

VIII

Goal 6: Improving and Assuring Education Quality and Standards



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Goal 6: Improve all aspects of the quality of education and ensure excellence so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills

A. NATIONAL POLICY AND STRATEGIC FRAMEWORK

The Dakar commitment focuses on: i) improving the outcomes and outputs of education, including student and school performance and increased number of qualified graduates proceeding to the next level of education, ii) improving the availability of key quality oriented inputs, especially instructional materials, qualified teachers and supervisory systems and iii) improving quality assurance systems, including education standards setting, standards monitoring and controlling the standards of inputs including infrastructure.

Consistent with the Dakar commitment, the Government has adopted a number of key strategies for quality improvement:

- *Improved student and school performance* through: i) strengthening student examination systems and school accreditation systems, ii) setting up institutional arrangements for the setting of standards and governance through legislative, regulatory and or-



organisational reform and iii) strengthening central, provincial and district capacity to implement these performance monitoring systems.

- *Improved availability of key quality oriented inputs* through: i) setting out minimum standards for these inputs, including infrastructure, instructional materials and qualified teachers and ii) setting out financial and management guidelines for the provision of these inputs and related resource management at school levels.
- *Strengthened quality assurance systems and capacity building* through: i) revision of roles and responsibilities for education standards setting and monitoring, including increased autonomy for standards monitoring organisations, ii) revised roles and responsibilities for quality assurance of teachers and education personnel, including new organisational arrangements at central levels and iii) increased autonomy to school managers and committees for management for resources and reporting on student and school performance results.

Many of these strategies have been revised and updated over the period 2003/05, guided by the legislation and regulations stemming from the education law 20/2003.

B. IMPLEMENTATION ARRANGEMENTS

Implementation arrangements for education quality improvement and assurance consist of:

- Implementing and socialization the national educational standard (NES), led by the Board of National Education Standards (BSNP) and central, provincial and district departments.
- Empowering educational quality control through graduate competency standards, examinations as quality control tools, school accreditation and surveys in reading, scientific and mathematical literacy, led by BSNP and the Board of School Accreditation and



Directorates of Primary and Secondary Education and Out-of-School Education.

- Empowering and development formal and non-formal education through educational services rehabilitation with minimal standard, quality teachers, and textbooks facilities, with a lead role for the new Directorate of Quality Improvement for Teachers and Education Personnel and Directorate of Higher Education.
- Development quality process implementation through school based management, time on task, and subject matter supervision, led by the provincial and district education authorities.
- Development educational stakeholder's commitment and conscious through supporting government, legislative board and communities, mobilised through the Secretary General's office, Directorate of Education Research and BSNP.

At the field level, these strategies and programs are implemented through schools under the auspices of MoNE and MoRA, private schools, Universities and community/NGO groups.

C. NATIONAL PERFORMANCE IN ACHIEVING EFA GOAL AND RELATED OBJECTIVES

A significant achievement has been the agreement on what will constitute minimum standards and competencies of student performance over the next few years. Previously, between 1998 and 2003, education standards were varied on an annual basis,

Figure 46: Examination Scores, Junior Secondary

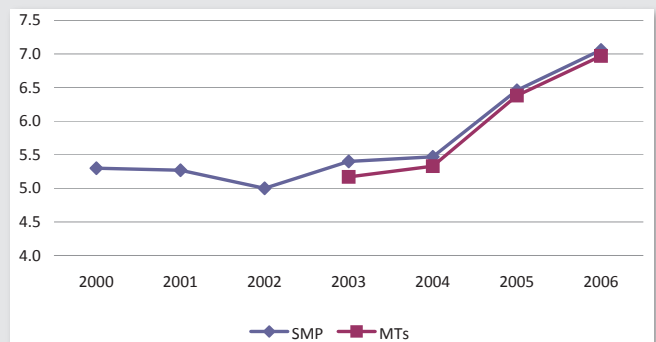


Figure 47: Examination Scores, SMA, MA & SMK

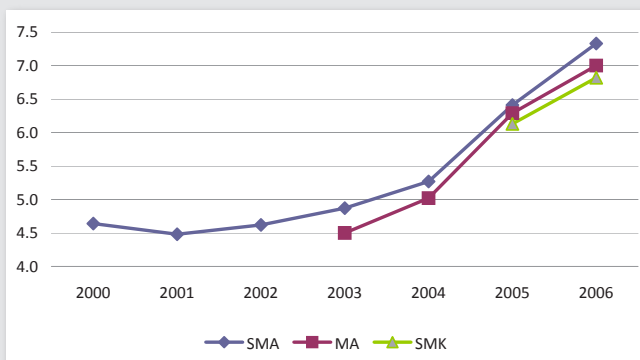
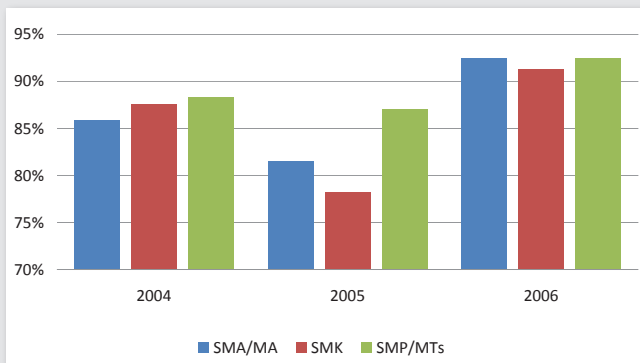


Figure 48: Average Examination Pass Rates



making time series monitoring problematic. The BSNP, established in 2004, has taken the lead in defining standards, ensuring the security of examinations systems and the broader governance of education standards.

Overall student performance, as defined by average ex-

aminations scores, has improved significantly in both junior and senior secondary schools. The gap between MoNE and MoRA schools student performance has also narrowed (see *Figures* below).

For specific subjects, senior secondary examination scores have also improved. For Indonesian language, average scores have risen from between 5.3-5.9 in 2004 (across the different streams) to 7.3-7.8 in 2006. In English, scores have risen from 4.8-5.3 to 6.9-8.0 over the same period. For mathematics, scores have risen to 6.8-7.6 from 5.0-6.2 between 2004 and 2006.

For junior secondary, the average score in Bahasa Indonesia has risen from 5.8 to 7.4 in the past 3 years. In English, the improvement has been

from 5.2 to 6.6. In Mathematics, average scores have risen from 5.3 to 7.1 over the same period.

The improvement in standards is confirmed by encouraging performance in international and regional Olympiads where Indonesian students won a number of gold, silver and bronze medals in mathematics, physics, biology, chemistry and theatre over the past three years. For example, in 2005 and 2006, Indonesia won an average of 50-60 medals each year, in various Olympiads.

Another indicator of improved education standards and quality is the rise in pass rates in national examinations over 2004-2006. It should be noted that these improved pass rates are against agreed minimum standards which allows tracking of changes over time.

Extensive progress has been made in setting standards for schools and accreditation. Minimum standards for school performance and relevant inputs were established and disseminated in 2004. Capacity to undertake school performance accreditation has been expanded through the board of school accreditation and provincial/district accreditation and supervisory sys-

Figure 49: Percentage of Schools Which are Accredited

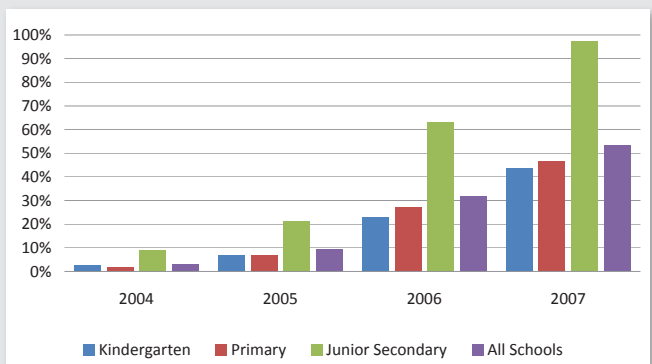


Figure 50: Teachers by Academic Background, 2006

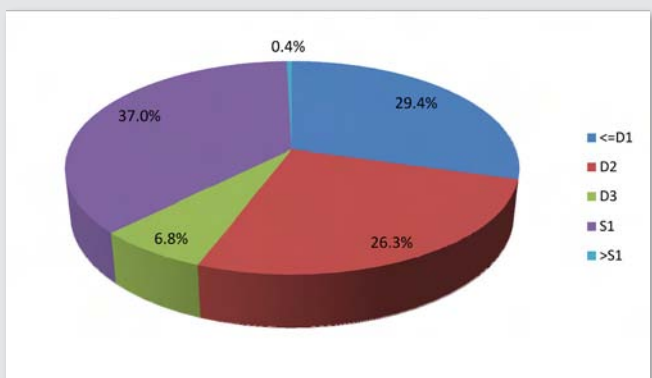
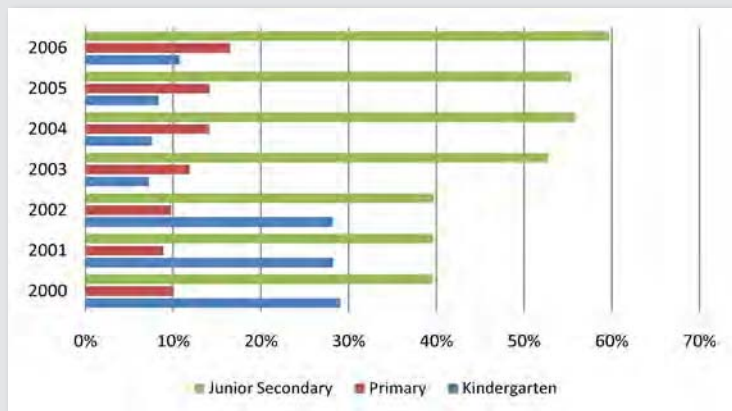


Figure 51: Qualified Teachers (\geq S1/D4) By Level



tems. The number of institutions accredited annually has increased around 8,000 in 2004 to 54,000 in 2006, with priority for primary and junior secondary schools. Currently, 53% of all institutions have

been formally accredited and the target is to complete this process by the end of 2009.

It is recognized that a well qualified and highly motivated teaching force and school management is critical for improving and sustaining education standards. Extensive progress has been made in systematic planning for upgrading the performance and professionalism of the teaching service.

A baseline study was undertaken in 2004 which revealed a number of important findings. The Academic background and subject mastery of teachers needed to be upgraded. For example, in 2006, less than one third of teachers had a degree or equivalent. Baseline tests for teachers at kindergarten and primary school showed that scores on mastery tests were only 52% and 38% respectively. Teachers' mastery of mathematics, science and history (key subjects in the curriculum) were particularly limited.

As a result, Government has taken a number of key actions. A new Directorate of Quality Improvement for Teachers and Education Personnel was established in mid-2005, specifically mandated to lead the education staff upgrading program. New legislation and regulations have been passed setting out: i) all teachers and school managers must have at least S1/D4 qualifications and subsequent performance certification, ii) in-service up-

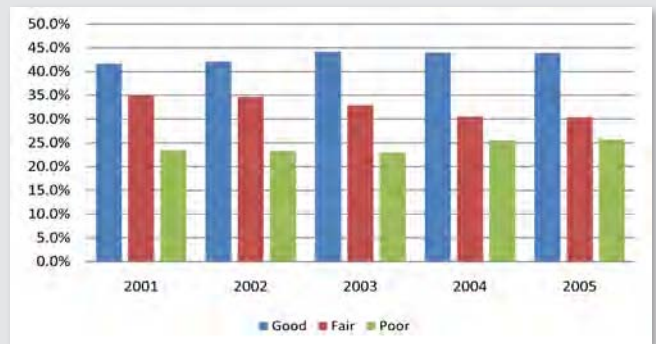
grading will be provided through a new program, managed and delivered by accredited University education departments, iii) innovative in-service teacher education delivery systems will be introduced (e.g. use of school cluster and district support), and iv) performance based incentives for teachers will be introduced, linked to achieving academic and professional credentials and willingness to work in more difficult and remote areas. This program is now being implemented, with careful phasing and sequencing.

Applying the regulations retrospectively indicates a mixed picture. The qualifications of the primary teaching service has improved over the past 6 years, with the proportion of teachers with the minimum qualifications rising from 10% (2000) to 14% (2006). For junior secondary, the proportion has risen from 40% to 55% over the same period. Government recognizes that accelerating and expanding the teacher upgrading program, with a target of all teachers qualified/certified by 2015, is a fundamental challenge for quality improvement.

Government also recognizes that more performance oriented school management and governance systems are critical for quality improvement. A baseline survey⁶ indicated that school committees are not being fully effective (80% only met every six months).

A number of steps are being taken, including: i) issue of legislation and regulations setting out powers and responsibilities of school principals and committees (in 2004), ii) issue of national operational guidelines for results based management in schools and iii) extensive nationwide school

Figure 52: Primary Classroom Condition



⁶ From Education Sector Review – Data Source: Bali Impact Crisis Survey, 2003

principal and school committee management/governance training. These capacity building programs have been extensively supported by the international community.

Government has also taken very significant steps to assure sustainable supplies of key quality oriented inputs, especially well maintained school infrastructure, effective textbooks and essential school educational supplies. Substantial progress has been made in improving the physical condition of classrooms with the proportion of classrooms in good condition increasing from 46% to 50% in the past 5 years and the number of classrooms in fair/poor condition being reduced. Government initiatives have included: i) setting minimum standards for school infrastructure in 2005, ii) strengthening school building condition information systems in MoNE and MoRA, iii) strengthening school facilities development planning systems in MoNE and MoRA and iv) mobilizing and implementing a nationwide school repair and rehabilitation program, valued at several trillion rupiah each year.

In 2000, primary and secondary school textbooks were not assured in schools. For example, on average, only 58% of primary school students

Figure 53: National SMP Exam Scores, 2006

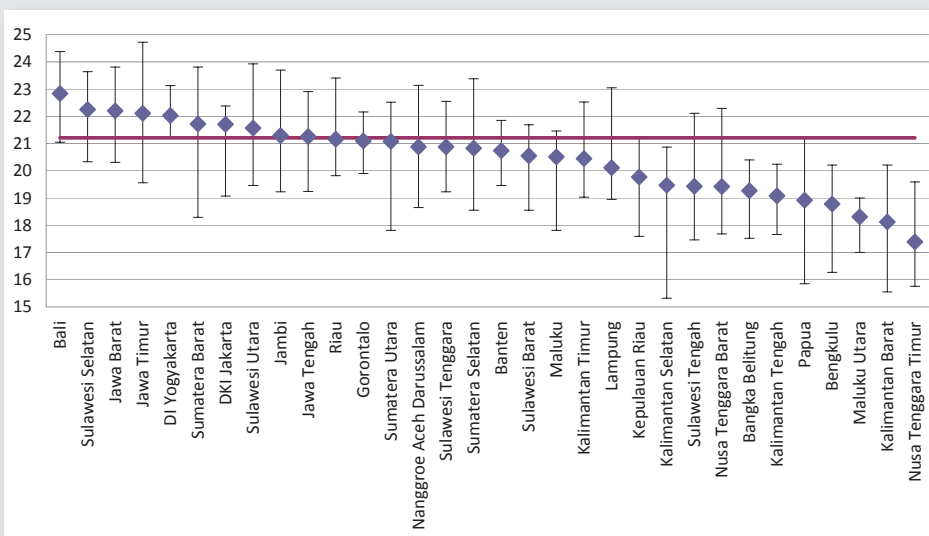


Figure 54: National MTS Exam Scores, 2006

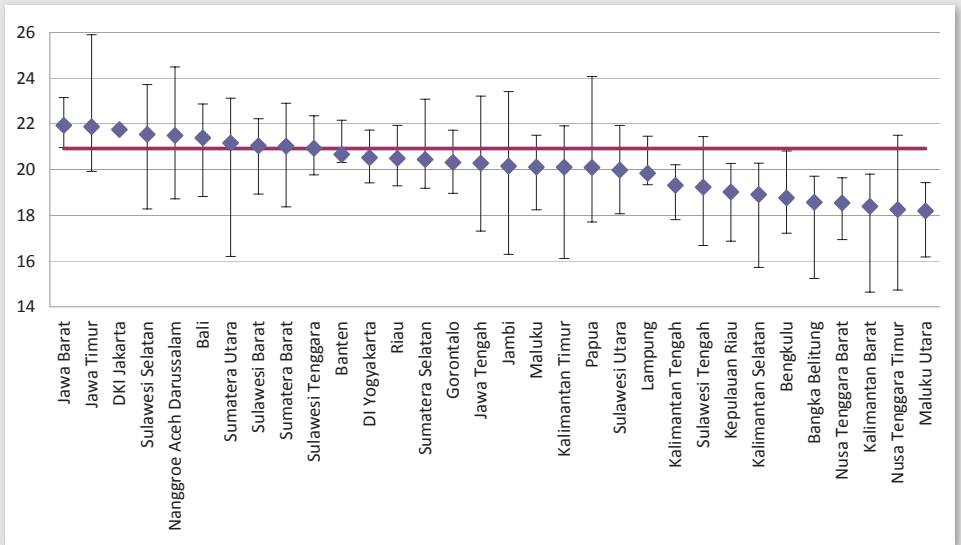
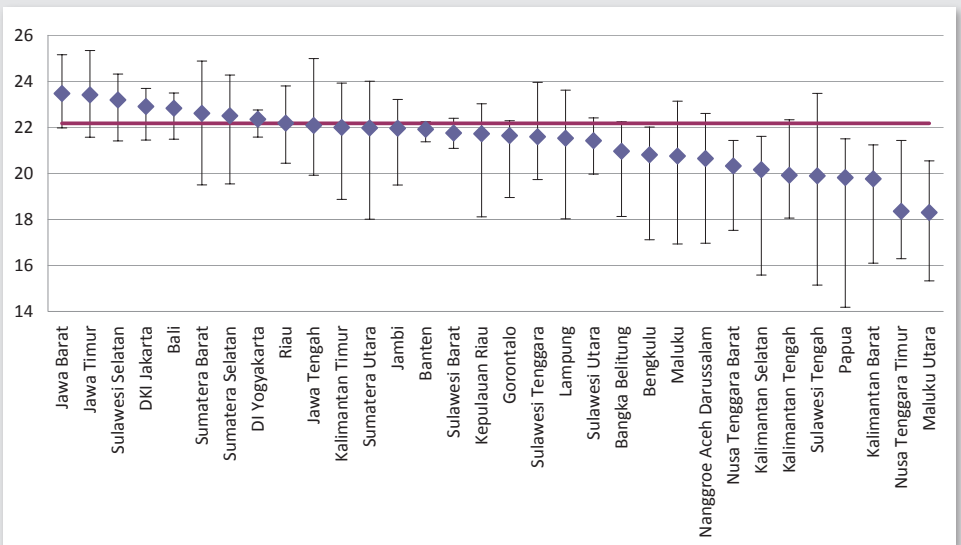


Figure 55: National SMA Exam Scores (Average Across all Streams), 2006



and 53% of secondary school students had compulsory textbooks. The availability ranged from 38% to 75% across provinces. Government has taken a number of key initiatives in the past five years, including: i) es-

tablishing a textbook review and approval process, in line with national curricula, through the BSNP in 2004/05, ii) nationwide introduction of the school operational budget program (BOS), including initial guidelines of use of funds for textbook provision in 2005 and iii) introduction of a nationwide textbook BOS, targeting the poorest families, in 2006. Government intends to monitor the impact of these initiatives on textbook quality and availability in 2007.

D. KEY PERFORMANCE VARIATIONS

The junior secondary school exam consists of three core subjects; Bahasa Indonesia, Mathematics and English, each worth 10 points; giving a maximum possible score of 30 points.

Despite significant improvements in national average scores in examinations, there are significant provincial variations. For example, the provincial range for junior secondary national exams is from around just under 23.0 (in Bali) to almost 17.5 (in NTT). There are five provinces where the average score is less than 19.0, including NTT, Kalimantan Barat, Maluku Utara, Bengkulu and Papua. For madrasah junior secondary schools (MTS), the variation in provincial performance is slightly narrower from almost 22.0 (Jawa Barat and Jawa Timur) to around 18.0 (NTT and Maluku Utara).



Within both better and poorer performing provinces, there is significant performance variation across districts. For example, four provinces have a variation in district scores of 5 points or more, including: Jawa Timur, Kalimantan Selatan, Papua and Sumatera Barat.



The broad pattern of examination scores at senior secondary (SMA) is similar to that observed in junior secondary. However, the range of individual

district scores shows the highest variance across the various levels of education. For example, the lowest district score of almost 14.0 is seen in Papua, compared to the highest district score of around 25.2 (seen in Jawa Timur), giving a variance range of over 11.

Generally, the poorer performing districts tend to be more rural, more remote, more poor and are under resourced in terms of both operational budgets and availability of better qualified teachers and managers. These constraints are particularly acute in senior secondary where specialist teachers for mathematics and science are difficult to deploy to more rural/remote districts.

National examination results and provincial/district comparative data are now increasingly in the public domain. Central Government is assuring

Establishing the Board of National Education Standards

Government recognised the importance of setting and monitoring well defined education standards for student performance, curriculum, textbooks and infrastructure.

As a result, the Board of National Education Standards (BSNP) was legally constituted in 2005 to provide independent oversight of national examinations and other standards monitoring processes. A National Board of School Accreditation (BAN) was also setup for overseeing standards for formal, non-formal and higher education.

The BSNP is an independent body consisting of highly respected national experts from the Universities, professional organisations and community groups who work mainly on a voluntary basis to help uphold Indonesian education standards.

provision of the necessary inputs for quality improvement. The challenge will be for individual provinces and districts to begin to design local solutions to local quality improvement problems and mobilise local commitment to changes that will begin to reduce these quality gaps.

E. CHALLENGES, STRATEGIC PRIORITIES AND ISSUES

Enabling Implementation of Teachers Law and Regulations: A top priority is to strengthen capacity to implement the legislation on teacher upgrading and professionalism through: i) finalising a phased action plan and targets, including capacity building strategies at provincial, district and local levels, ii) strengthening capacity of selected Universities and other providers to deliver a decentralised in-service program and related certification/accreditation processes, iii) improving teacher management and performance information services in order to monitor implementation progress and iv) measures to rationalise and improve efficiency of teacher pre-service training and teacher deployment, in order to ensure appropriate salary and non-salary budget shares.

School Based Management Systems

Under the education law 20/2003, schools and school committees were delegated significant authority in the running of schools and ensuring a conducive teaching and learning environment.

MoNE and MoRA have adopted guidelines for school based management and related capacity building programs for school managers and school committees. Alongside Government, a large number of donors have supported implementation, sometimes working together in targeted areas.

One component of the program covers 11 provinces, 42 districts and 3,750 schools with support from local Government, a number of donors, commercial banks and NGOs. The program is being further expanded from 2007 onwards with support from other donors and local Government.

Assuring Effective Implementation of School/Textbook Operational Budget Programs: A second priority is to ensure that the new operational budget programs optimise impact on education standards and quality improvement. Key strategies include: i) strengthening monitoring, account-

ing and audit systems at various levels in order to track the use of operational funds, ii) strengthening school management/governance capacity to optimise use of funds, in line with agreed school development plans and targets and iii) annual review of current operational budget guidelines, based on surveys and lessons learned, in order to optimise impact on access and quality.

Strengthening Quality Oriented Governance and Accountability Mechanisms: It is recognised that quality improvement needs to include a combination of both supply and demand side strategies. In order to strengthen the demand-side, strategic priorities include: i) use of annual education standards information at all levels as a basis for revising provincial, district and school plans, ii) reviewing current provincial/ district/ school variations in school/ student performance as a basis for remedial measures and any need for funding equalisation strategies, iii) strengthening district standards monitoring and school supervisory systems, using standards data to inform local parliaments, school committees and other stakeholders of the need to review approaches.



IX

Identified Challenges and Reforms in Education



DEPDIKNAS



Mansyur Ramly
(Ka Balitbang)



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IX Identified Challenges and Reforms in Education

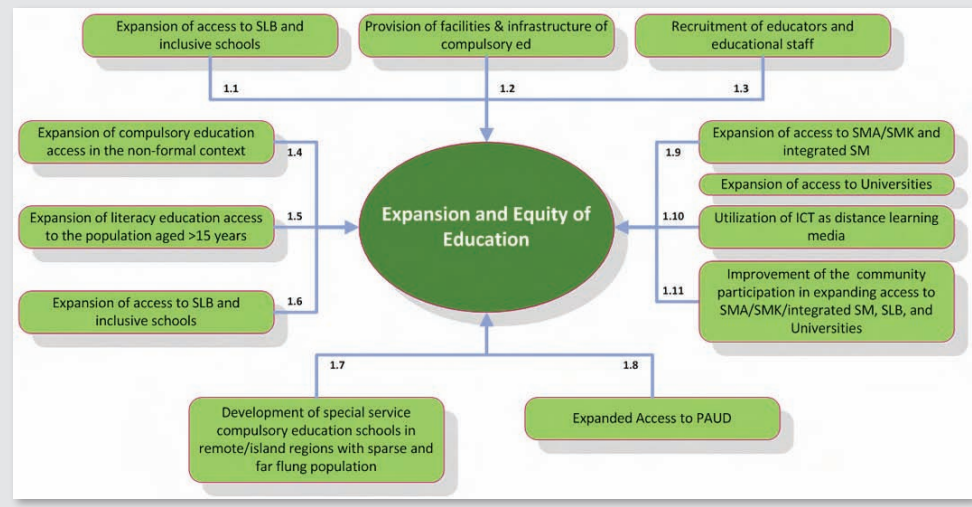
A. ENABLING EXPANSION AND EQUITY OF EDUCATION

Previous education sector performance assessments and the National EFA Action Plan set out the main challenges to achieving EFA access goals and targets. The Governments Renstra 2005-2009 sets out the key strategies for achieving equitable access to basic education, expanded lifelong learning opportunities and assuring gender equity. See *Figure* below for an overall strategic framework.

Government has identified its medium-term strategic priorities for overcoming these access and equity barriers. A key strategy is the construction of new junior secondary schools, especially in districts with low enrolment. The introduction of one-roof schools (combined primary and junior secondary schools on the same site) is designed to reduce primary grade drop-out and repetition and increase transition to junior secondary education. This strategy is expected to have a particularly positive impact on the number of poor children attending junior secondary schools.

A related strategy is to better harmonize formal and non-formal provision of basic education through accelerating equivalency and school re-entry programs, alongside distinctive new provision for older students unwilling or unable to return to mainstream education.

Figure 56: Framework of Priorities - Expansion of Equity of Education



Government has adopted a revised financing strategy to alleviate many of the direct cost barriers to equitable access to basic education and other life-long learning opportunities. From the start of the 2005 academic year, all public and private madrasah and primary and junior secondary schools are receiving a per-student allocation to ensure that all students have equal access to basic education, irrespective of ability to pay,⁷. Other flexible models are being promoted, including community life-long learning centres for formal/non-formal provision, expansion of flexible equivalency programs and open and distance schooling. Construction of new junior secondary schools, as close to home as possible, is designed to reduce or eliminate other direct and opportunity costs to families related to school attendance. For poor children, neighbourhood schools will also begin to alleviate social and cultural barriers to accessing formal education.

The EFA Mid Decade Assessment provides a preliminary indication that many of these strategies are showing positive impact at the national level. Nevertheless, a challenge is to address the very significant provincial and district variations in access and equity, especially for junior secondary

⁷ Rp 235,000 per student per year for primary schools, and Rp 324,500 for junior secondary school students.

education and subsequent lifelong learning opportunities. Assuring the last 5% of primary school age students and last 20% of junior secondary aged students attend school will require flexible, innovative and context specific solutions. A related challenge will be to strengthen the capacity and commitment of these under performing districts to design and implement their own innovative solutions. The growing number of success stories, through formal and non-formal approaches, will be shared extensively nationwide to help inform innovative program design.

Another challenge will be to assure equitable access to life-long learning opportunities, beginning with improved access to senior secondary education, higher education and other skills training opportunities. The central principle will be to build on and extend existing public private partnerships, including private schools and universities and work place based training offered by employers. The challenge will be to formulate strategies that strengthen these partnerships, clearly define Governments enabling and provider role and ensure that any increased Government provision mobilizes additional support from other sources.

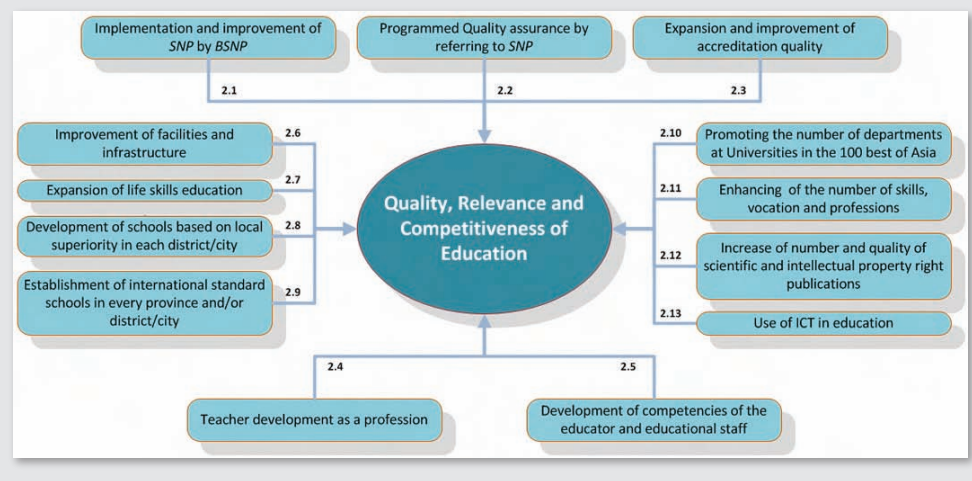
B. ASSURING QUALITY AND RELEVANCE OF EDUCATION

The National EFA Action Plan sets out the key challenges for education quality improvement and assurance, related to both anticipated quality outcomes/outputs and proposed quality improvement activities and in-



puts. The Governments Renstra 2005-2009 sets out the key strategies for assuring quality and relevance in basic education and lifelong learning. See *Figure* below for an overall strategic framework.

Figure 57: Framework of Priorities - Quality, Relevance and Competitiveness of Education



Government has identified and is implementing a number of strategies to improve quality, relevance and competitiveness of education services. Key strategies include i) expansion of education standards setting and monitoring systems through the establishment of the Board of National





Education Standards (BSNP), ii) introduction and implementation of new teachers professionalism and quality assurance standards, through new legislation and organizational reform at central, provincial and district levels and iii) review of teacher utilization and deployment norms, incorporating potential measures to increase non-salary operational spending, especially on instructional materials and school maintenance.

These strategies include a mixture of demand and supply-side interventions, including i) review of national primary and junior secondary school curricula and core textbooks and ii) immediate rehabilitation of primary and junior secondary schools in poor condition, in order to ensure a conducive learning environment. All these measures are underpinned by the setting of new minimum service standards related to outcomes (e.g. student exam performance) and inputs (e.g. school infrastructure standards, textbook availability norms).

A key challenge will be to strengthen provincial, district and local capacity to implement the teachers law/regulations and school/textbook operational budget support programs effectively, including efforts to utilize and deploy teaching staff more equitably and efficiently. A second challenge will be to begin to reduce the quality gap between and within provinces and districts, especially through measures to deploy better qualified teachers to under-performing districts. A related challenge is to achieve

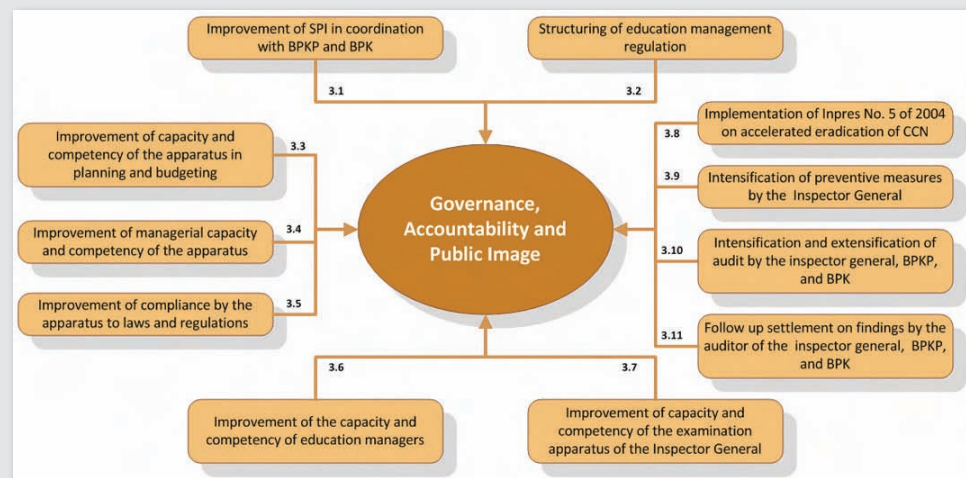
greater equity in per-student spending across provinces and districts and ensure that any increased central expenditure results in additional spending by provinces/districts rather than the reverse.

A further challenge is to stimulate the demand side for improved quality and relevance through building up strategic partnerships with employers in the governance and management of schools and training institutions. A priority is to take steps to improve the responsiveness of institutions to changing work force skill requirements through flexible institutional and organizational arrangements, which allow changes in teaching staff skill mix and resource allocations, as training priorities evolve.

C. STRENGTHENING GOVERNANCE AND ACCOUNTABILITY IN EDUCATION

The National EFA Action Plan sets out the key challenges for education governance and accountability. The Governments Renstra 2005-2009 sets out the key strategies for strengthening governance, accountability and public image in education. See *Figure* below for an overall strategic framework.

Figure 58: Framework of Priorities Governance, Accountability and public Image



The Renstra sets out a number of strategic priorities, including: i) developing new instruments and processes are needed to strengthen mutual accountability between executive and parliamentary arms of Government, ii) planning measures to increase the results orientation of financial planning and budgeting systems are also critical, iii) developing key capacities also need to be strengthened or extended, especially personnel management, performance monitoring, quality assurance and internal audit systems and iv) reducing the current fragmentation of financial and information systems also needs to be addressed.

A number of key possible entry points for system strengthening have been identified by MoNE and MoRA. Strengthening performance and financial audit systems within the Inspectorate General is a priority. Enhancing examination systems and other quality assurance measures, through the independent Bureau of National Education Standards is also a priority.

Supporting organizational development of the new Directorate General of Quality Improvement of Teachers and Education Personnel is also accorded a high priority. Introducing a greater performance orientation to education management information systems is seen as another key entry point. Another priority is to ensure that the organization of central and



district functions and responsibilities are better aligned with the needs of effective sector planning and management.

A fundamental challenge will be to put planning and management capacity in place to fully implement policies, legislation and regulations, especially provincial/district strategic planning and school management/governance capability. A second challenge will be to strengthen the policy results orientation of financial reporting and audit systems, alongside effective mechanisms for ensuring mutual accountability between central and local governments, schools, parents and other stakeholders.

X

Strengthening Education For All Partnerships

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X | Strengthening Education For All Partnerships

A. RESPONDING TO LONG-TERM EDUCATION REFORM VISION

Over the past 6 years, Government has taken a number of steps to harmonise EFA planning and implementation within its broader medium and long-term development plans, issued in 2004. EFA strategies and targets are fully integrated into Indonesia's broad development vision and poverty reduction strategy, which highlights EFA and MDG goals and targets. Country coordination around EFA goals has been formalised through the Coordinating Ministry of Peoples Welfare decree and the inter-ministerial and civil society representation on the EFA coordination forum. This mechanism ensures that national capacity and resources are aligned towards achieving EFA goals and targets.

The formulation of the Renstra 2005-2009 also constitutes a key milestone in partnership development. The Renstra provides a balanced and sequenced set of strategies and programs which are aligned with EFA goals and targets. The Renstra also reaffirms the partnership between MoNE and MoRA and private providers, especially for early childhood and post-basic education. The Renstra defines the role of private schools in contributing to EFA goals and targets.

B. ASSURING INDONESIAN OWNERSHIP OF EDUCATION REFORM

The Government initiative to issue the legislation in 2002 on EFA planning and coordination highlights Government commitment to achieving EFA goals and targets. The Presidential decree on EFA and illiteracy eradication in 2006 reaffirms Governments strong commitment. The EFA coordination mechanism also incorporates strong representation from civil society and private sector groups which also take part in annual EFA regional consultations, as part of broad ownership building.

The Renstra 2005/2009 formulation process constituted another vehicle for reinforcing national ownership of EFA strategies and plans through a wide range of public consultations in major cities. There has also been extensive Parliamentary involvement in reviewing EFA/Renstra strategies and financing plans over the past three years, confirmed by the significant increase in education budgets approved by Parliament.

The EFA Mid Decade Assessment constitutes an opportunity to reinforce national stakeholder ownership of EFA goals and targets, including other Ministries and private sector providers. In particular, the EFA MDA report highlights the importance of forging public/private partnerships and networks for early childhood education/care and life-long learning. Consultations and strategic seminars on the EFA MDA report would provide a forum for designing future strategic partnerships in these key areas where opportunities are still limited.

C. MOBILISING STRONG EDUCATION PARTNERSHIPS

The formulation of the EFA action plan and the Renstra strategic and program framework has facilitated better alignment between support programs from Government, private sector and international donor agencies and NGOs. For example, international donor assistance is an estimated Rupiah 4-5 trillion per annum with a high proportion of support focussing

on achieving EFA goals and targets through support for formal basic education and district/school planning and management capacity building.

In broad terms, there is a need to direct increased support, from donors or other sources, towards early childhood education, non-formal and informal education and expanded life-long learning opportunities. The EFA MDA report highlights significant provincial and district variations in progress towards achieving EFA and the system capacity and financing constraints on achieving greater equity in provincial/district EFA performance. The EFA MDA analysis therefore provides a framework for ensuring effective targeting of Government, donor and private sector support to help reduce these performance disparities.

The EFA MDA also highlights the importance of strengthening partnerships between Education Ministries, Health Ministry, Social Welfare and Manpower Ministries. Improved EFA related information sharing (e.g. on skills training provision and literacy) between Ministries is critical for coordinated program planning, targeting and effective use of combined resources. The EFA MDA also highlights the importance of strong coordination between Education and Health Ministries to ensure that facilities,





staff and other resources are utilised effectively in achieving EFA early childhood education/care targets.

Over the past 6 years, there have been significant analytical partnerships between Government, donors and other stakeholders. For example, the education sector review (2004-2005), jointly prepared by Government and donors, helped highlight strategic issues which were taken account of during Renstra formulation. Other analytical partnerships have included: i) the joint education public expenditure review (2006-2007), ii) analytical work on regulations and implementation planning of the teachers law (2005-2006) and iii) sharing of feedback and lessons learned from a large number of individual donor assisted project and program reviews. The EFA MDA highlights the importance of strengthening and institutionalising performance review processes, including a range of stakeholder participants, in the future.

In 2005, the international donor community established its own partner organisation through the Education Sector Working Group (ESWG) of donors and NGOs. Strengthening consultation mechanisms between the ESWG, MoNE, MoRA and the EFA Coordination Forum is a key issue for the future. As a first step, a joint ESWG/EFA Forum strategic seminar on the findings of the EFA MDA could help initiate such coordination.

XI

Conclusions and Recomendations



XI | Conclusions and Recommendations

Significant Progress in Achieving EFA Goals and Targets. The overall assessment is that significant progress has been made in achieving EFA goals and targets. There is some evidence of declining equity and access to basic education (around 2002/03) has been reversed, with encouraging growth in junior secondary enrolment. Gender equity in education is broadly being maintained with significant improvements in life-long learning opportunities for women (e.g. senior secondary and higher education). There is encouraging evidence of improvements in education standards and quality, including both student performance outcomes and availability of quality oriented inputs. For example, systems and financing have been put in place to sustain operational and textbook budgets, and upgrade the teaching service. Nevertheless, it is recognized that it will take some time for the new Renstra strategies to fully take effect.

Innovative Models Needed to Reach the Unreached. A key conclusion is that context specific and innovative solutions will be required to ensure the last 5% and 20% of primary and junior secondary age children respectively attend school. The proposed strategies of flexible organizational models (e.g. one-roof facilities), non-formal education (e.g. equivalency education, open schooling) are appropriate. A priority will be to strengthen the capacity of provincial and district authorities to specifically plan and tailor these innovative strategies to specific contexts, linked to more flexibility in both central and provincial/district financing of these

programs. The international community could consider targeting an increased share of its funding towards these groups of students, identified within the comparative provincial and district performance analysis in the MDA.

Stimulating Demand for Life Long Learning. Another conclusion is that formal life-long learning opportunities are expanding encouragingly, but more non-formal and informal approaches (e.g. for adult literacy) need to be expanded. Use of demand side approaches to life-long learning has been uneven and needs to be stimulated, alongside a well defined ladder of certification and qualification for non-formal education. A priority is expansion of public awareness and community mobilization programs, especially in underserved areas, to help stimulate demand and selectively provide incentives to offset direct and perceived opportunity costs for the less well off families. Program expansion needs to take account of an analysis of the diverse range of current non-formal education initiatives which provide promising avenues.

Ensuring an Effective Balance of Quality and Efficiency Improvement. A further conclusion is that the funding of schools is becoming more quality oriented and the focus on improving and monitoring student performance is having a positive impact. Similarly, the priority given to upgrad-





ing teacher's qualifications and remuneration is necessary to sustain quality improvement. One priority is to ensure that school funding levels become increasingly performance oriented, rewarding better performing schools and addressing under-performing ones. A second priority is to ensure that improvements in both salary and non-salary funding levels are linked to measures to improve the efficiency of teaching staff utilization and deployment.

A Focus on Provincial, District and School Management Capacity Building. A final conclusion is that Government has put in place an effective legislative and regulatory framework to underpin EFA implementation, within a decentralized context. However, the steps taken by provinces/districts/school committees to realign their organizational functions and skill mix to changing responsibilities has been uneven. A priority is to strengthen the capacity of education authorities to effectively plan EFA implementation, including more innovative financing mechanisms that will address often severe variations in district EFA performance. A second priority is to strengthen the capacity of school managers and school committees to implement more results oriented school management systems, taking account of a range of models being implemented by Government and donors.

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