numbers of education management staff are minimal. Although all madrasahs receive operational funding (BOS), other funding resources from MORA, including staffing and repairs, is largely confined to state madrasah (only 10% of MTs). However, since many private madrasahs have very limited resources from their foundations, BOS funding frequently ends up being used to pay for staffing. As wages are minimal, quality of staff is often correspondingly poor. The use of the BOS for staffing puts these private madrasahs at a further disadvantage compared with state schools, who are able to use their BOS for non-personnel purposes to improve the quality of education.

The AusAID funded Learning Assistance Program for Islamic Schools (LAPIS) is one of the few programs to focus only on Islamic Schools. It is working to improve English language teaching and supporting a lot of small local initiatives to improve education in madrasahs. Most donor projects working at district level have chosen to support the development of an integrated education system at district level. This has normally involved including conventional schools and madrasahs in programs on an equal basis in the distribution of funds, training activities and school construction. AIBEP reported that, where MTs are being constructed in the districts they are assisting, training for the principals, committees and teachers is being provided using local government (education office) staff to compensate for the lack of capacity within MORA at district level.

### **(d) The Role of MONE**

While management of the conventional schools primary and secondary education system at district levels is carried out by relatively small and integrated education office with sub-offices responsible for primary schools at subdistrict level, the Ministry of National Education has several thousand staff and a large number of directorates and directorates-general, some of whom have sections apparently overlapping those within other directorates<sup>41</sup>. The problem has been complicated in recent years with training of JSS teachers being removed from the Directorate for the Management of JSE and placed within the quality assurance directorate general. The Directorate for the Management of JSE is now responsible for management training for JSS principals and provides packages of teaching support equipment and materials to schools, but is not empowered to train teachers to use the materials.

Communication and coordination within MONE is poor with the result that the various directorates and directorates-general of often unaware of each others' activities and sometimes work at cross-

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<sup>40</sup> The study is due to take place starting in August 2008.

<sup>41</sup> As well as a Curriculum Development Center, several directorates also have curriculum sections, including the Directorate of JSE and the Directorate of FIX, both of which are responsible for JSS.

purposes. The 'balkanisation'<sup>42</sup> of MONE poses a challenge to those working to improve education at district and school levels, where most wish to adopt a coordinated and integrated approach to addressing problems at school and district levels. These approaches often cut across management, governance and teaching and learning issues. In extreme cases they can disrupt program activities, unless those at the most senior level, the directors and directors-general can be persuaded to cooperate and demand cooperation and coordination from their staff. Multilateral projects funded by the World Bank and ADB are normally managed by MONE and (for madrasahs) MORA staff and funding passes through the national budget. Over the years most of these projects have been prone to poor management and technical implementation. A number of agencies including UNICEF, UNESCO, JICA and AusAID have managed to work within and in close cooperation with MONE but have retained a greater degree of financial and management control, which has enabled their projects to show better performance<sup>43</sup>.

#### **(e) The Role of the Provinces**

The study has so far made little mention of provincial government. This largely because the two levels of government in the education system which 'really matter' are the central (regulating) and the district (managing) levels. Despite recent changes in regulations to supposedly allocate a more important role to the province, it is not clear how this uncertain role will be exercised in practise. While most projects have tried to work with provincial government, it is not clear that there has been much success in developing an operational role.

However, it is easy to envisage an important role for provincial governments, given the size of the country and the needs to decentralize the functions of the centre. This could include building inter-district networks and resources to support the identification and spread of good practices and providing policy feedback to central government based on their contacts with districts.

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<sup>42</sup> This phrase was used by AIBEP staff to describe the problem of dealing with the uncoordinated directorates and directorates-general at MONE.

<sup>43</sup> A study of current and recent Basic Education Projects is currently being undertaken by the World Bank with Dutch grant funding, which may demonstrate this more clearly.

## **Section 4. Programs (donor and GOI) supporting the Implementation of Government Basic Education Policies**

### **4.1 Overview of the Programs**

The main programs supporting the expansion of access to JSE including the JSE Projects (WB and ADB) and the GOI JSS Expansion Projects were described in section 2. This section gives a brief overview of some of the more significant programs, which have supported the development of management capacity and the quality and relevance of education, which are important GOI priorities as it seeks to make the best use of the expanded capacity. This overview includes a number of programs targeted on primary education, which are relevant to programs which have evolved to support JSE. While support has been given to the primary sub-sector, support to junior secondary schools has been more limited, confined to REDIP-JICA, which has worked in four districts for over 10 years, MBE, which worked in JSS in 20 districts over four years and DBEP supported JSS in three provinces. In the past two years AIBEP, LAPIS, MGP-BE and DBE I and DBE3 have also started working with JSS.

After the rapid expansion of primary education came the recognition that this alone would not achieve the government's objectives of raising the education levels of the population. As a result, in 1980 a program started, which later became the 'Active Learning through Professional Development (ALPS)'<sup>44</sup> project and lasted until 1994. Besides introducing new teaching methodologies to primary schools, it also established a cluster system for teacher professional support, which was spread countrywide throughout the subsequent World Bank loan financed Primary Education Quality Improvement Project (PEQIP, 1992 – 1997), although many clusters function less than effectively owing to lack of training of those managing the clusters and lack of funding for cluster activities.

The Pemantapan Kerja Guru (PKG) program for secondary school teachers started in the 1980s, in parallel to the primary ALPS program and introduced new learning methodologies. In its later stages led to the establishment of the secondary school subject teachers' working group system, the Musyarawah Guru Mata Pelajaran (MGMP) with master teachers (Guru Inti) in each cluster. The program was supported at various times by UNESCO, UNDP and the World Bank. Subject Instructors were selected and trained in each province, many of them overseas in the UK, Malaysia and Australia. Many of the instructors/trainers trained under the ALPS and PKG projects are still being used to this day. This may be interpreted as a credit to the work of these projects, but also as a cause for concern that more training capacity has not been developed subsequently.

The next significant quality improvement project was the Creating Learning Communities for Children (CLCC) project, which was started in 1999 as a partnership between UNESCO, UNICEF and MONE. The project was heavily influenced by similar UNICEF programs in India and elsewhere. Active learning was revived as Active, Creative, Joyful and Effective Learning (better known by its Indonesian acronym: PAKEM). Improvements in learning were linked in an integrated program to two other components: School Based Management (SBM) and Community Participation in order to give a broader, whole school approach to improvement. One result of the close cooperation between GOI and the UN organizations has been the recognition of PAKEM and SBM as official government policy through their incorporation in official regulations for both primary and secondary schools.

A number of other projects have taken up and refined these CLCC approaches. These include AusAID's NTT-PEP, Indonesia-Australia Partnership for Basic Education (IAPBE: 2004 – 2007), Education Rehabilitation in Aceh (ERA: 2005 – 2007) and Australia-Indonesia Basic Education Program (AIBEP: 2005 – present), USAID's Managing Basic Education (MBE: 2003 – 2007), and UNICEF's MGP-BE. Under AIBEP the approach has been renamed the Whole School Development (WSD) approach, but remains essentially the same. Many of the programs have worked with primary schools, others, including MBE, MGP-BE and DBEP also covered junior secondary schools. AIBEP is working with those junior secondary schools which the project has built. USAID's Decentralized Basic Education (DBE) project through DBE I has been working to support school management and governance, including the

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<sup>44</sup> The program was partly funded by the British ODA and worked in seven provinces, with a number of further provinces supported solely by GOI funding.

development of community support. DBE 3 is will support these management and governance activities with teacher training.

The JICA supported REDIP project and ADB Decentralized Basic Education Project (DBEP) have supported the development of SBM and community participation but mainly linked to the use of school improvement grants provided by the projects. These ranged from Rp. 27 million per school from REDIP to over Rp. 200 million under DBEP, where much of the funding was used for school rehabilitation. Indications from those involved in implementing the projects and from internal project reports are that the main impact has been on school management and physical facilities with little impact on teaching and learning.

**Table 11: Overview of recent donor programs to develop the management and quality of education, including some primary education programs which have relevance to JSE**

Program	Scope of Program	Location
CLCC (UNESCO-UNICEF-NZAID) 1999-present	Original program to support School Based Management (SBM), Community Participation and Teaching and Learning in integrated program (Primary School only)	46 districts in 12 provinces
MBE (USAID) 2003-7	School Based Management (SBM), Community Participation and Teaching and Learning (PS and JSS) – based on CLCC Support for district planning, management and financial planning	23 districts (12 E. Java, 8 C. Java, 2 Aceh, 1 Jakarta)
IAPBE (AusAID) 2004-7	Similar to MBE and precursor of AIBEP (below). (Primary schools only)	3 districts in E. Java
REDIP (JICA)	School planning linked to grants given by the project Support for sub-district management teams	4 district (2 C. Java, 2 N. Sulawesi)
DBE 1 (USAID) 2005 - present	SBM and Community Participation (at first primary, then JS) Support for district planning, management and financial planning	Over 50 districts is Aceh, N. Sumatera, Banten, W. Java, C. Java, E. Java, South Sulawesi and Papua.
DBE 2 (USAID) 2005 - present	Teacher upgrading and certification (primary and secondary)	
DBE 3 (USAID) 2005 - present	Originally NFE and JSE, now refocusing on just JSE	
AIBEP (AusAID) 2007 - 9	Building 2,000 Junior Secondary schools (SMP and MTs) Training in Whole School Development (SBM, Community Participation, Teaching and Learning) for these schools Training in Whole District Development (Planning, Management, Finance)	Over 100 districts in at least 16 provinces
MGP-BE (UNICEF-EU) 2007- present	Mainstreaming Good Practices from previous programs, including: School Based Management (SBM), Community Participation and Teaching and Learning (PS and JSS) Support for district planning, management and financial planning	12 districts in six provinces
BERMUTU (WB) 2008 - 2012	Upgrading of Primary and Secondary School Teachers to first degree level, including through the school cluster system	75 districts in 16 provinces

Evaluations of a number of these projects adopting a whole school approach has been positive and they have also gained GOI support. An independent evaluation of the MBE program in early 2007 came to the following conclusion: *'On all accounts, the MBE project has had impressive impacts on district and school management, community involvement, and teaching and learning. When compared to the average Indonesian school, MBE-assisted schools are better managed institutions, with active community participation, richer learning environments, and teachers with a wider variety of teaching approaches and materials.'*

In support for the holistic and integrated approaches to school improvement, Richard Kraft<sup>45</sup>, in a background paper for the SISWA project concludes that, while SBM has been judged in many countries to have had little measurable effect on teaching and student performance, this is in many cases because SBM has been introduced as a reform in itself and not linked to improvements in the quality of learning. *'In order for SBM to work, it is critical to have a system for the improvement of teaching and learning in place. As has been shown in the literature discussed above, far too many SBM programs simply deal with governance and management and make little difference in how teachers teach and students improve their learning..'*

#### 4.2 Possible Future Projects

A number of donors are currently planning their future programs. These include the World Bank, AusAID, the EU and the Netherlands Government. These four donors are cooperating in the preparation of the potentially US\$1 billion SISWA project (see below). AusAID are also considering a number of alternatives to follow on from their current Basic Education Project, which finishes in 2009. JICA is expanding its REDIP project to South Sulawesi under a new name 'Prima Pendidikan'.

As a result of the favourable impact of a number of the programs mentioned above, GOI requested donor assistance in disseminating knowledge and learning about the good practices developed. An EU funded and UNICEF managed project: 'Mainstreaming Good Practices in Basic Education' is currently repackaging and disseminating a number of the program activities in twelve districts. A new project, SISWA is currently under preparation and involves the World Bank, AusAID, the EU and the Netherlands Government to carry this process further. The intention is to create a demand driven system not dependent on donors by providing grants to districts to buy in technical and other assistance. However, a considerable effort will be needed to create networks and service providers capable of giving adequate support to districts. It will certainly need the active cooperation of the major bilateral donors to the sector including USAID and their projects. The project is to be preceded with a Basic Education Capacity project to build district management capacity

**Table 12: Future possible projects to support Basic Education**

World Bank, Netherlands	Basic Education Capacity (BEC) building to prepare districts for SISWA	Starting in 2008 in at least 20 districts
World Bank, AusAID, EU, Netherlands	SISWA to support improved quality, governance and management of education, including giving grants to district to support capacity building and dissemination good practices from previous programs	Planned to start 2010, to cover at least 50 districts
AusAID	Reviewing other options for program from 2010	
JICA	Prima Pendidikan – A similar program to REDIP is being developed for JSS in South Sulawesi	

**Sector Wide Approach:** Within the context of the planned SISWA project a number of donors are discussing a 'Sector Wide Approach' (SWAp). While there are differing interpretation of the meaning of a SWAp, the most common approach involves donors in a coordinated approach to support government programs. This is the approach being advocated by GOI. The government appreciates the increasing similarity of many donor programs and their support for GOI development priorities. However, it is concerned about overlapping efforts between donors and would like to see a more rational division of effort among donors in order to ensure countrywide development. A SWAp offers donors the possibility of working in modalities with which they are comfortable, including budget assistance and more traditional project approaches. Each of these modalities has its strengths and weaknesses, but would ideally be complementary. GOI would like to use the SWAp to disseminate existing successful programs, some of which (DBE and MBE) have been supported by USAID. It appears important, therefore, that USAID be involved in the SWAp discussions.

<sup>45</sup> Richard Kraft: Sector Governance and Management: Theoretical Background and Measurement Indicators of In Indonesian Schools and Districts, December 2007

## Section 5. GOI priorities for the future

MONE has a five year strategic plan (RENSTRA) which runs from 2004-9. A number of the specific measures in MONE RENSTRA to support the implementation of Nine Years Basic Education are set out in table 13.

**Table 13: Summary of MONE Strategic Plan measures to support implementation of Nine Years Universal Basic Education**

<p><b>ACCESS</b></p> <p>Building new schools and classroom</p> <p>Developing one roof schools</p> <p>Provision of operational funding</p> <p>Rehabilitation of damaged classrooms</p>
<p><b>QUALITY, RELEVANCE AND COMPETITIVENESS</b></p> <p>Development of curriculum, instructional methods and assessment systems based on student potential and local needs and circumstances. There is an emphasis on science and technology and the development of communication and interpersonal skills.</p> <p>Professional development for educators</p> <p>Improving facilities, especially ICT</p> <p>Life skills education for out of school students</p> <p>Establishing an international standard SD and SMP in each district. In the SMP the focus will be on English as the medium of instruction.</p>
<p><b>GOVERNANCE, ACCOUNTABILITY AND PUBLIC IMAGE</b></p> <p>Capacity building for Education Board (Dewan Pendidikan) and School Committee</p> <p>Training management and leadership to implement SBM</p> <p>Development of EMIS to measure indicators of access, quality and efficiency (especially mapping against SNP)</p>
<p><b>IMPROVING QUALITY AND RELEVANCE RELATED TO TEACHERS:</b></p> <p>Teacher certification</p> <p>Recruitment, promotion and transfer systems</p> <p>Incentive and disincentive systems</p> <p>Developing capacity of institutions including LPMP and PPPG</p> <p>Assessment mechanisms for teacher training</p> <p>Improving job-related remuneration</p>

These proposed measures are supported by 'Grand Design' Penuntasan Wajib Belajar Pendidikan Dasar 9 tahun, 2006-9 (Completion of Nine Years Compulsory Education, 2006-9), which sets out measures to support the goals of Nine Years Compulsory Education. The document is jointly produced by MONE and MORA. However, the activities are almost exclusively confined to the procurement and provision of materials. There is no mention of measures to improve the quality and relevance of education beyond providing improved facilities and equipment. This is almost certainly because the document was produced by the Directorate for the Management of JSE and did not involve the Directorate General for PMPTK and illustrates the problems faced in working with MONE and MORA.

Discussion with MONE personnel revealed that a new 'Grand Design' is currently in preparation jointly with MORA to cover the period from 2010-14. This assumes that universal participation in JSE will largely have been achieved and that the focus will be on quality improvement. However, the overall plans are unlikely to differ greatly from the priorities set out above in the current RENSTRA. Indeed, a presentation to BAPPENAS and the World Bank from the then Director for the Management of JSE, Hamid Mohamed early in 2008 laid out very similar plans.

There appears to be an increasing emphasis in MONE plans on the development of International and National Standard Schools (SBI and SSN). Agnes Winarti, writing in the Jakarta Post on 27 June 2008, reporting Mochtar Buchori and other education experts cast doubt on this idea. The accreditation of

these schools is generally given in recognition of good facilities and generally benefit the better-off. The educational practices in the school differ little from other schools. Both MONE and MORA have in the last few years developed 'model schools' under various projects, which have often involved considerable investment of funds. They have as a result created a small number of elite models, which other schools cannot follow, rather than developing a system to support the hundreds of schools which districts have to support.

By contrast, most donor projects have focused on building low cost-no cost models of good practice in ordinary schools, which can be replicated by other schools. They have also focused on building local government capacity to replicate by developing local training capacity (teams of facilitators).

### **Education Standards**

Since the decentralization of the management of basic education and other services to district level central government has been working to introduce measures to ensure some control of the quality of services delivered. Two separate sets of standards have been developed. MONE developed a set of minimum service standards (MSS), which apply to each level of education from kindergarten upwards. However, there are serious concerns about the appropriateness of these MSS as they stand. Richard Kraft and Ritchie Stevenson in their paper on the Minimum Service Standards developed by MONE in 2004<sup>46</sup> conclude that '*the minimum service standards set in 2004 are not only very demanding, but in our opinion unrealistic at this time*'. They further conclude that many of the targets would be unrealistic even in developed countries. MONE has also established a National Education Standards Body (BSNP), which has developed a separate set of standards covering eight different areas including personnel, infrastructure, management and assessment. This set of standards is also complex and aspirational rather than realistic. Currently the ADB is supporting a team to review and develop a more realistic set of standards. Future education programs need to take account of the existence of these various standards but also of their shortcomings.

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<sup>46</sup> Richard Kraft, Ritchie Stevenson: Minimum Service Standards developed (MONE, 2004): *Quantity vs. Quality*, September 2007

## **Section 6. Conclusions and Recommendations**

This section identifies areas in which GOI needs future development support in order to achieve its aims of universal JSE, which is relevant and of good quality. It takes account of government policies and plans and the programs and good practices which have been developed to support these plans. It also identifies policy areas, which may need to be addressed. Support is needed at all levels of the system, especially central, district and school levels. Supporting change at one level will often lead to wasted effort unless it is supported by changes at other levels.

The areas identified are similar to many of the existing areas of intervention, which have in many cases only reached a small proportion of districts and school. Future interventions should use and/or build on existing programs, since these have government acceptance, have developed working training models and materials and have personnel available who understand and are able to deliver the programs.

### **6.1 Developing District Capacity**

As the responsibility for the implementation of the JSE system is at district level, this is a key area for future intervention. The management and technical limitations of most local governments have been described earlier. To support improvements in JSE including increasing participation, quality and relevance, districts need help in identifying areas where support is needed and designing programs to address these needs. Most districts need support in the following areas:

- Collecting accurate data to be used as the basis for planning for the allocation of resources;
- Analysing needs and making plans based on the data collected, especially in the areas of school construction and teacher staffing and deployment;
- Identifying policy and programs needed to support participation in JSE;
- Identifying the real costs of educating a child in order to implement the government's policy of 'free education' especially for poor students and budgeting to finance the needs based planning;
- Developing the technical and management capacity of districts to support improvements in management, governance of schools and the professional development of staff, including developing the cluster support mechanism for schools;
- Developing the understanding and skills necessary to work collaboratively with other local and provincial government organisations as well as NGO's

GOI would like to see current interventions such as DBE, MBE, MGP-BE, REDIP and AIBEP form the basis of the programs needed for the future.

### **6.2 School Development**

GOI has instituted changes in regulations to improve the management, governance and teaching in schools. However, these regulations have been translated only partially into models of practice and only in a small percentage of schools, often with the support of donor programs. Programs need to address the following areas:

- School management, financial management and leadership;
- School governance, especially developing the role of the school committee;
- Increasing the role of the community in supporting the school and making it more accountable to the local community, including developing local schemes to encourage transition to and continuing participation in JSE;
- Improving the quality and relevance of teaching and learning;
- Identifying policy issues to support the effectiveness of management, governance and teaching.

Programs which work in an integrated manner to address management, governance and teaching have proved more effective in bringing about real changes in schools. However, it has been found that the models which are effective at primary school level may need some adjustment before being

implemented in JSS. The reasons for this include (i) the larger size of many JSS, which means that more personnel need to be trained in order to have an impact on school performance and (ii) the subject teaching system in JSS which means that students come in contact with a variety of different teachers, whose approaches need to be coordinated.

Although primary education has received more support than JSE, it would be mistaken for all assistance to be transferred to JSE. Many primary schools and districts remain just as untouched by good practices programs as their junior secondary counterparts. There is a need to ensure that primary schools are developing the best potential of their students before they enter junior secondary schools. Schemes to increase transition from primary school to JSS will also be most effective if there is cooperation between the two levels of schools.

### **6.3 Identifying and Disseminating Examples of Good Practices**

Indonesia has a history of top-down government with districts and schools being obliged to implement schemes devised by central government. These schemes have generally been ineffective as they are not based on working models from the field. More recently, encouraged by the changes in the way the country is governed and supported by many donor programs, working models of good and innovative practices in the education sector have been developed at district and school levels, covering the areas of management, governance, finance and teaching and learning. However, many of the models are concentrated in parts of the country which have received donor assistance and many districts and schools remain unaware of these innovations and good practices. There is also a need to continue to develop new innovations.

Experience from many programs has shown that districts and schools learn best from witnessing these working models either through study visits or the use of other media, printed or audio-visual. If these examples of good practice are to be disseminated they need to be documented, publicised and mechanisms devised to support their spread. Some of these good practices have been documented by the programs which have developed them. However, there is a need to make this more systematic and less dependent on individual programs, so that districts and schools can gain easy access to information about good practices and how to access training and other support materials to help them to develop these practices in their own areas.

The World Bank is looking at ways to develop knowledge sharing systems through its SISWA project. However, experience is showing that the active involvement of donors such as USAID and AusAID and their projects is essential to make a success of this process.

### **6.4 Development Strategies for Districts and Schools**

GOI is concerned about the focus of donor programs and, in some cases, duplication of effort in certain districts and provinces. It is essential for GOI to demonstrate coordinated leadership and management and for donors to coordinate their efforts to support countrywide development. The experiences of various programs has shown it is important in selecting districts and schools for assistance to select those that show a readiness to respond to assistance. Otherwise the effort will be wasted.

Donor and other programs also need to have dissemination strategies. Within districts it is normally impossible for program, to support all schools and it is certainly impossible to support them indefinitely. It is, therefore, essential that programs and projects develop district capacity to disseminate and support programs over the long term. This will include developing management and training capacity within districts and clusters, as well as building models of good practice at school level.

### **6.5 Building Support Mechanisms for Districts**

Currently districts are mainly dependent on donor programs acting as service providers to give technical support for the various development activities at district, cluster and school levels. There is a need to develop effective systems to replace these donor programs. One possibility is to develop the potential of the LPMPs but there are justified doubts about their capacity to fulfil this role, especially over the area of a whole province. An alternative, on which DBE 2 and BERMUTU are working, is to improve the capacity of higher education institutions, especially those with a teacher training mandate to provide this assistance. As these institutions are autonomous and able to act in a commercial manner

by marketing their service, staff from these institutions are already hired by many local government to provide assistance in a variety of areas, despite their low capacity to provide it. Developing their capacity would also impact positively on pre-service teacher education.

## **6.6 Pre-Service Education**

The quality and relevance of JSE will only improve if the quality of the teaching force improves. The question of developing an effective in-service education system has been discussed above. However, it is equally important to ensure an adequate pre-service education for teachers, which introduces them to the best practices in education and prepares them as practitioners. Areas needing attention include:

- Preparation of courses which have a much more practical application and introduce student teachers to the best educational practices;
- Support for developing the practical knowledge and skills of lecturers to deliver such courses;
- An increasing practical element in courses, which involves student teachers working alongside and learning from good practising teachers. Given large number of institutions and thousands of lecturers involved in teacher training around the country, it will take a major effort to reform the system.

## **6.7 Working with Central Government**

Working with MONE and MORA in a variety of projects has proved to be challenging. It is important to remember that the ministries' primary role is to regulate and supervise the education system. However, they have often been expected, especially in multilateral donor projects, to take on project management and technical roles for which they are not equipped. This has severely impaired the effectiveness of these projects. This has been aggravated by lack of coordination between various parts of MONE and between MONE and MORA. The structure of MONE also remains substantially unaltered since the advent of decentralization, despite the massive reduction in its role.

It is important to gain the cooperation and support of key departments within the ministries. But this should take place according to their roles and capacity and should focus on the regulation and supervision of the education system. Models of cooperation which appear to have merit are those described earlier, where a number of donors (UNICEF, UNESCO, JICA, AusAID) work closely with MONE, while retaining control of funding and management and ensuring the adequate technical support is provided.

MONE and MORA both acknowledge the models of good practice which have been developed under a variety of donor programs. This has led to the government asking for assistance from the World Bank to disseminate the best aspects of these programs through the planned SISWA project. It is important that all those involved in donor programs provide information and materials to the ministries related to the work of their programs, training capacity and good practices developed, problems faced and the implications of these for national policy making.

Certain departments within MONE, which have a key role within the regulation and assessment of the education system would merit specific technical assistance. These include especially various parts of the Research and Development Body, including especially those areas which have a direct impact on schools, including the Curriculum Development Center, which has a responsibility for improving the quality and relevance of the curriculum and the Education Assessment Center, which runs the national examinations.

## **6.8 Madrasah Education**

Given GOI's laws which decree an integrated school system including both religious and conventional schools and taking into account the low capacity of MORA, especially at district level, to support and develop their schools, donors may consider focusing most of their efforts at district level on developing integrated programs to support both kinds of schools through local governments, supporting a possible eventual integration of madrasahs in the local government system. However, there is no doubt that many madrasahs, especially in the private sector, have a greater degree of need than conventional

schools especially in the area of improving teaching and learning. Programs should be designed to take account of these needs while at the same time treating the education system as an integrated whole.

## **6.9 Recommendations for Further Study**

The World Bank is about to embark on a comparative study of the various donor programs working to improve the quality of education in Indonesia. This will cover both primary and junior secondary education. It will attempt to assess the usefulness and impact of the various programs and make recommendations to support their future development and dissemination and should be useful in informing USAID future strategy. There are a number of areas where more in-depth field work would be useful to inform choices about future government policy and donor support. Some of these are set out below.

### **(a) Schemes to Improve Student Transition and Participation**

There is a program of scholarships to encourage student transition to and participation in JSE aimed at poor children already in school, but there appear to be only a few isolated examples of other schemes such as conditional support to families and school bussing. It would help inform future initiatives if a study were able to identify and document more fully these and other initiatives that may be found and gauge their effectiveness in encouraging student participation. The study might also document practices from other countries such as conditional cash transfers in the hope that these might be tried in the Indonesian context.

### **(b) Local Curriculum Adaptation**

The government is keen to encourage 'contextual learning' and life skills programs in order to make JSE more relevant to students needs. However, schools are undoubtedly having difficulty turning these intentions into practice, especially as few models currently exist. It would be informative to undertake a study to identify schools which have succeeded in implementing these programs. The study should cover both the core curriculum and the local content curriculum and should look at what schools have achieved and how it has been implemented. It would be useful also to include an international aspect to this study by reviewing how the issue of curriculum relevance has been addressed in other countries.

### **(c) The Quality and Effectiveness of SMP Terbuka and One Roof Schools**

While SMP Terbuka (Open JSS) have made a small if useful contribution to engaging students in JSE who would otherwise not have participated, concerns were expressed at central and district levels about the quality of the education being delivered. One roof schools have also been established to give access to JSE in rural and remote areas with small number of students. Many of them are relying on primary school teachers to teach the JSS students. It would be useful to assess the quality and effectiveness of both SMP Terbuka and One Roof Schools and to survey good practices in both, which could be disseminated to improve the quality of other such schools.

## **6.10 Policy Areas to be Addressed**

As pointed out earlier GOI has brought in many policy changes through laws and other regulations in the past few years. However, in many cases they have been introduced (i) with inadequate consultation with stakeholders as to whether they are practical and can be implemented, and (ii) without adequate support for their implementation at local level. As a result many reforms such having a strategic plan or a school committee and putting into effect SBM or the new curriculum remain only partially implemented. This is an area in which donor support has been invaluable in building models of good implementation. It is important that central government regulations are developed in partnership with districts in order to correspond to real needs.

A number of policy areas remain critical to improvement the provision of basic education including JSE. These concern finance and teachers.

**(a) Education Finance**

Proper financing of education remains central to improving its quality and, as pointed out earlier, inequities in funding normally impact more heavily on already poor districts, schools and students. Central government is faced with a dilemma of how to comply with decentralization whereby funding for and management of basic education is mainly devolved to districts, while at the same time ensuring a satisfactory standard of service across the country. In order to achieve this, a mesh of funding mechanisms has developed. Most funding is passed through the general funding allocation (DAU) and a large portion of the education allocation covers teacher's salaries. Funding for the BOS and for much school construction and repair is passed through special funding allocations from the central government or via the province. However, there are far too many mechanisms and projects passing funding down and often duplicating each other and much funding is inherently inequitable. It is prone to lobbying and, in the case of the DAU, it is based on historic expenditure patterns, not on needs (such as head of population). There is a need to work with GOI to develop simpler, more transparent and equitable funding mechanisms.

**(b) Teachers**

Teachers are the key factor in assuring a quality education. However, despite the Teachers' Law, many issues remain to be addressed, as explained above in the section of teacher issues. The Education Sector Review devoted a chapter to teacher management and performance and the World Bank, in particular, has been pressing government to act on these issues in order to improve teacher deployment and increase teacher professionalism. Under the BERMUTU project five districts are piloting ways of deploying teachers more related to the number of students and ensuring the more even distribution of teachers. However, these issues need to be supported by government regulations, otherwise local governments are accused of acting outside the law and are unable to carry through their policies. Regulations need to address issues of school staffing, teacher deployment and professional conduct.

**(c) School Management and Governance**

Changes in school management and governance, especially the introduction of SBM, school committees and the BOS have had a limited impact on many schools, since many schools have received little useful training and, therefore, have little idea how these translate into practice. There is need to build models of good management and governance practices supported as necessary by policy and regulations to define the roles and duties of school committees, principals and teachers more clearly.

**(d) Appointment and Transfer of Local Government Staff**

One of the main obstacles to good management of the education system in many districts is the frequency of changes in key local government personnel, often driven by changes of political personnel. The changes often result in discontinuity of policy and programs. Promising development programs often come to a sudden halt, as the local personnel running them are replaced by personnel with no knowledge of the programs. Central government is well aware of the need to address this issue. Policies and guidelines about human resources management are desperately needed.

**(e) Data Collection and use**

The collection of data has become especially problematic since the introduction of decentralization of local government. MONE and MORA have to plan for the education system with data that is often very late, inaccurate and incomplete. In many cases the districts themselves have incomplete and inaccurate data. MONE has attempted to improve the situation with the introduction of an online data entry system (Padati-web), but has had only limited success. This is a policy issue which needs to be addressed, possibly with a policy of 'sticks and carrots' – incentives for those district which deliver good data and sanctions for those who fail to.

## Annex 1: List of Documents read or referred to

ADB	Second Junior Secondary Education Project Completion Report, 2005
Australia Indonesia Partnership	Annual Sector Monitoring Report, November 2007
BAPPENAS-UNDP	Indonesia Human Development Report 2004
Daniel Suryadarma, Asep Suryahadi, Sudarno Sumarto	Causes of Low Secondary School Enrolment in Indonesia, SMERU 2006
DBE I	Guidelines for Drawing up School Work Plans for JSS (SMP and MTs)
DBE3 (2007)	Youth Consultations Report on Causes of Drop-out
Directorate of JSE Management, MONE	Penuntasan Wajib Belajar Pendidikan Dasar Sembilan Tahun, 2008 (Completing Nine Years Compulsory Basic Education)
Directorate of JSE Management, MONE	Summary of Program Achievements and Costs, 2004-8
E. Sweeting and others	Study of the School Committee, MBE Project (USAID, 2004)
Esther Duflo, American Economic Review	School and Labor Market: Consequences of School Construction in Indonesia, September 2001
Gabriel Matters	The National Examinations Indonesia (Presentation for Education Sector Assessment Workshop). August 2008
GOI	National Plan of Action: Indonesia's Education for All
Hastuti et al	A Rapid Appraisal of the PKPS-BBM Education Sector: School Operational Funding 2005, SMERU 2006
L Power & Yufiarti (2006)	What is being done at the National Level to ensure young people are able to complete basic education?
L. Power (2005)	Formal Education Situation Analysis
MONE	Education Strategic Plan (2005 – 9)
MONE	Pelaksanaan Wajib Belajar 9 Tahun (Implementation of 9 Years Compulsory Basic Education
MONE, MORA	<i>Grand Design</i> , Penuntasan Wajib Belajar Pendidikan Dasar 9 tahun, 2006-9.
MORA	Education Statistics 1998-2007
Richard Kraft, Ritchie Stevenson	Minimum Service Standards developed (MONE, 2004): <i>Quantity vs. Quality</i> , Background Paper for WB BEC and SISWA projects, September 2007
UNESCO-UNICEF	CLCC Phase I Final Evaluation,
UNICEF, MGP-BE Project	District Capacity Review Report, March 2007
USAID	MBE Project Final Evaluation, March 2007
World Bank	Education Sector Review
World Bank	Investing in Indonesia's Education
World Bank	Project Appraisal Document: BERMUTU project
World Bank	Country Classification Data and Statistics, 2007
World Bank	East Asia 10 Years After the Financial Crisis, April 2007
World Bank-ADB	JSE Project Completion Reports
World Bank	Central Indonesia Junior Secondary Education Project Implementation Completion Report, 2005
World Bank	Junior Secondary Education Project Performance Assessment Report, 2006
World Bank Poverty Group	Making the New Indonesia Work for the Poor

## Annex 2: List of Person Met

### National Level

Dodi	Staff of EMIS, MORA, Jakarta
Dudley Blane	Australia Indonesia Basic Education Program (AIBEP)
Hanafi	Head of Nine Years Basic Education Team, MORA, Jakarta
Joseph Williams	Head of Education Office, USAID Jakarta
Chimi Thonden	CTO DBE 3, USAID Jakarta
Ester Manurung	USAID Jakarta
Karen Taylor	Australia Indonesia Basic Education Program (AIBEP)
Mark Heyward	Staff of DBE 1 project (USAID)
Nandang	
Frank Hijmans	
Mary Fearnley Sander	Consultant to the BERMUTU project, PMPTK, MONE
Rahmat	Head of External Cooperation Section, MORA, Jakarta
Retno	Head of Basic Education Section, Statistics Center, MONE
Riza	Secretary to the AIBEP Project Management Unit, MORA, Jakarta
Robert Cannon	Consultant to the Mainstreaming Good Practices in Education Project (UNICEF)
Rosfita Roesli	World Bank, Jakarta
Prima Setiawan	World Bank, Jakarta
Sediono	Sub-Director for Education and Training, Directorate General PMPTK
Ibu Yani Ariani	Staff of Directorate General PMPTK
Supriano	Program Section, Junior Secondary School Management Directorate, MONE
Tom Chesney	Deputy Chief of Party, DBE 2 project (USAID)
Yenny	Sub-Director for Management, Directorate for Management of JSE
Zufar	Consultant Coordinator, Proyek Perluasan SMP, MONE (Junior Secondary School Expansion Project)

### District persons met

Dra. Lilian Rahman, M.Pd,	Head of Education Office, Kab. Gorontalo
Tommy AR Bowta, S.Pd,	Staff of Education Office, Kab. Gorontalo
H. Abdul Hakim	School Principal, SMP 1 Selong, East Lombok
H. Muhlis	Local Parliament member, Selong, East Lombok
Ha. Salmia	MORA, Selong, East Lombok
Mezak Noya	Planning Staff, Education Office, Central Maluku
Aliyah	Subdistrict Education Office Staff, Central Maluku
Dr. I Rimfot	Head of Islamic Education Section, MORA, Central Maluku
Yuli Hernanto	Head of Secondary Education, Kuantan Singingi, Riau
Akhmad Jaya	Head of Junior Secondary Data Section, Pandegelang, Banten
Yayan	Head of Subdistrict Education Office, Cikesik, Pandegelang, Banten
Hari Lasmei	Head of Junior Secondary Education Section, Central Lampung
Imam	Head of Planning Section, Education Office, Lebak
Baban Bakhtiar	Head of Islamic Boarding School Section, MORA, Lebak
Umanto	Staff of MORA Lebak, Banten
Qomaruszam	Head of Islamic Education Section, MORA, Central Lampung
Masrul Hakim	Staff, Islamic Education, MORA, Kuantan Singingi, Riau
Dedi Supriyadi	Staff, Islamic Education, MORA, Pandegelang, Banten

### **Annex 3: Conclusions from Study on Causes of Low Secondary School Enrolment in Indonesia<sup>47</sup>**

We find that in Indonesia the highest number of dropouts occurs during the transition between school levels. In this paper, we focus on finding out the factors that cause the non-continuation to junior secondary school among primary school graduates. There are some results worth reiterating.

Firstly, we find that consumption expenditure, as a proxy for welfare, significantly affects the probability of continuing. Secondly, we find that the individual variables that directly influence the chances of continuing are the child's ability, measured by their performance in the primary school national final examination, and the child's gender, where girls have a lower probability of continuing. Thirdly, the results show that religious background plays a significant role, where children from Muslim families have a significantly lower probability of continuing.

Fourthly, we find that building more schools increases children's probability of continuing to secondary school. Finally, among the community variables, we find that a higher employment opportunity in a community negatively impacts children's continuation to junior secondary school.

Given the results, there are several policies that the government could take to help the efforts to achieve universal junior secondary education. Firstly, the government has to alter the scholarship targeting scheme should they want to reach children who do not continue to junior secondary school after completing primary school. Another policy that could be taken regarding this issue is to increase the opportunity cost of not going to school by providing cash subsidies directly to families on the condition that their children are enrolled in a junior secondary school.

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<sup>47</sup> Daniel Suryadarma, Asep Suryahadi, Sudarno Sumarto: Causes of Low Secondary School Enrolment in Indonesia, SMERU 2006

Secondly, given the significant role of religious background in affecting the taste for education, there may be a need to enact policies targeting families from specific religious backgrounds, for example, a specifically targeted campaign to promote the importance of education.

Thirdly, combining all the above-mentioned demand-side interventions, with building more junior secondary schools in carefully chosen locations and equipping them with an adequate number of teachers of sufficient quality, is still very important.

These policies do not require a large amount of additional funding relative to the government's current education outlays. However, the government should start refocusing its spending and scholarship programs to target those who go missing from the education system after finishing primary school. Should the government enact the necessary policies, then its goal of achieving universal junior secondary school enrollment may not be too far away.