

IV

Goal 2: Assuring Expanded and Equitable Access to Basic Education



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Goal 2: Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education of good quality.

A. NATIONAL POLICY AND STRATEGIC FRAMEWORK

The National EFA Action Plan (November 2005) sets out policies, strategies and targets for basic education. Presidential Instruction 5/2006 sets out regulatory guidelines for the National Movement to Accelerate Compulsory 9 Basic Education Achievement and the Fight Against Illiteracy. Ministerial Regulation 35/2006 sets out operational guidelines. The overall policy and strategic framework focuses on achieving universal access to and completion of 9 years of high quality basic education. Key policy targets include:

- At least 95% of children of basic education age (7 – 15 years), especially female, poor children and the other children with difficulties, will get the basic education services which fulfilling the quality standard of education, either through formal or non-formal education in the year of 2008/2009.

- There will be real improvements in all aspects that support the quality of basic education, particularly in relation to the availability of teaching staff, facilities and infrastructures for studying, curriculums, and the learning process.

The Renstra 2005-2009 and National EFA Action Plan focuses on implementation of strategies grouped under three key pillars, including:

- Increased access and equity for all children of basic education age through formal and non-formal education approaches, including specific targeting of poor communities or those living in the isolated or remote places.
- Increasing the quality and relevance of basic education so that every graduate has the basic competence required for effective contribution to the community, economy or for further education.
- Increasing governance and accountability of educational resource management and sector and program performance, including improved public image of the education services.

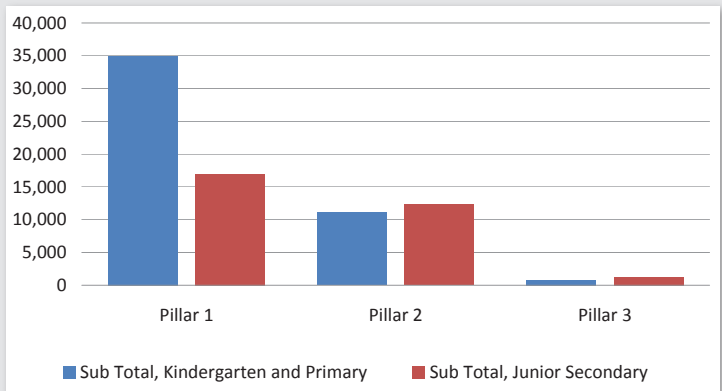
Key implementation strategies set out in the Renstra 2005-2009 and EFA National Action Plan are:

- Implementing the national movement for completing basic education program by involving the participation of all the community power such as parents, public figures, non government organizations, industrial community and businessmen, so that the implementation of this program is seriously becoming the social movements (community-based education).
- Strengthening the current essential programs to increase the rate of enrolment. Meanwhile, the less essential activity programs will be reviewed and to mobilize the resources that support it to maintain and increase the basic education programs.
- Expanding opportunities to private schools and educational institutes with community base so that they can more participate in the implementation of basic education.

- Trying to handle more effectively the unreachable community targets, such as: poor, remote, isolated through the approaches and alternative educational programs, in the effort to increase the right equality for basic education access.
- Implementing compulsory basic education is done by considering the potencies and local challenges, by giving the full authorities and implementation responsibilities to regency/cities governments that is supported by provincial/central governments.

The overall financing plan and program budgets for implementing these strategies are set out in Section II.D. The total projected basic education allocation over the period 2005-2009 is around Rupiah 77.5 Trillion.

Figure 13: Total Basic Education Financing, 2005-2009



Note: Includes funding through MoNE/MoRA and APBN and APBD sources

Consistent with priorities, the primary/junior secondary spending share is around 60%-40%, demonstrating a commitment to accelerate universal primary education. The spending shares for access improvement, quality improvement and improved governance and accountability (pillars 1, 2 and 3 in the *Figure* below) are 67%, 30% and 3% respectively.

In addition, non-formal education programs (Packets A & B for Basic Education) are being implemented to support the nine year basic education program with a total budget over the period 2005–2009 is 10.4 trillion rupiah.

B. IMPLEMENTATION ARRANGEMENTS

The basic education programs being used to implement Renstra and EFA policies and strategies consist of the following:

Increasing the Equality and Expansion of Access

- *Physical Infrastructure:* Continuing to build new schools and new classrooms for the districts that lack those facilities. Particularly in villages, remote and isolated districts. In the building process of new schools and classrooms, school mapping is being used as the input in making the planning so that the program can be reached.
- *Cost Efficient School Consolidation:* Continuing the effort of school regrouping that closes each other, mainly to the schools that have capacities or lack of students.
- *Enabling Private School Development:* Increasing the assistance and the empowerment of private schools in building new classrooms, text books and teaching tools, teaching staff, and the educational assistances and trainings for the teaching staff in order to increase the competencies.
- *Promoting Open Schooling:* Empowering and increasing the quality of Open JSS Schools that has been developed in the previous years. For that reason, consolidation and improvement of institutional management is being done, the improvement of teacher /tutor quality, the improvement of module book quality, the improvement of teaching - learning process and the improvement of support and cooperation with community.
- *Expanding Non-Formal Equivalency Education:* Increasing the implementation of Packet A and Packet B Program in handling the children of basic education age with certain reason can not follow the school education or dropped out school.
- *Expanding Community Life-Long Learning Centers:* Motivating the establishment of the centers of community studying activity as

one of the non formal educational institutes to conduct Packet A and Packet B Programs.

- *Enabling Basic Education in Islamic Schools:* Maximizing the basic education implementation through Pondok Pesantren Salafiah (Islamic schools), either Madrasah Diniyah Ula (Islamic Primary School) or Madrasah Diniyah Wustha (Islamic JSS), through the addition of three core subjects in the learning activity process, such as Indonesia Language, Math and Natural Sciences. Provision, financing and typologies between traditional Islamic and MoNE/MoRA schools is being standardised.
- *Enabling Efficiency Gains in Small Schools:* Consolidation of small Primary School, Primary School with one teacher, small JSS and integrated JSS, so that the quality of educational services of these educational institutes can be more empowered and increased for community who needs the services. Expanding one-roof SD/SMP (primary/junior secondary) is a priority.
- *Expanding Special Needs Provision:* Increasing the educational services for children with school age of 7 – 15 who become the particular targets of nine year basic education, like the children who are from remote districts, children from shabby districts, street children, and other children group that are still unreachable with basic education services.

Increasing the Education Quality and Relevance of Basic Education

- *Competence Based Curriculum:* Completing the basic education curriculum that can give minimum basic skills, implementing the concept of mastery learning, and motivating the creative attitudes, innovative, democratic, and independent for the students, and also improving the educational marking system.
- *Life Skills Orientation:* Including the skill education to basic education students so that they can master one or more skills that can be used for living and facing the life in community.

- *Improved Teaching Force Qualifications and Professionalism:* Increasing the qualification, competence and professionalism of the teaching staffs that fit with the needs of basic education through the education and training at teaching educational institute (LPTK) and at professional educational and training institute. For that, LPTK will improve the system of teaching staff availability, starts from recruitment system, learning process, and field practice activities.
- *Competence Based Teacher Certification:* Continuing the efforts to increase PS/ISLAMIC PS and JSS/Islamic JSS teacher qualifications, and the teachers' certificates that mix and match, so that they can achieve bachelor degree (S1). This qualification increase is done in collaboration with the Government and Local Universities that have fulfilled the qualification or through far distant programs.
- *Expanded Non-Formal Teaching Force:* Continuing to recruit temporal teachers including teachers/tutors Packet A and B to overcome the lack of teacher/tutor staffs in the districts that still need the staffs. However, the recruitment of temporal teachers/tutors are still based on the qualification and competent requirements that have been agreed.
- *Education Facilities Minimum Standards:* Determining the completeness standard and the quality of educational facility and infrastructure which become the requirements for each basic education institute, in order that the schools can implement the teaching – learning activity optimally.
- *Increased Textbook Availability:* Continuing the provision of qualified text books so that the ratio of text books and students reach 1: 1 for every subject. Several main activities that are being done include, textbook block grants (BOS BUKU), revision of text books, provision of text books based on the need analysis or schools' demands, and the improvement of text book distribution lines so that the schools can receive those books on time in the right quantities.

- *School Infrastructure Rehabilitation:* Rehabilitating the damaged schools, so that the schools can give the best educational services to community.
- *Promoting School Based Quality Improvement and Management:* Continuing the Program of School Based Quality Improvement Management (MPMBS) at PS/ISLAMIC PS and JSS/Islamic JSS, so that the schools can plan to achieve the quality targeted improvement which is set step by step and continuously.
- *School Performance Monitoring:* Creating the good atmosphere, competitive and cooperative situation inter school in developing and improving the students' quality and schools based on the standard that have been agreed.

Increasing Good Governance and Accountability for Basic Education

- *Strengthened Monitoring and Evaluation Systems:* Improving the management information system that can provide the accurate and actual data as the basic for better planning and service.
- *Reducing Drop-Out and Repetition Rates:* Increasing the effort to reduce drop out students, not continue school. This can be done through a scholarship program for SD and JSS who do not afford to continue their study, and giving the operational aid fund for schools within the community that have difficulties in educational access. Increasing the effort to reduce the repetition, particularly at the level of PS/ISLAMIC PS. This effort will be done without ignoring the educational quality.
- *Rationalizing use of Small Schools:* Increasing the consolidation program and school revitalization, especially primary schools which still have few students. This effort will optimize the use of educational resources so that it can be more efficient and effective.
- *Strengthening School Management:* Increasing the capacity and the competence of the educational organizers, through education and training to fulfill the needs of independent school organizers,

creative, and innovative in implementing the educational activities based on the available educational resources.

- *Strengthening Provincial and District Education Management:* Increasing the capacity and the competence of educational management in provinces and regencies/cities in the framework of educational autonomy.
- *Strengthening Education Governance:* Increasing the effort to encourage the development of Education Council at the district level, and the School Committee at PS/ISLAMIC PS and JSS/Islamic JSS level. As the institution that functions to give education/school policy considerations, supporting the implementation of education/school management, supervising and evaluating the education/school performance, and mediating between educational community with the organizers and the educator.
- *Education System Capacity Development:* Developing capacity development programs in areas including: i) improving or completing the regulatory framework of basic education, ii) increasing the capacity and planning competence, including the basic education budgeting and iii) increasing the controlling system of basic education quality through continuous monitoring and evaluation.

As part of implementing basic education, MoNE has issued a number of regulations and operational guidelines related to: i) community based school infrastructure development, ii) school operational budgets, iii) use of funds for textbook procurement, iv) quality assurance and certification of teachers, v) expected standards and operations of school examinations and vi) minimum service standards related to various levels of education, inputs and outputs.

C. NATIONAL PERFORMANCE IN ACHIEVING EFA GOAL AND RELATED OBJECTIVES

The EFA national target is 100% net enrolment rates in primary and junior secondary education by 2015. The intermediate Renstra targets are net

enrolment rates of 98% and 76% for primary and junior secondary education levels respectively by 2009. The 2015 Dakar target also includes achieving net primary grade 1 intake rates by 2009 and primary/junior secondary transition rates of 100% by 2012. Achieving the Dakar target also implies elimination of repetition and drop-out in primary by 2009 and in junior secondary by 2012. Achieving these targets requires convergence between net and gross enrolment rates at 100%.

Total primary net enrolment rates have increased from 93% in 2000 to 95% over 2003-2006. Of this enrolment, around 13% of pupils are in schools under MoRA auspices. It is estimated that around 1-2% of primary level aged students are enrolled in non-formal programs. Around 7% of primary school enrolment is in private schools.

Total gross enrolment rates in primary schools have increased from around 111% in 2000 to 114% in 2006. A key factor in this pattern is the high level of 5 and 6 year olds enrolling in the first grade of primary school. As a result, gross intake rates into grade 1 have increased from around 120% in 2000 to 135%

Figure 14: Primary Grade 1 Intake Rates

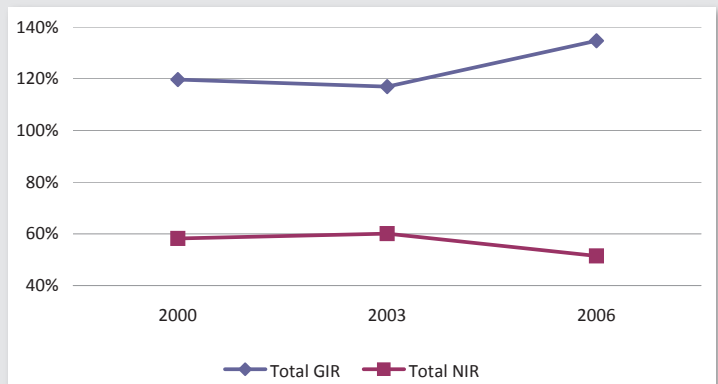


Figure 15: Primary Enrolment Rates

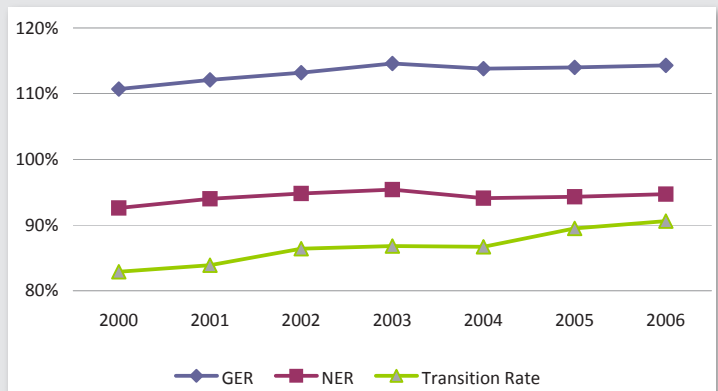
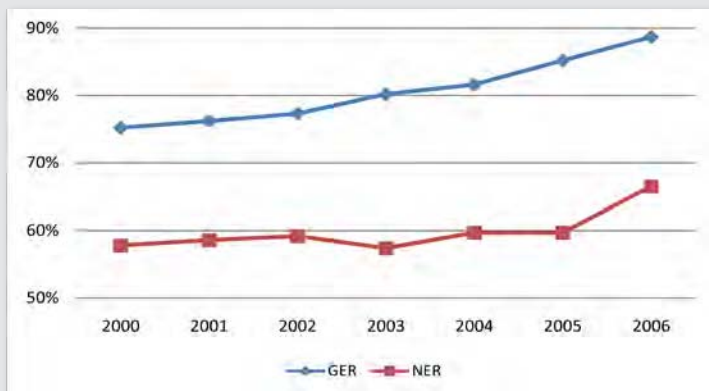


Figure 16: JSS Enrolment Rates

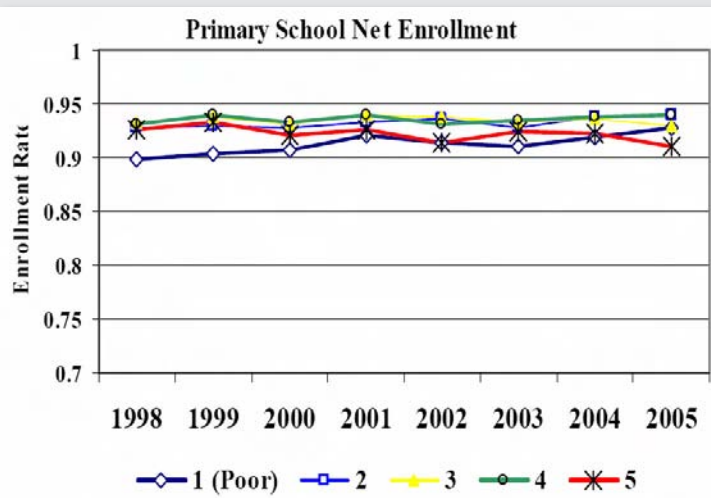


in 2006, with similar patterns across urban and rural areas. Net grade 1 intake rates over the same period have declined from 58% in 2000 to 51% in 2006. An assessment of gender equity is given

in more detail in later sections, but GPI for primary and junior secondary level enrolment rates are around 1 indicating broad gender equity.

A positive feature has been the increase in transition rates from primary to junior secondary education, rising from 83% to almost 91% over the period 2000-2006. There has been encouraging growth in junior secondary net enrolment rates from 58% to 66.5% since 2000. Gross enrolment rates have also risen over the same period from 75% to 89%, due largely

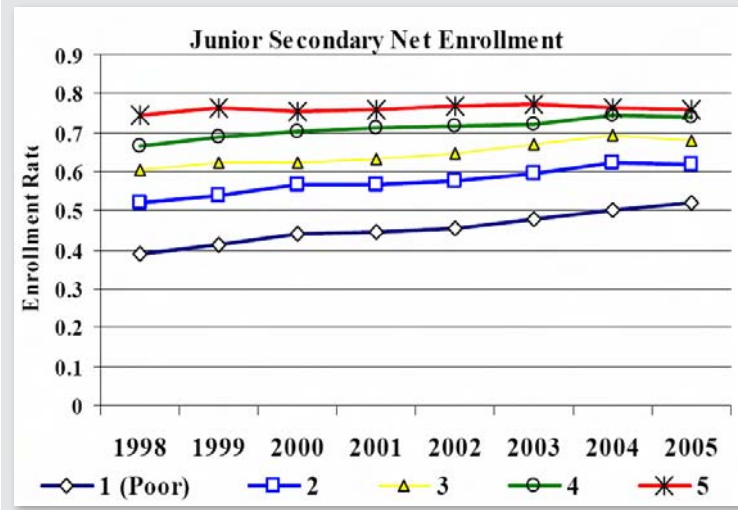
Figure 17: Primary NER By Poverty Quintile



to the legacy of substantial underage enrolment in primary schools.

Drop-out and repetition rates in primary education remain significant problems, although declining. Repetition rates

Figure 18: Junior Secondary NER By Poverty Quintile



Source: Investing in Indonesia's Education, World Bank, January 2007

have fallen from 6% to 3% over 2000-2006 and drop-out rates have fallen from 3.4% to 2.2%. As a result, survival rates have increased from 87.7% to 89.3%. At junior secondary level, repetition rates have remained constant at about

0.5% and drop-out rates range between 2.6% and 3.1% over the period 2000-2006. Junior secondary survival rates have increased from a low of 96.2% in 2002 to 98.4% in 2004.

At primary school level, the gap in net enrolment between poorer and better off households has narrowed and converged over the past 7 years. At junior secondary level, the net enrolment rates of the poorer households has improved significantly, with primary NER for the poorest quintile increasing from 40% to around 51% over the past 7 years.

Urban/rural variations in net enrolment in formal education present a mixed picture. Primary NER in urban areas has increased from 92.5% to 93.1% over 2000-2006 compared to a rise from 92.1% to 93.9% in rural areas. At junior secondary levels, urban NER has risen from 70.5% to 73.6%, with a more substantial NER rise from 53.3% to 61.8%. At primary level, this pattern may be partly explained by a growth in the urban poor and substantial urban drift from rural areas. These disparities are being addressed through more flexible formal school organisational models and expanded non-formal education provision.

However, previous internal inefficiencies have left a significant legacy in terms of drop-out and non-attendance at primary and junior secondary levels. For example, around 2.3 million 13-15 year olds have dropped out or not attended primary education (see *Table* below). 3.2 million 16-18 year olds have dropped out or not attended junior secondary education.

Non-formal education approaches (through packet A and packet B) are designed to address this issue. A positive trend is increased demand for packet A and packet B programs. Enrolment in packet A has increased from 6,000 to 46,000 between 2002-2006. Enrolment in packet B has increased seven fold from 35,000 to 390,000 over the same period. The majority of these students are drop-outs, using the equivalency program as a means of re-entry to mainstream education.

Table 8: Number of Students Dropping Out or Not Attending Basic Education

| Level | Status | Age Group | | | |
|------------------|---------------|-----------|-----------|-----------|-----------|
| | | 7-12 | 13-15 | 16-18 | 19-22 |
| Primary | Drop Out | 198,244 | 583,487 | 1,006,247 | 2,456,226 |
| | Not Attending | 351,885 | 1,681,616 | 2,778,856 | 6,772,376 |
| Junior Secondary | Drop Out | 5,355 | 154,088 | 871,875 | 2,400,205 |
| | Not Attending | 8,807 | 316,403 | 2,320,360 | 5,703,202 |

Source: Directorate of Out-of-School Education, MoNE, 2006

Table 9: Enrolment in Special Needs Schools, 2006

| Level | Enrolment | | | GER | | |
|------------------|-----------|--------|-------|------|--------|-------|
| | Male | Female | Total | Male | Female | Total |
| Primary | 22924 | 17190 | 40114 | 6.0% | 4.3% | 5.1% |
| Junior Secondary | 4313 | 4221 | 8534 | 2.2% | 2.2% | 2.2% |

Government is committed to ensuring equitable access for special needs groups, especially the disabled. Enrolment has been increasing gradually with enrolment in basic education increasing from 43,000 in 2004/05 to 48,600 in 2005/06. However, estimated gross enrolment rates are low at 5% and 2% for primary and junior secondary respectively. These figures, drawn from special schools enrolments, very substantially under-estimate

the participation of disabled children in basic education since they do not reflect inclusive enrolment in general schools.

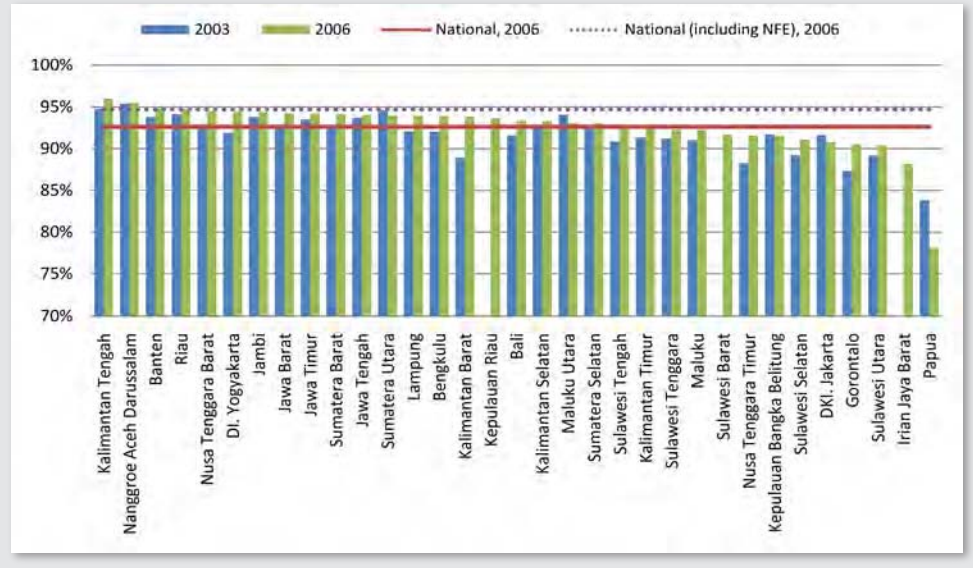
The current specialist provision of special needs education is predominantly private sector driven with 80% of schools being private. Key constraints on equitable access include: i) cost barriers for the poor associated with private school fees and ii) vary variable provision, with many provinces having less than 20 special schools covering all needs. Government policy is to increasingly mainstream special needs students within general primary and junior secondary schools. Provision of modified school infrastructure and trained teachers for special needs students is a significant challenge in meeting EFA targets.

D. KEY PERFORMANCE VARIATIONS

Significant provincial variations in primary NER remain, ranging from around 96% in Kalimantan Tengah and NAD to just over 90% in Sulawesi Utara. In Irian Jaya Barat and Papua (divided between 2003 and 2006) the primary NER 88% and 78% respectively. These variations do not include non-formal provision, which constitutes an additional 2% of net enrolment. The vast majority of provinces have improved their primary NER over the last 6 years, but there are signs that improvements are beginning to level off. The challenge will be to address key underlying factors to enable reaching the last 5% of primary school age children.

Very significant provincial disparities remain evident for junior secondary NER, ranging from 78% in NAD down to 47% in NTT. These figures do not include non-formal provision, which constitute an additional 2% of net enrolment. Currently, 6 provinces have junior secondary NER below 60% and include Kepulauan Bangka Belitung, Sulawesi Barat, Irian Jaya Barat, Gorontalo, Papua and Nusa Tenggara Timur. Nevertheless, the majority of provinces have shown increases in junior secondary NER over the past 6 years. However, in both Jakarta and Yogyakarta, there has been a marked decrease in the past 6 years.

Figure 19: Primary NER By Province



Across both primary and junior secondary education access indicators a number of provinces constitute significant success stories. For example, Kalimantan Barat has demonstrated significant increases in participation with primary and junior secondary enrolment rates rising from around 89% to 94% and 51% to 61% for primary and junior secondary respectively. Other provinces that have shown significant increases in both primary and junior secondary participation include Bengkulu, Jawa Barat, NTT, NTB, Sulawesi Tengah and Sulawesi Tenggara.



Figure 20: Junior Secondary NER By Province

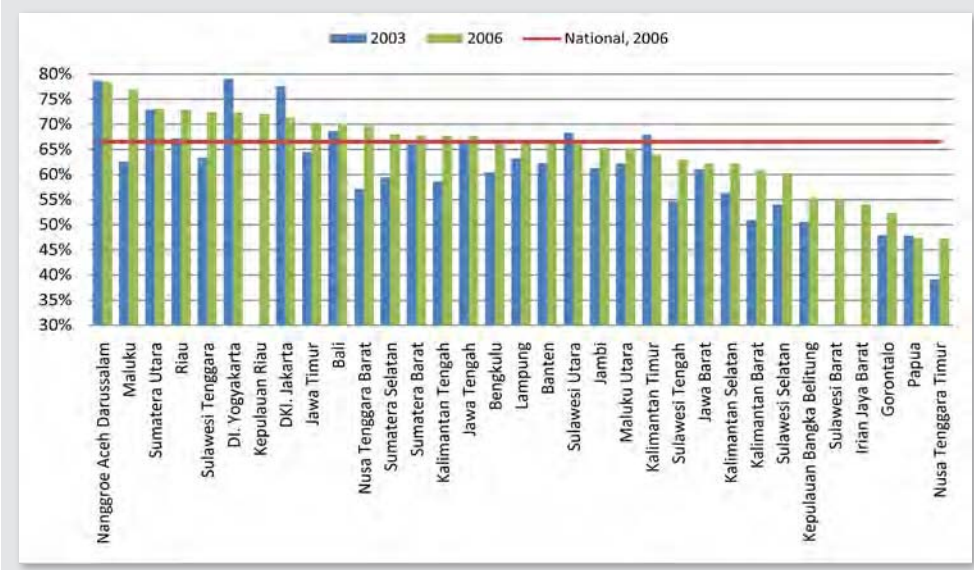


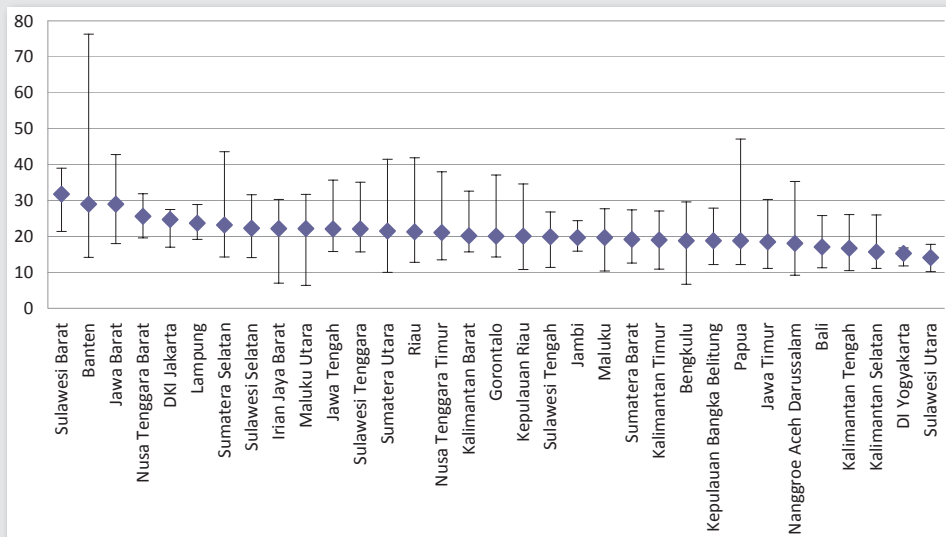
Table 10: Source of Inequality in Enrollment Rates: Between and Within Provinces

| Year | Primary Education | | | | | Junior Secondary Education | | | | |
|------|-------------------|-------------------|------|------------------|------|----------------------------|-------------------|------|------------------|------|
| | Total | Between Provinces | | Within Provinces | | Total | Between Provinces | | Within Provinces | |
| | | Variance | % | Variance | % | | Variance | % | Variance | % |
| 1998 | 31.9 | 11.4 | 35.8 | 20.5 | 64.2 | 307.6 | 92.8 | 30.2 | 214.8 | 69.8 |
| 1999 | 23.3 | 9.1 | 39.1 | 14.2 | 60.9 | 313.2 | 109.2 | 34.9 | 204.0 | 65.1 |
| 2000 | 21.0 | 7.9 | 37.5 | 13.1 | 62.5 | 293.8 | 96.8 | 30.6 | 197.0 | 69.4 |
| 2001 | 21.4 | 8.0 | 37.2 | 13.5 | 62.8 | 295.6 | 78.5 | 26.6 | 217.1 | 73.4 |
| 2002 | 10.5 | 4.2 | 40.2 | 6.3 | 59.8 | 186.7 | 64.5 | 34.5 | 122.1 | 65.5 |
| 2003 | 19.7 | 7.1 | 35.9 | 12.6 | 64.1 | 161.3 | 57.3 | 35.5 | 104.0 | 64.5 |
| 2004 | 13.2 | 4.0 | 30.0 | 9.2 | 70.0 | 158.1 | 57.7 | 36.5 | 100.4 | 63.5 |

Source: Investing in Indonesia's Education, World Bank, January 2007

Disparities in net enrolment rates in basic education have been decreasing as Government's equity based initiatives (e.g. additional school infrastructure, reducing cost barriers) begins to take effect. For example, in primary education, variance has decreased from 31.9 in 1998 to 13.2 in

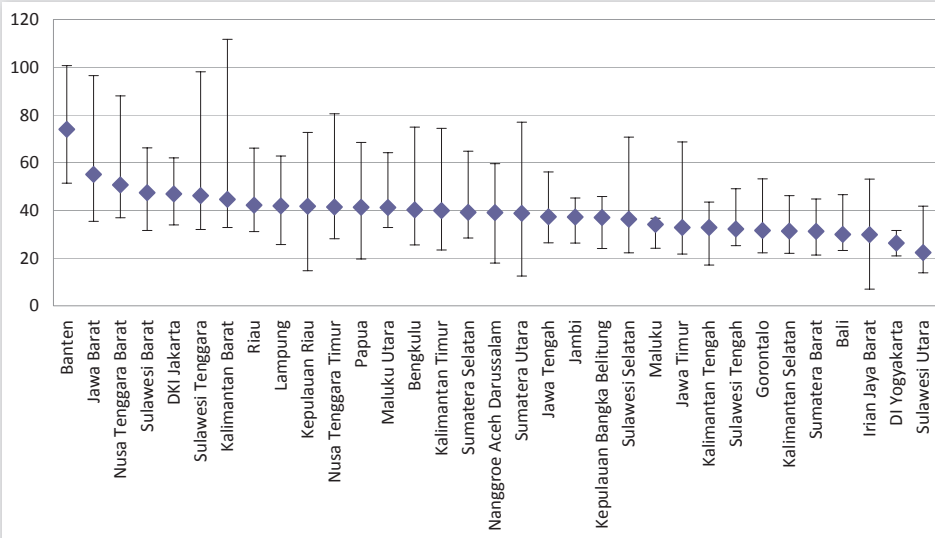
Figure 21: Primary Pupil/Teacher Ratio By Province, including District Variations, 2006



2004. Much of this variance is due to variations within provinces rather than between provinces. For example, on average across basic education throughout the period, the variance due to within province inequality is more than twice that of the variance due to between provinces inequalities. Much of this is due to geographical factors, especially districts that have scattered, remote or island populations which bring particular constraints on basic education service delivery. The broad conclusion is that individual districts will have to design their own access strategies, taking account of their unique demographic, geographical and socioeconomic circumstances.

A key factor is geographical constraints, especially variable population density and topographical factors. For example, Banten has a population density of 1,000 people per Km² and a junior secondary NER of 67%. In contrast, Papua has a population density of 8 and a junior secondary NER of 47%. Frequently, junior secondary and senior secondary schools are some distance from the village primary school, presenting access barriers due to distance, travel costs and intervening geography.

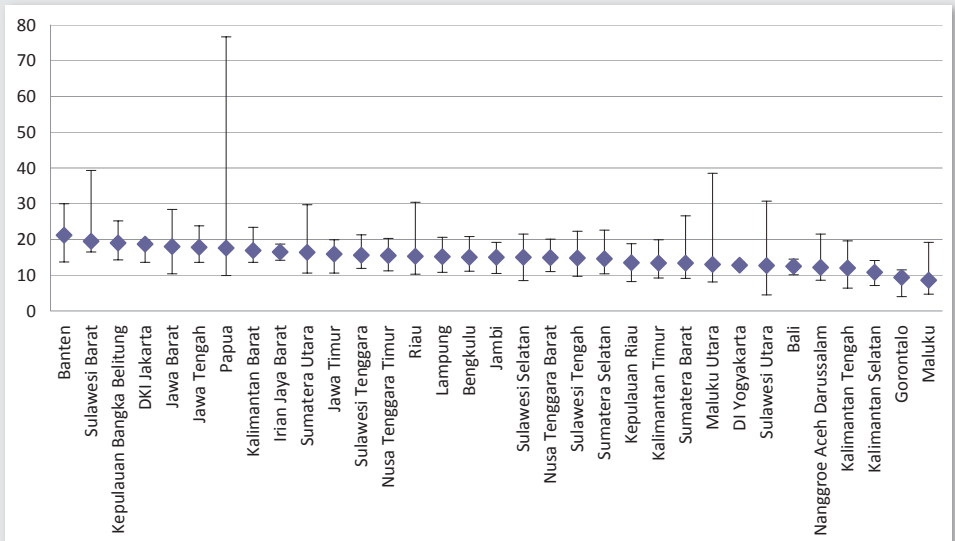
Figure 22: Primary Pupil/Classroom Ratio By Province, including District Variations, 2006



Flexible school organisational models. The current school organisational model of separate kindergarten, primary, junior secondary and senior secondary schools, frequently several kilometers apart, may not always be appropriate in more remote areas. The challenge is to design organisational models which allow basic education to reach some of these disadvantaged groups. For example, integrated kindergarten/primary schools, integrated primary/junior secondary schools and consolidated schools across kindergarten, primary and secondary grades are being introduced in some circumstances, by both MoNE and MoRA. Using existing schools to provide both formal and non-formal basic education, alongside distance learning and home schooling, are also being expanded.



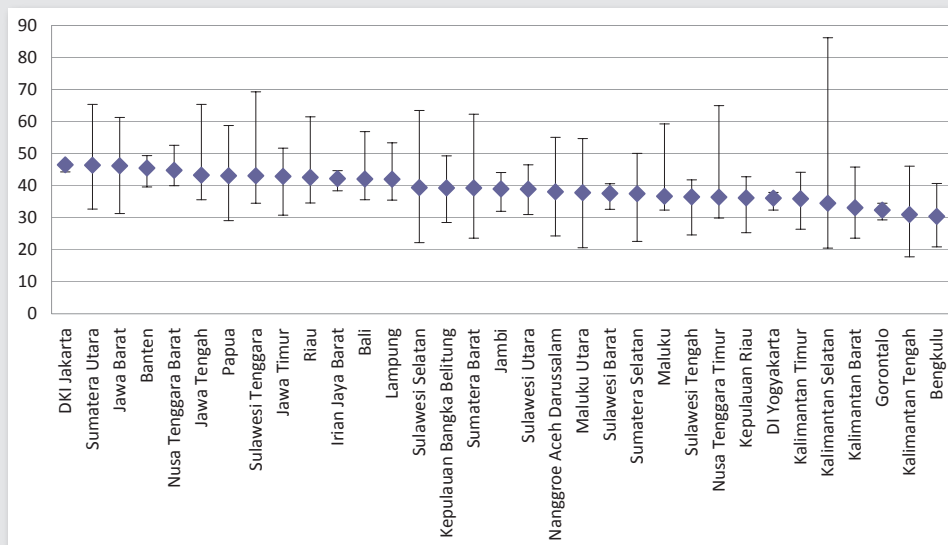
Figure 23: Junior Secondary Pupil/Teacher Ratio By Province, including District Variations, 2006



Variable availability of physical infrastructure and qualified teachers. Availability of classrooms and qualified teachers is a constraint on improving enrolment rates in primary and junior secondary schools. In more remote areas, with small school age populations, classrooms are frequently underutilised. In contrast, in more crowded urban areas, there is often a shortage of classrooms. As a result, there is significant variation in pupil per classroom rates. The challenge is to develop more effective school demand forecasting systems and capacity in order to ensure appropriate classroom provision. MoNE and MoRA are putting these systems in place, linked to an expanded primary and junior secondary school infrastructure development program in underserved areas, reflected in MoNE 2005/2009 budget provision.



Figure 24: Junior Secondary Pupil/Classroom Ratio By Province, including District Variations, 2006



Another factor is the availability of teaching staff, especially better qualified teachers. In remote areas, it is difficult to attract and retain better qualified primary school teaching staff. Many of the trained teachers, including those originating from more remote areas, tend to remain in or migrate to more urban areas after teacher training. At the same time, it is frequently difficult to deploy female teachers to more remote areas, especially those with families. As a result, there is significant variation in pupil teacher ratios (PTRs), characterized by higher PTRs in more rural or remote areas. The new teachers law (2005) is designed to address this issue through school based, in-service, teacher upgrading and targeted financial incentives for teachers in more remote schools. These initiatives will allow MoNE and MoRA to begin to standardise PTRs and manage teacher deployment more efficiently.

At junior secondary level, the variation in key factors affecting enrolment is even more marked than at primary level. Pupil teacher ratios vary significantly, both between and within provinces. The district variations in PTR are particularly marked in Maluku Utara, Papua, Sulawesi Barat, Sulawesi Utara and Sumatera Utara. A key factor in this variation is the prevalence



of smaller schools in more rural and remote districts. A second factor is the difficulty of recruiting diploma and graduate level teachers to work in remote schools, contributing to higher PTRs.

The variation in pupil per classroom ratios is due to a combination of variable demand and availability of junior secondary facilities. In more remote areas, junior secondary facilities have not been always readily available in the past, leading to drop-out at the end of primary. Where facilities are now available, efficient use of facilities is problematic in remote areas due to low school age populations. Once again, the challenge will be to improve linkage between demand forecasts and school development plans to ensure efficient use of teachers and facilities. MoNE and MoRA have responded through: i) introduction of integrated primary/junior secondary (one roof schools), ii) utilising both facilities and staff under a single management of one roof schools and iii) increased use of school facilities, including pondok pesantrens and madrasahs, for both primary and junior secondary non-formal and literacy programs.

Ensuring sustained demand for basic education: Achieving EFA targets will require a demand-side approach, in addition to the supply of necessary basic education facilities, teachers and other resources. A recent survey² shows that both direct and opportunity cost factors are a constraint on

²SUSSENAS 2003

families accessing basic education opportunities. In more remote and rural areas and amongst poorer families, the perceived value of education is uncertain. In some cases, ensuring Islamic values based education provision can help stimulate demand (see *Table* below).

Repair and rehabilitation of schools in poor condition can help convince parents of the value of sending their children to school, especially if test and examination results are made available to parents. MoNE and MoRA have taken a number of actions to help sustain demand through: i) a nationwide primary and junior secondary facilities rehabilitation program, ii) introduction of the BOS linked to abolition of school fees, iii) introduction of a textbook block grant to schools to ensure students have instructional materials and iv) dissemination of primary and junior secondary student performance results through school committees and national examination systems respectively.

Table 11: Reasons Attributed for Not Attending School by Children aged 7-18 Years, 2003

| Reasons | Rural | Urban | Rural & Urban |
|---|-------|-------|---------------|
| Financial (Not Having Money) | 71.0% | 65.1% | 67.7% |
| Fearful/do not like school | 3.7% | 5.1% | 4.7% |
| Need to Work | 9.2% | 8.5% | 6.7% |
| Married | 1.8% | 2.9% | 2.6% |
| Not Accepted into School | 0.6% | 0.3% | 0.4% |
| School Distance | 0.3% | 3.2% | 2.3% |
| Think Current Education Level is Adequate | 3.8% | 3.8% | 3.8% |
| Disabled | 1.3% | 1.1% | 1.2% |
| Others | 8.5% | 10.0% | 9.6% |

Source: Sussenas 2003

E. SELECTED SUCCESS STORIES AND CHALLENGES

Expanded School Infrastructure Program: MoNE and MoRA have expanded primary and junior secondary school rehabilitation and new construction programs, through Government and donor funding. Government



budgets amount to Rp 4-6 trillion per annum, focussing on low basic education enrolment areas. Government has adopted a community based infrastructure management and implementation model to support broader education governance strategies. The community based model is estimated

to be at least 20% more cost efficient than contractor based approaches. The challenge will be to continue to mobilise community support, especially in more difficult areas and ensure that school committees make the necessary budget provision for school maintenance and repair.

Reducing Cost Barriers for Access: In 2005, Government introduced a nationwide program of school operational budgets (BOS) based on an allocation of Rp 235,000 and Rp 324,500 per annum per primary and junior secondary student respectively. The scheme covers all primary and junior secondary schools under the auspices of MoNE or MoRA. The annual budget is roughly Rp 11 trillion per annum. The objective of the scheme is to secure abolition of school fees which are a significant access barrier for the poorest families. There are some positive signs of immediate impact with growing enrolment rates in many previously under performing provinces. The challenges will be to implement the BOS guidelines effectively and strongly regulate fee abolition at the school level.

Strengthening School Management Systems: Since 2000, Government, with support from donors, has been expanding results based management systems at the school level. The objective is to improve school committee's capacity for medium-term school development planning, target setting and monitoring. The program is enabled by a range of school

improvement grants, similar to the BOS. A related objective is to strengthen school committee capacity to use minimum service standards as part of its benchmark for monitoring school improvements. The challenge will be to strengthen capability to provide technical support and supervisory services that ensure school management systems are implemented effectively.

Expanding Innovative Non-Formal Approaches: MoNE and MoRA are expanding innovative models to reach a number of groups who either drop-out or do not attend school. These initiatives include:

i) expanding equivalency education programs for school drop-outs, with certification and quality assurance, ii) increased use of schools as community life-long learning centres with block grants to school committees and community providers, iii) expansion of equivalency education in rural religious institutions (e.g. dayahs, salifayahs, pesantrens) through the “Imam Bukhari Pesantren: A Model of Equivalency Education for Rural Religious Institutions”. The aim of the approach in the religious institutions is to help modernise the curriculum, provide students with mainstream education opportunities within an Islamic values context.

Strengthening Provincial and District Planning Systems: MoNE and MoRA are taking steps to bridge the gap between central policy development and its implementation at provincial and district levels. MoNE, MoRA and a number of donors supported a post-tsunami sector planning and development process in NAD from 2005. A similar process is underway in Papua. The objective is to strengthen provincial capacity to enable and

Ensuring Equitable Access: Reducing Cost Barriers to Schooling

Fees and other costs were preventing students attending formal and non-formal schooling. In 2005 the BOS was introduced, providing school operational budgets to offset loss of revenue as fees were abolished. The BOS covers the majority of public and private primary and junior secondary schools. In 2007, the BOP was introduced to support students following Open Junior Secondary programs.

BOS not only covers education cost for school service but also for textbooks of three subjects examined in the national examination. In 2006, a supplementary program for textbooks for poor families was introduced.

BOS is distributed through de-concentration program in provincial education offices coordinating with some appointed banks such as Bank Pembangunan Daerah, Bank Rakyat Indonesia, Bank Mandiri and mail offices as the distribution posts. BOS is distributed in Java and Bali every two months whereas in other regions, it is distributed every three months.

Community Based School Infrastructure Program

Government has adopted a community based approach to the planning and implementation of primary and secondary school infrastructure programs. MoNE and MoRA have prepared operational guidelines for this approach which includes consultation with communities on site location, building design and costs and how the community will be responsible for managing.

Once procedures are agreed, community sensitisation takes place and a block grant is sent from the central Government to the school. Provincial and district authorities are expected to contribute through an agreement called *Im-bal Swadaya*. Technical support to the community managers is provided through contracted services on site.

The key lessons learned are that this approach is more cost effective than using a private contractor and greater ownership and commitment to using and maintaining the school results. A spinoff is that the approach contributes to broader school management and school committee capacity building.

monitor district level implementation through performance indexed financing systems. At the district level the objective is to strengthen implementation planning, technical support systems for schools and monitoring/supervision. As part of this process, districts are being encouraged to identify unique solutions to reach the unreached. The challenge will be to ensure appropriate capacity and incentives are in place for provinces and districts to fulfil their roles and responsibilities under decentralization.

F. KEY STRATEGIC PRIORITIES AND ISSUES

Improving Internal Efficiency and Student Survival Rates: A top priority is to ensure full transition and survival of students through the basic education cycle through: i) regulation of the age of entry into various levels, ii) promoting organisational models that facilitate transition and survival (e.g. integrated facilities), iii) reducing the direct, indirect and opportunity costs for attendance through various financing modalities, iv) public education campaigns and other measures (e.g. good condition of facilities, qualified teachers) that reinforce the value of education and v) school development planning and coordination between MoNE and MoRA to ensure the most appropriate provision in response to public demands.

Innovative Models to Reach the Unreached: Ensuring the last 5% of primary school aged children and the last 20% of junior secondary school aged students attend school will require innovative approaches. A number of models are being introduced, including integrated and consolidated

schools (e.g. one roof schools) across different levels. The key issue will be to continually assess the effectiveness and impact of these models, scaling up where appropriate in different situations. A challenge will be to develop knowledge management systems where lessons learned can be effectively shared, as part of implementation planning.

Medium-term Expansion of Non-Formal Approaches: In the medium-term, expansion of equivalency and other NFE programs will be needed to deal with the backlog of school drop-outs and non-attendees. Increasingly, the strategic priority will be to enable delivery of NFE at the village level to reduce access barriers and direct and indirect costs for poorer families. The growing model of CLCCs and block grants, based around the village school and other community facilities, will be constantly reviewed as part of NFE strategic planning and program review.

Ensuring Effective Basic Education Financing Mechanisms: The BOS constitutes a key financing mechanism to reduce some direct cost barriers to basic education for the poorest families. Nevertheless, parents face additional direct costs related to textbooks, uniforms, travel and meals. A first priority will be to ensure BOS operational guidelines and review current BOS funding levels, against ongoing BOS performance reviews and audits. A second priority is to examine whether additional or alternative financing mechanisms are needed, possibly directed specifically at households





(e.g. conditional cash transfer to parents).

Strengthening Provincial and District Education Management: Many of the EFA challenges require specific district and sub-district responses and adaptations of national level strategies and programs.

The capacity building priorities include: i) strengthening provincial leadership of strategic planning and performance monitoring processes and their role in enabling change, ii) strengthening district level operational planning, resource management and performance monitoring systems and iii) improving strategic and technical support to school managers and school committees. More demand side capacity development approaches are needed, recognising the current differences in organisational capacity.



Goal 3: Expanding Life Long Learning Opportunities



Goal 3: Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes.

A. NATIONAL POLICY AND STRATEGIC FRAMEWORK

In Indonesia, the Dakar agreement on life skills is defined in the EFA National Action Plan as: “*Life skills which means the skills or capability that must be owned by each individual in order to be able to adapt and to act positively, which make some one, effectively, to be able to face various of life claims and challenges and daily life, and be able to act in its future life*”. In life skills oriented education, all claims integrated in *generic skills* (psycho social) including the social and personal skills: healthy life behavior, cooperation skills, communication skills, critical skills, and have Value and Attitude such as: disciplines, responsible, and respect towards other people. The *specific skills* are academic and vocational skills, so that it is hoped that the life skills will be able to create educated participant with various skills and basic attitude that has close relation with personal development concerned to the health, either physics, mental, social and entrepreneurship.

Life Skills for basic and secondary levels has been implemented from Kindergarten (TK and RA), SD/MI, SMP/MTs, SMA/MA, and SMK. The Life Skills

in elementary level concerned on the Generic Life Skills which stressed on the ability development in Psycho-social and educational character, in order to provide foundation or sound basics in light of facing the future role and life. Life Skills for SMA/MA level concerned on the Specific Life Skills with focus on the Academic Skills (Science) and Generic Life Skills including Psycho-social and Vocational Skills. These skills must be given in the SMA/MA in order to anticipate the working field, if the students will not continue to the Higher Education or drop out of the school.

Life Skills for SMK level concerned on the sound knowledge of Vocational Skills and Generic Skills including the Psycho-social. The Academic Skills which are given in the SMK level was Science Academic that directly related to the technological mastery and as anticipation for those who will continue the education to a higher level of professional education. Life Skills for out of school education level focused on the preparation for the learning community to be able to work and run an independent business, have a positive attitude and behave, and have self protection towards the pandemic of HIV/AIDS and the drug abuse and early pregnancy.

The broad life skills strategy, as defined within the EFA National Action Plan, aims to: i) produce quality graduates or employee candidates and be ready to enter the working world or become independent business, and able to access the working opportunity, either at local, domestic, or international levels, ii) develop the community productivity mainly to the workers in producing goods and services that fulfill the market demands, iii) develop the business or industry activity which is managed by personal, family, group of family, group of community who is able to employ other workers and become a strength to growth the industry and public economic, iv) improve the community health and avoid from the pandemic of HIV/AIDS and drug abuse, v) reduce the number of unemployment and poor community and vi) increase the income and community prosperity.

The key life skills operational strategies are: i) to ensure the expansion and even distribution in gaining the quality education for all Indonesian people, in order to achieve the high quality of human being, ii) to increase

the life skills education quality and its relevancy, iii) to develop the efficiency of educational implementation management by empowering and developing the educational institutional quality, both at school and out of school levels, and develop the family and community participation which supported by facility and infrastructure, iv) to implement the integrated efforts to accelerate the process of poverty reduction within the community and to reduce the unemployment which become the impact of economic crisis

and v) to realize an integrated of educational system based on the needs of working world, mainly a synergy cooperation with the community.



B. IMPLEMENTATION ARRANGEMENTS

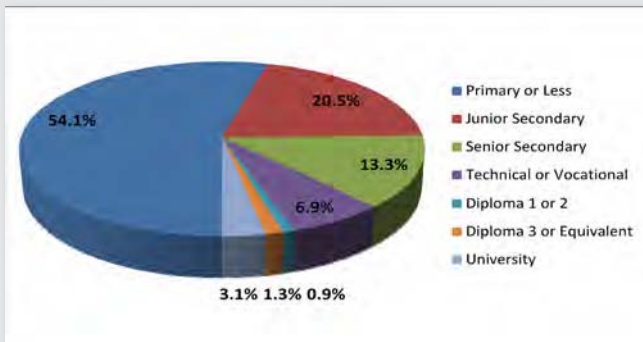
The organizational arrangements for implementing life skills education include: i) non-formal education course institution/out of school education implemented by the community (Pendidikan Luar Sekolah dan Masyarakat/ *Diklusemas*), ii) Learning Activity Centre (Sanggar Kegiatan Belajar/ *SKB*), iii) Learning Activity Development Centre (Balai Pengembangan Kegiatan Belajar/ *BPKB*), iv) Youth and Out of School Education Development Centre (Balai Pengembangan Pendidikan Luar Sekolah dan Pemuda/ *BP-PLSP*), v) Community Learning Centre (Pusat Kegiatan Belajar Masyarakat/ *PKBM*), vi) **Community Integrated Development Institution** (Lembaga Pengembangan Terpadu Masyarakat/ *LPTM*), (e.g. Islamic Boarding School (*Pondok Pesantren*), non formal foundations), vii) Community Services Institution (Lembaga Pengabdian Masyarakat/ *LPM*) within the Higher Education which concerns on the non formal education and viii) Youth Organization, Foundation and Cooperation.

Responsibilities for managing life skills education include: i) central government, ii) regional governments (provincial, district/town, sub-district, and village levels), iii) nongovernmental organization and iv) local community. Key functions include: i) curriculum development, ii) development, production and distribution of learning materials (books and modules), iii) technical assistance in learning activity development and iv) management training for educators. In addition, resource management includes management of education staff, information systems, community mobilization and socialization/advocacy activities.

The role of Government is a combination of enabling and providing life skills education through: i) school fee or scholarship for educated participants, ii) provision of educational facility and infrastructure, iii) provision of learning material, skills module, and other supporting materials, iv) education and development of UKS, v) honorarium for educational staff and management, vi) competence assessment, vii) funds for business learning, viii) socialization, promotion and advocacy and ix) monitoring, evaluation, technical assistance and study.

C. NATIONAL PERFORMANCE IN ACHIEVING EFA GOAL AND RELATED OBJECTIVES

Figure 25: Educational Background of the Labour Force, 2004



One indicator of national performance is the international human development index (HDI). Indonesia's ranking remains disappointing at 108 out of 179 countries, in 2006.

The education profile of the labour force, though improving slowly, is also relatively low, with more than 50% of the labour force having only, at most, a primary education. The proportion

Figure 26: Technical and Vocational Education Gross Enrolment Rate

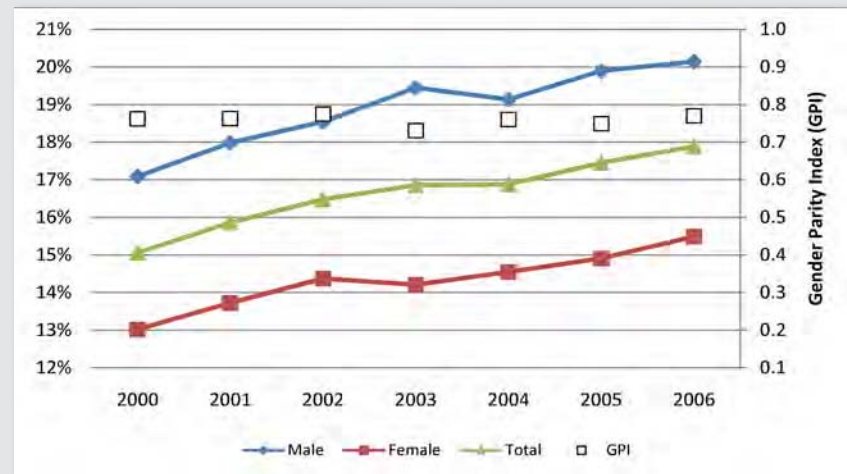
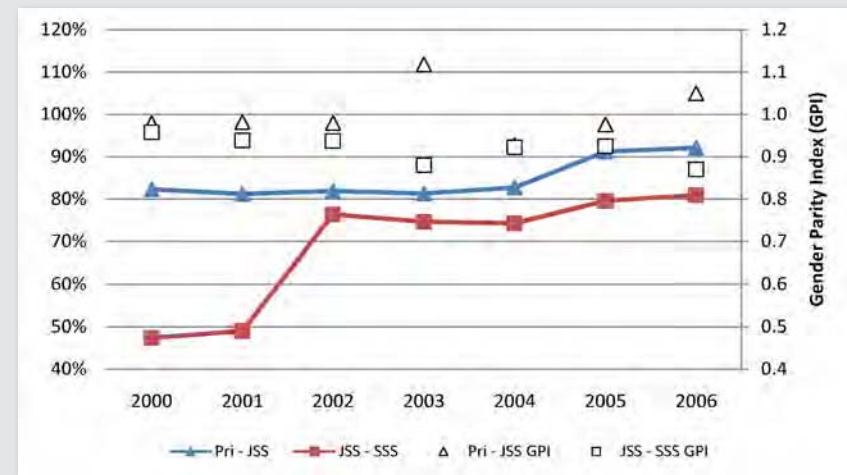


Figure 27: Primary and Secondary Transition Rates, Male and Female

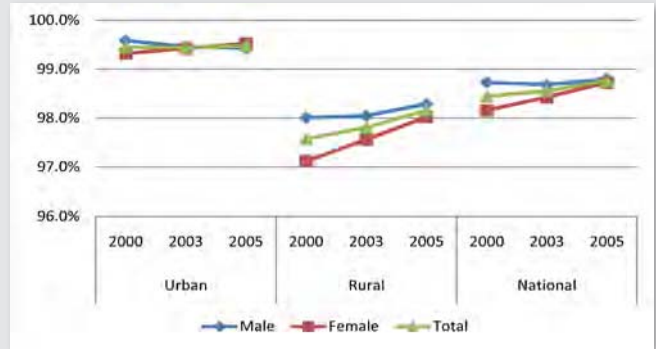


with senior secondary or vocational/technical education qualifications is around 20%. Much of this profile is an historical legacy of previously limited access to secondary or post-secondary education. The challenge is therefore to provide life-long learning opportunities to those in the labour force that need to upgrade qualifications and skills in response to changing work force skill requirements.

A related national performance indicator is the literacy rate of young people aged 15-24 years old. Over 2000-2005, these literacy rates have improved from 98.4% to 98.8%, with a significant improvement in literacy rates in rural areas due to expanded access to

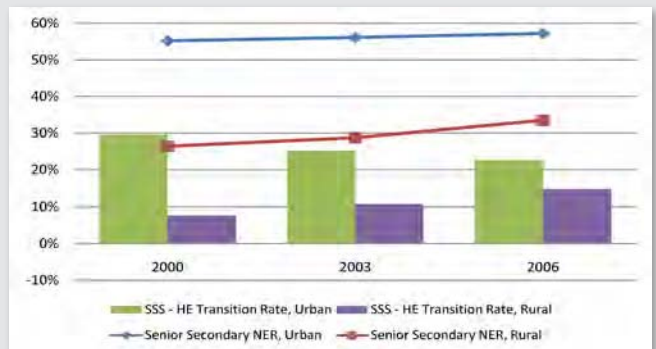
formal and non-formal basic education and other life-long learning opportunities. Nevertheless, the frequency of working children remains a constraint in accessing these growing life-long learning opportunities. Positively, the number of working children (ages 10-14) appears to be in decline with a decrease from 670,000 in 2004 to 516,000 in 2005. This is due to increased access to formal and non-formal learning opportunities, alongside better advocacy and information on the value of completing basic education.

Figure 28: % of Youths (15-24) Who are Literate



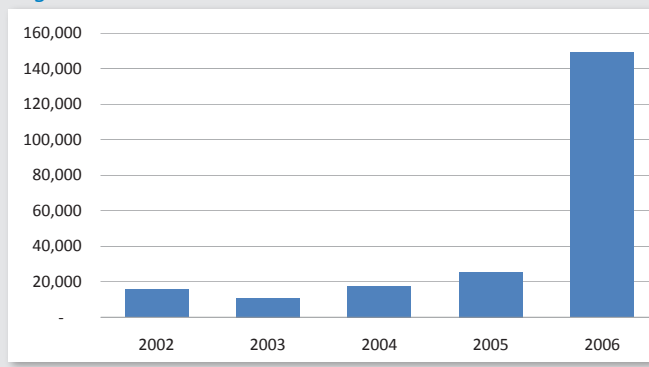
Another national performance indicator is that Indonesia remains in the bottom third of the global economic competitiveness index. A key factor identified by Indonesian firms³ is the lack of an adequately trained and education workforce; with over 25% of Indo-

Figure 29: Senior Secondary Net Enrolment and Transition to Higher Education Rates



³ Decentralised Senior Secondary Education PPTA, ADB 2005

Figure 30: Enrolment in Non-Formal Out-of-School Life Skills Programs



nesian firms considering this an obstacle on their profitability and competitiveness. Limited opportunities for workforce skill upgrading by firms is seen as another key constraint. Similarly, the shortage of better educated and trained workers in rural areas, alongside limited

post secondary education and training opportunities, is a key constraint on rural economic diversification and non agricultural employment.

The shortage of high quality secondary and higher education graduates and inadequate business education programs in schools and universities is recognised as a key factor in rural SME development^{4,5}. Ensuring increased progression to secondary and post secondary education is a key enabling factor for improved income and paid employment generation, particularly in poorer rural areas, most badly affected by any formal employment downturn.

A key factor in beginning to enable life skills and life-long learning is to improve transition rates into secondary education. National performance has been encouraging with significant increases in particularly junior to senior secondary schools. In the longer term, an increasing number of qualified senior secondary graduates will enable improved transition to higher education and other forms of further training.

⁴ World Bank Policy Brief: Supporting Small and Medium-Sized Enterprises. 68% of all SMEs located in Java alone.

⁵ OECD survey 2003 for 15 year olds. Indonesia ranked 39 in reading and mathematics and 38 out of 41 countries in science.

A key Government strategy is to increase access to secondary vocational education (SMK). Government target is to increase the ratio of SMK/SMA schools from 30:70 in 2004 to 40:60 by 2009. Due to an extensive SMK infrastructure program, the ratio has reached 39:61 by 2005. Equally encouraging has been the significant increase in enrolment rates in secondary vocational and technical education, increasing from 15% in 2000 to around 17.5% in 2005.

Urban/rural gaps in lifelong learning opportunities have narrowed over the last 6 years. For senior secondary NER, the gap has narrowed from 28.8% to 23.7%. For rates of transition into Higher Education, the gap has narrowed from 21.9% to 7.7% over the same period. This is due to significant expansion of both public and private senior secondary and higher education institutions and opportunities in the rural areas in the past six years. For example, in 2004/05, more than 50% of senior secondary schools were private and around two thirds of students were enrolled in private higher education institutions. The incidence of fee paying in senior secondary and higher education helps institutions to be more labor market responsive.

Enrolment in non-formal life-skills programs has grown significantly in the past 2 years. Programs consist of village level life-skills programs, including income generating activities. The Government enables these programs through small block grants to community groups. At the same time, senior secondary vocational schools have also been expanding income generating activities through small scale production units and expansion of afternoon and evening classes for adults.

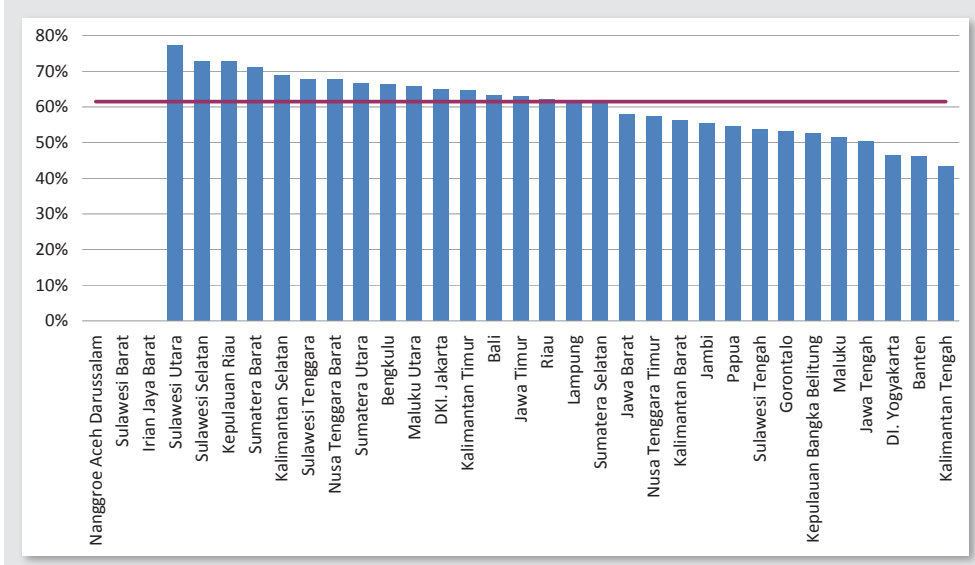
Government has also taken steps to strengthen the life-skills orientation of primary and secondary education programs to incorporate aspects of environmental, HIV/AIDS and civics/social affairs in modified school curricula and examinations. Schools are being increasingly encouraged to include a *local component* in the curriculum as part of curriculum decentralization and responding to local contexts and environments. Schools are increasingly working with other sectors, including health, environmental, industry and trade in both curricular and extracurricular activi-

ties. In some cases, schools are being encouraged to use school funds to promote such life skills activities within the mainstream program.

D. KEY PERFORMANCE VARIATIONS

In terms of more formal life-long learning opportunities, significant provincial variations exist. The national average for transition between junior secondary to general senior secondary (e.g. not including technical and vocational) is around 62%. Provincial rates vary between 77% (Sulawesi Utara) and 43% (Kalimantan Tengah). Key factors include: i) variations in availability of senior secondary infrastructure and teachers, ii) other access barriers related to geography, iii) willingness or capacity to pay school fees and iv) variations in the perception of the value of senior secondary education against real or perceived direct or opportunity costs. Geographical factors are especially significant in the case of both remote and rural areas where, in some cases, students have to travel 15-25 km to the nearest senior secondary school, frequently located in the district capital. These factors also contribute to variations in youth literacy rates, with Nusa Tenggara Barat, Nusa Tenggara Timur, Sulawesi Barat, Irian Jaya Barat

Figure 31: Lower Secondary to Upper Secondary Transition Rates by Province, 2006



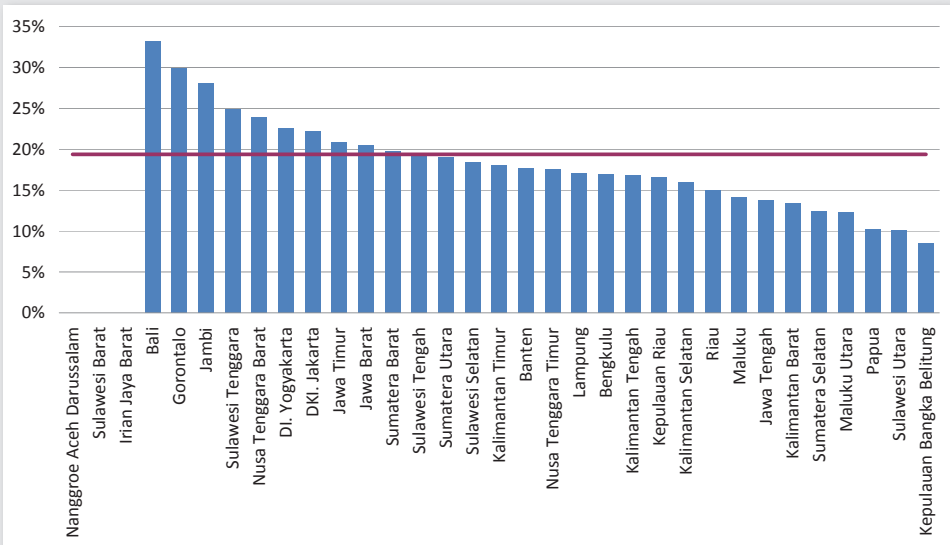


and Papua being significantly below the national average.

Significant variations also exist in terms of lifelong learning opportunities through transition from senior secondary to higher education. For example, roughly 70% of higher education enrolment is

concentrated in 7 provinces. Transition rates vary from around 9%-10% in Kepulauan Bangka Belitung and Papua to around 30% and over in Bali and Gorontalo. In terms of the number of students progressing to the next stage, these transition rates are not completely representative since high transition rates may be a consequence of internal inefficien-

Figure 32: Upper Secondary to Higher Education Transition Rates by Province, 2006



Source: SUSSESNAS 2000-2006

cies lower down the system. Geographical and cost factors are very significant in variable transition rates to higher education since institutions are frequently situated in the provincial capital, resulting in long distances, boarding costs and other charges.

In addition, other providers offer a diverse range of lifelong learning opportunities, including: i) foreign language, computing, accounting and book keeping programs by private training institutions, ii) formal, informal and on-the-job work force training and apprenticeships by private employers, iii) skills training programs by a range of government ministries within their own training institutes and iv) a range of skills training, including literacy, by various community groups, NGOs and donor agencies. A challenge is to more effectively capture and analyse this diverse range of lifelong learning opportunities to help inform policy development and the constructive role of Government as enabler and selective provider.



E. KEY STRATEGIC CHALLENGES, PRIORITIES AND ISSUES

Life Skills Education Mapping and Strategy Development: A priority is to establish a comprehensive life skills education and training information system which captures the diversity of programs, levels of enrolment, cost basis and other features from the full range of public and private providers. Detailed analytical work of this information will help to identify success stories, analyze the cost effectiveness and sustainability of various approaches as part of overall life skills education/training policy and strategy development. In particular, as much of life skills is both private and



demand side driven, a key issue is to clarify and reinforce Government in an enabling role, not as a dominant provider, of a more market-responsive post-basic education and skills training system. Continuation of user charges is justified to reinforce market signals, alongside measures to ensure equitable access to post-basic service opportunities in the poorer under-served districts where unemployment is highest. This mapping process is crucial in targeting areas which are underserved for potential secondary vocational school (SMK) provision.

Expansion of Formal and Non-Formal Lifelong Learning Opportunities: A continued priority is to ensure equitable expansion of secondary and higher education

Life Skills and Entrepreneurship in Education

Unemployed young people, especially drop-outs, have limited access to life-long learning opportunities which are relevant and develop skills with income generating potential.

The Directorate General of Non formal Education has introduced, since 2006, professional development courses. These aim to provide young people with relevant skills, and entrepreneurship training in rural villages and urban locations. In order to organise and deliver the program, a skill consortium is organised and receives a block grant to deliver the program. Tracer studies will monitor the success of the program in providing young people with income generating skills.

opportunities, with specific targeting on currently underserved districts. Much of this expansion will need to be planned at provincial/district levels, guided by national policies. Key issues in preparing expansion plans will need to include: i) harmonizing public, private and madrasah provision based on demand mapping, ii) measures to ensure progression of poorer students into senior secondary education, including addressing cost barriers, iii) the scope for more innovative organizational models, including integrated junior/senior secondary schools and community colleges. There are also opportunities for more integrated secondary/higher education provision, including expansion of diploma/graduate programs by part-time study and distance learning. Secondary vocational schools (SMKs) are being increasingly encouraged to introduce productive activities (e.g. car maintenance, small scale furniture units) within both formal and non-formal arrangements.

Reaching the Un-reached: Equivalency Education

In Indonesia, some groups are difficult to reach through formal education, including ethnic minorities, tribal groups, remote families, island communities and urban street children. For some, schools are too far away or education is not seen as a priority compared to early employment.

The Directorate General of Non formal of Out-of-School Education has devised a number of new models, including home schooling, door-to-door schooling, mobile schools, e-schools and setting up community village life-long learning centres staffed by volunteers. These programs have accreditation and flexible multi-entry and multi-exit mechanisms if students want to rejoin mainstream education.

Particular target groups have included the Wamena and Yahukimo Tribes in Papua, the Bajo Tribe in Sulawesi, rural farmers in central Java, border area groups and street children in various urban settings.

Strengthening Institutional Responsiveness to Workforce Skill Needs: As work force skill requirements become more fluid, measures are needed to ensure education and training institutions can respond to these changes. The combination of public and private provision, with user charges, helps contribute to responding to labour market signals. In addition, broadening the governance of institutions to include employers and other key informants will help institutional responsiveness. More flexibility in the use of resources and staff, including income generating activity, will also help.

In addition, Government is advocating use of tracer studies of graduates and local employment surveys by training institutions as part of its development planning process, especially within secondary vocational education provision.

Expanding and Improving In-Company Training. Training by the companies is cost-effective and efficient. Such training, which should be structured and planned, can be on or off the job. Training in enterprise should be linked to its strategic plan and based need analysis of the enterprise.

Providing Continuing Education and Training. Given the rapid obsolescence of knowledge and the fast change in technology, there is a need for continuing education and training on the part of all employees whether they manager, supervisor, or rank and file workers. Greater attention needs to be paid to continuing education and training in Indonesia as in many developing Asian and Pacific countries. Continuing education and training will have to be looked at holistically and systematically and improved and expanded, linked to clear career paths and training accreditation and standardization.

Mainstreaming Entrepreneurship skills in Technical and Vocational Education and Training. This is especially so when contemporary challenges like globalization and the rapid technological advancement are changing the market scenario in the region. Another factor to be taken into consideration will be the lessons learned during the last economic crisis when almost all big companies in the Asian countries have problems in maintaining their businesses and employees. In both cases the respective governments are compelled to develop new economic strategies reacting and pro-acting to the situations trying to address among others the issues of unemployment, underemployment and retrenchment. One such strategy is the establishment of policies on SMEs and the support in their development to ensure sustainable economic growth for the nation as well as overcome the fear of possible social problems suffered especially by the graduates of VTET institutions.

Developing Competency Standards and Recognition and Certification of Skills. Standards should be based on sound labour and work analysis, and involving the social partner and an essential link between workplace employment requirements and systems and programme of learning, education and training. They can guide continuous training programme development and adaptation. They help individual develop and maintain their employability over their life-span. They also provide a basis for making rational collective and individual investment regarding learning and training. Competency standards must be internationally consistent as labour quality and qualifications increasingly determine product and service quality.

VI

Goal 4: Assuring Increased Adult Literacy and Continuing Education



VI Goal 4: Assuring Increased Adult Literacy and Continuing Education

Goal 4: Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.

A. NATIONAL POLICY AND STRATEGIC FRAMEWORK

It is stipulated in the 1945 Constitution that every citizen has the right to education. It is entrusted further in the Law 20, 2003 that the National Education System is to provide equal educational opportunities to all citizens. These two pieces of legislation have driven the Government, alongside multi-ethnic communities, encourages each Indonesian citizen to benefit from education and training to become lifelong learners.

The Dakar target is to reduce the number of illiterates by 50% by 2015. The Government target is to accelerate achievement of this target by 2009/10. Halving the actual number of illiterate people (approximately 15.41 million people in 2003) by 2009 will require Indonesia to make literate approximately 7.7 million people in that five year period. To meet this target, approximately 1.6 million people per year need to be positively affected by the illiteracy eradication campaign.

This broad target is encapsulated in the Presidential Instruction No. 5, 2006 on *The National Movement to Hasten Compulsory Nine-Year Basic Education Accomplishment and the Fight against Illiteracy (NMHFAl)*. Further, the Minister of National Education provides guidelines for implementation at both government and non-government levels to augment the level of literacy in our nation.

In the execution of NMHFAl, the following strategies have been adopted:

- *Strengthened Provincial Targeting*: To prioritize illiteracy eradication in provinces, municipalities and regencies with the highest rate of illiteracy, so that short term targets regarding numbers of new learners can be reached. There are nine provinces as of data in 2003 which account for 81% of all illiterate persons; 108 municipalities/regencies account for of 76% of all illiterate persons.
- *Concentrating on High Demand Areas*: To apply a *Block Strategy*, meaning that illiteracy eradication starts from the areas with the most densely populated numbers of illiterate people and continues to neighboring districts, so that illiteracy can be totally eradicated.
- *Strengthening Mutual Accountability for Eradicating Illiteracy*: To apply a vertical approach by utilizing the capacity of government structure to mobilize all segments of society to become involved in executing illiteracy education. The President, as Head of State, instructs all relevant ministers, governors, regents/mayors and heads of villages/neighborhoods to galvanize the whole element of community in each area behind illiteracy eradication by applying *gotong-royong* principles. (In Indonesian, *gotong-royong* describes a type of cooperation where everyone in a community has the responsibility to ‘pitch in and help out’)
- *Encouraging the Developing of Networks and Partnerships*: To apply a horizontal approach by performing intensive cooperation with different NGO’s, such as social organizations, religious organizations, women’s organizations, youth organizations, *Pondok*

Pesantren (Islamic Boarding Schools), mosques, and others to get involved in conducting literacy education in their circles of influence.

- *Collaboration with Universities/Academies:* The government, in collaboration with universities, undertakes illiteracy eradication through thematic Student Community Services (SCS) Programs, which represents a specific program of illiteracy eradication. Evidence from field programs show that SCS with the theme of illiteracy eradication can have a positive impact.
- *Standards Setting and Quality Assurance:* To develop Standard of Literacy Competence (SLC) and Standard of Literacy Assessment (SLA) as a base to conduct a quality assurance program. To recognize the achievement reached by learners after joining the literacy education program, an assessment on learning is undertaken. By this assessment, different information on outcomes achieved by the literacy education program are revealed, and the analysis for feedback and revision of literacy education program can be taken to set targets and achieve outcomes that can reach the standard of literacy competence required.

Illiteracy targets of a reduction to 5% by the year 2009 will require total funds over the period of Rp. 5.5 billion. The funding per year is elaborated in detail in the *Table* below. Government is committed to mobilizing these resources through central, provincial and district and other sources.

Table 12: Total Literacy Program Funding 2004-2009 (000s of Rupiah)

| Year | Target Number | Unit Cost (Rupiah) | Total Funds | PBA Funds Per Year | | |
|------|---------------|--------------------|---------------|--------------------|-------------|-------------|
| | | | | Central | Province | Other |
| 2004 | 200,000 | 384,000 | 76,800,000 | 57,600,000 | 11,520,000 | 7,680,000 |
| 2005 | 660,400 | 796,116 | 525,755,000 | 278,640,597 | 101,902,847 | 145,211,556 |
| 2006 | 991,440 | 845,580 | 838,342,000 | 549,627,108 | 119,057,687 | 169,657,205 |
| 2007 | 1,192,600 | 896,235 | 1,068,850,000 | 716,988,093 | 145,100,465 | 206,761,442 |
| 2008 | 1,421,100 | 947,846 | 1,346,984,000 | 900,453,733 | 184,166,485 | 262,363,782 |
| 2009 | 1,665,300 | 1,000,722 | 1,666,502,000 | 1,100,793,971 | 233,368,322 | 332,339,707 |

B. IMPLEMENTATION ARRANGEMENTS

The implementation arrangements are guided by three strategic pillars and associated programs as follows.

Equity and Expansion of the Literacy Education Services:

- Improvement of basic education performance for school age group. The activities are done to prevent the occurrence of new illiterate group such as children aged 7 – 12 who have not obtained the basic education or dropped out children, so that the illiterate possibilities can be avoided or back to be illiterate.
- Improvement of literacy study group enrolments through increasing the number of community reading centres in identified locations and increased resources.
- Strengthening of inter sector cooperation, community, universities, and international institutions including Non Governmental Organizations (NGOs) for the implementation and monitoring up of literacy programs.
- Expanding the publication of the illiterate bulletins gradually that becomes the facility for changing information among various parties and the capacity improvement and the services of Master Trainers of functional illiterate (KF).

Improving the Quality and Relevance of Literacy Programs

- Improvement of functional literacy program services which is well distributed with the determination of group target in clearly that based on the age group, locations, genders, and income group.
- Expanding the provision of reading materials that are related to various functional skills, including tailoring to different levels of literacy.
- Improvement of supporting programs to maintain the literacy ability which ever be obtained by the graduates so that the lit-

eracy ability can always be maintained alongside integration of functional literacy programs within life skills education program.

- Improving the capacity and tutorial competence and the literacy program organizers, including strengthening overall monitoring and evaluation systems together with an increased focus on continuous improvement.

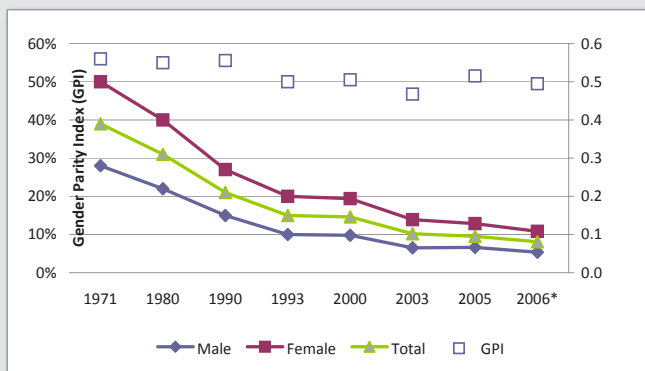
Strengthened Governance and Accountability

- Improving the program controlling system in cooperation with the implementers and organizers of the literacy programs, alongside encouraging the establishment of the literacy tutor group at the village level, sub district, district/city.
- Influencing and encouraging district leaders to improve literacy as part of regional development incorporating: i) improving the planner capacity and competency and budgeting the literacy program, ii) improving the role of committee of out of school education in planning and implementing the program and iii) improving the use of Community Learning Center (PKBM) as the place of program implementation.
- Accelerating the establishment of Tutor Communication Forum, in which the forum name will be expanded with the name of Communication Forum of Literacy Education and implementing the policy study to support the implementation of literacy education programs in order to answer the local needs with better quality.

The strategy and programs focus on specific target groups, including: i) mother tongue and other communication language groups, ii) trans-migratory regions and migrant groups, iii) the rural poor, including in island regions and border areas, iv) unreached groups, especially the urban poor, v) traditional Islamic boarding school students in dayahs and salifayahs and vi) various tribal groups, especially Jambi, Sulawesi and Banten.

C. NATIONAL PERFORMANCE IN ACHIEVING EFA GOAL AND RELATED OBJECTIVES

Figure 33: Reduction in the % of Illiterate Adults



The illiteracy eradication program in Indonesia carried out from a decade to the next one now show significant success, as can be seen from the reduction on percentage of illiterates reached. In 1970, 39% of Indonesian people aged 15 and over declared themselves to

be illiterate, declining to 31% in 1980, and then to 21% in 1990; 15% in 1993; 14.6% in 2000; 10.2% in 2003; and 9.6% in 2005. As of June 2006 this figure stood at 8.4% and figure at October 2006 predicted 8.1%.

This reduction is mainly due to improved access to basic education, which produces literate adults and a program of targeted interventions dealing with the previous legacy of inequitable access to high quality basic education. However, the gender parity index for adult literacy appears to worsening (falling from 0.56 in 1990 to 0.49 in 2006). A focus on improving female adult literacy rates is therefore a priority for the Government, especially for non youth (e.g. over 25 years old).

There are significant disparities between urban and rural areas in adult literacy rates. For example, the urban and rural literacy rates in 2005 were 88% and 95% respectively. Although the gap has been reduced from 10% to 7% over the period, a key target group for literacy programs remains the rural poor, especially women. Much of this disparity is due to the legacy of inequitable access to basic education in the rural areas over past decades. However, even amongst young people, urban/rural literacy gaps remain (e.g. 1%-2% lower in rural areas), due to higher rates of non-at-

Figure 34: Number of Literate Adults

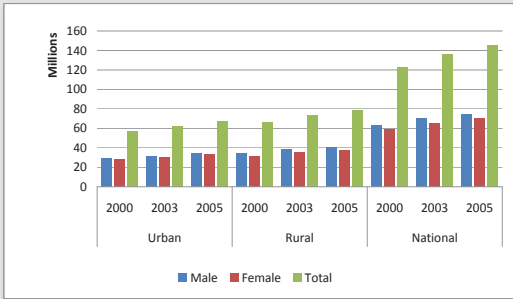
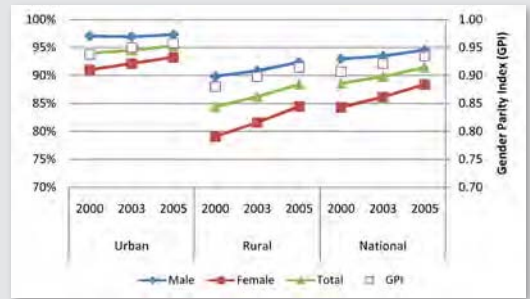


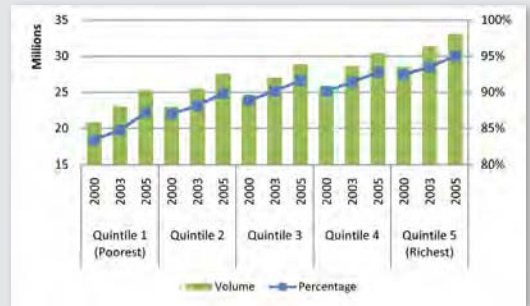
Figure 35: Adult Literacy Rate



tendance and drop-out in primary education in rural areas.

Over the past 6 years, adult literacy rates have improved across all poverty quintiles. In the poorest quintile, literacy rates have risen from 83% to 87%, whilst in the richest quintile, literacy rates have risen from 92% to 95%. Once again, this reflects historical legacies in differential access to basic education, including for older adults being affected by colonial tradition that educating the rural farmer was of little value. The Government is therefore adopting a poverty targeted approach to adult literacy provision.

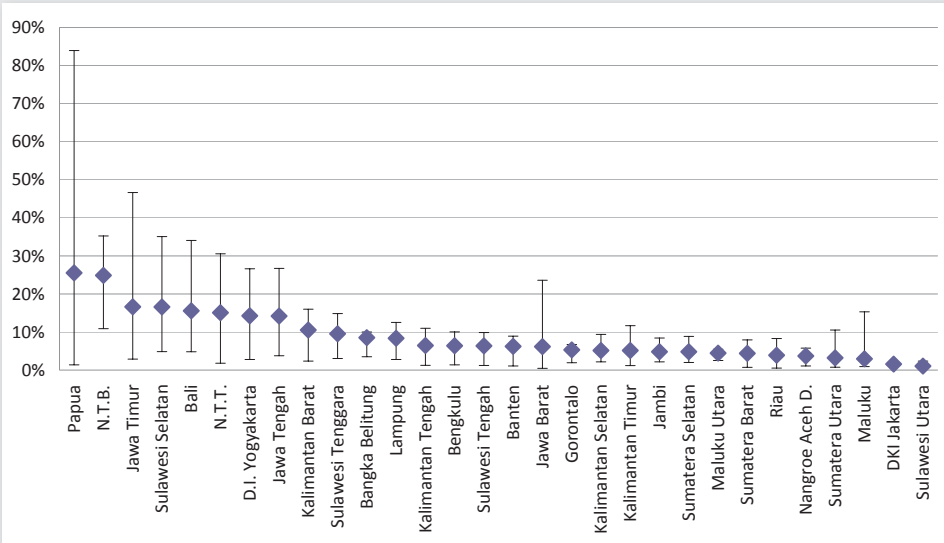
Figure 36: Adult Literacy, By Poverty Quintile



D. KEY PERFORMANCE VARIATIONS

There are extensive variations in both the proportion and total number of adult illiterates. Based on a combination of share of population and volume, a number of provinces have been targeted as priorities for adult literacy education. These priority provinces are: **Banten, Jawa Barat, Jawa Tengah, Jawa Timur, Kalimantan Barat, N.T.B., N.T.T., Papua and Sulawesi Selatan.**

Figure 37: Proportion of Adult Population who are Illiterate, By Province, 2003



Source: MoNE Staff Calculations based on Sussenas 2003

Within individual provinces, there are significant district variations. For example, in Papua, one district has 84% of the adult population without literacy skills. In East Java, Bali, N.T.B., N.T.T. and Sulawesi Selatan, some districts have more than 30% of the adult population without literacy skills.

A number of factors contribute to these disparities, including: i) historical legacies of limited access to basic education, ii) high rates non-attendance and drop-out from school over the past 10-30 years, meaning that adults did not acquire literacy skills and iii) limited previous access to adult literacy education to help compensate for this disadvantage during school age.

Amongst the younger adult population age 15-24, these provincial and district variations are much less severe and are beginning to narrow, as a consequence of improved access, participation and survival during primary education over the last decade. Simultaneously, consistent with EFA commitments, access to adult literacy education opportunities for older adults has also expanded in order to help narrow these literacy gaps.

E. SELECTED SUCCESS STORIES AND CHALLENGES

Extension Of Literacy Education Access And Quality: Initiatives have included: i) provision of functional literacy program service with clear target group according to the age, region, sex, and income, ii) stipulation of national policy in order functional literacy program can be affirmative policy in the efforts of poverty eradication, and iii) formulating specific and innovative functional literacy program by focusing on functional aspect in every age. Government has produced adult literacy materials for specific target groups. The challenge will be to provide a range of incentives to ensure sustainable demand and a strong sense of value for adults in becoming and staying literate.

Special Literacy Programs for Older Adults. For the elderly, literacy education services need to be connected with their learning need and interest. Learning process can be done in several stages. For instance, in the first stage, writing is taught using local language as the medium of teaching. The next stage, Indonesian language is introduced in functional education. By applying those stages, it is expected that learning participants will be more easily to understand the knowledge they obtain and apply it in daily life. Formulating supporting programs to maintain literacy capability which have been acquired by the alumni so that it can be maintained to avoid relapsed illiteracy. Key success stories have been the expansion of Business Learning Groups and Community Reading Centers (CRC). The challenge will be to setup and sustain support systems for these kinds of activities.

Expanding Literacy Socialization Programs. The importance of literacy capability needs to be disseminated to all community groups and related education providers. Main activities to fulfill



the strategy are as follows: i) socialization concerning the importance of literacy capability for community at large and all related stakeholders, ii) socialization concerning the importance of literacy education which will affect the HDI component and iii) increasing partnership across sector, community, universities and international institutions including NGO. A success story has been the expansion of literacy road shows to a number of key provinces. The main challenge remains to setup communication, information and education networks which get down to village level and remote areas to promote the importance of literacy education.

Forging Literacy Partnerships: Cross sector partnerships are required since the process of designing literacy education program so that service provided can relate with the effort of every sector in increasing human resources productivity through forming a Tutor Communication Forum, which will be extended in the following year becoming Literacy Education Communication Forum. In this forum, participants are not limited only for tutors, but also other professions (e.g. tutor, observer, professional, academic personnel, politicians). Another success story of partnership is the mobilization of Gajahmada University students to undertake literacy outreach programs as part of their studies and community service.

Strengthening Monitoring and Evaluation Systems. Restructuring Management Information System, to guarantee the success of literacy education program, management

Community Service Approach to Literacy Education

Gajah Mada University (UGM) has developed the Student Thematic Community Service (STCS) program involving college students in illiteracy eradication. To ensure effectiveness local language “mother tongue” is used as an introductory language in the class. Since 2005 up to now, STCS has been implemented in several provinces such as Yogyakarta, East Java and Central Java.

Generally, the basic literacy program consumes 114 hours equal to six months. Yet, through STCS, it can be effectively shortened to be three months. The strategy of STCS is college students’ involvement serving as literacy tutors. Each student instructed at least 15 participants. For the sustained program implementation after STCS over, the college students also trained the local citizens to take over the program.

The success of the program can be illustrated by the fact that 86% of participants achieved the required competence. STCS runs well due to the high participation and contribution of various elements in the society; local government, public and religious leaders, young figures and stakeholders.

information system should be strengthened through monitoring and evaluation system. This activity is required with the purpose of maintaining the program effectiveness. The activities cover: i) mapping the literacy education service and mapping the illiterate population to facilitate in determining the program target, ii) data collection of literacy education service institution which is done by community or government (GO and NGO), iii) data collection of resources who directly involve in literacy education program, iv) capacity building for literacy education service institution and all the support system and v) publishing journal periodically which will become a means of information center across many parties. Over the past five years, MoNE has formed a strong partnership with the National Bureau of Statistics (BSP) in the design and use of literacy survey data to ensure effective targeting and implementation planning of resources.

Introduction of Literacy Certificate (SUKMA). A Certificate of Literacy SUKMA (*Surat Keterangan Melek Aksara*) is a certificate which is given by the government (Directorate General for Non Formal Education) to the learners which have successfully participated and completed a literacy program, based on the results of an evaluation, fulfilling competency requirements in reading, writing, numeracy, communication (oral) in Indonesia, according to standards which are put forth in the Literacy Standard Competencies (SKK = *Surat Kompetensi Keaksaraan*). The challenge will be to promote the value of this kind of certification within the community and advocate its use as a credential for various forms of advancement.

F. KEY STRATEGIC PRIORITIES AND ISSUES

Strengthening Literacy Networks and Partnerships: Delivering adult literacy services faces the challenge of very diverse situations, often in small and remote villages scattered over a district. A priority is to develop mechanisms and incentives that establish and sustain networks and partnerships between Government Ministries, NGOs, womens organisations, tribal groups and other community groups. This will require flexible block grant financing mechanisms and innovative forms of technical support

to build up network capacity. The proposed expansion of CLCCs, often through the village primary school, is designed to enable CLCs to act as a network hub.

Stimulating Demand for Adult Literacy: A particular challenge, especially for older adult illiterates, is the perceived lack of value in literacy acquisition and the perceived opportunity cost of attending more formal adult literacy classes given the pressures of household duties and income generation. New, innovative and cost efficient public education initiatives need to be expanded through various forms of media, including print, radio, TV and electronic. A related issue is to identify literacy champions in each community, including students and teachers or possibly through retired civil servants, school committees or local political groups, who can spread the literacy message.

Promoting Innovative Models of Literacy Education: A key challenge is to design more demand side approaches to literacy education, whereby adults see the value of becoming literate and any stigma is eliminated. Possible approaches include: i) linking literacy to voter education and mobilisation campaigns, ii) using literate primary and secondary students as tutors for their families, possibly with small student incentives when parents and grandparents become literate and iii) expansion of literacy newspapers, including in mother tongue, using literate people in the community as home based tutors. The challenge will be to provide social and financial incentives to sustain these approaches, which could include prize competitions and publication of success stories. A related challenge is to strengthen knowledge management systems so that successful innovations and the impetus for their success can be shared and incorporated into future strategies.

VII

Goal 5: Assuring Gender Equity in Education



VII | Goal 5: Assuring Gender Equity in Education

Goal 5: Eliminate Gender disparities in primary and secondary education by 2005, and achieve gender equality in education by 2015, with a focus on ensuring girl's full and equal access to and achievement in basic education of good quality.

A. NATIONAL POLICY AND STRATEGIC FRAMEWORK

The Dakar agreement related to gender equity in education specifies a number of goals and targets, including: i) assure that all children in the forthcoming year 2015, particularly the female children, the children with difficult condition and those who included in the minority ethnic, should have access and complete the non compulsory and compulsory basic education with a good quality, ii) 50% of better achievement towards the illiterate adult in forthcoming the year 2015, mainly for women, and fair access in the basic and continuous education towards all adult people and iii) eliminate the gender gap within the basic and secondary educations and achieves the gender equality in education in year 2015 by focussing deeply towards the female children in receiving a qualified basic education.

The improvement of gender equality and equity in education sector that have been the concern of the Ministry of National Education since 2001, is a form of Indonesia commitment to rejecting various forms of discrimi-

nation that is manifested in the International Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) which has been ratified by means of Law No. 7/1984.

Gender mainstreaming policy and strategy declared by the government after the release of the Presidential Decree (*Inpres*) No. 9 Year 2000 that assigned all government agencies, both at national and local levels, to mainstream gender into planning, implementation, monitoring and evaluation of all policies and programs. Moreover, National Education System Act number 20, 2003 also stipulate that education is provided for all citizens and that girls and boys as well as men and women have the same right to accessing quality education. What is more, gender mainstreaming (GM) in all development fields and activities has been determined as one of the mainstreamed-issues in the Annual and Medium-Term Development Plans.

To realize the EFA targets, policies to be taken are as follows: i) expand quality education access with gender perspective to all girls and boys, ii) improve the education quality and relevancy, reduce the illiterate level within the adult population, mainly female population by improving the educational performance in each level of education, either formal or non-formal streams, equivalency education program, and functional literacy education for adult and iii) governance and accountability, to develop the educational institution capability in educational management and promotion with a gender perspective.

The policies will be implemented through five main strategies: i) provision of a quality education access, mainly the even distribution of basic education to girls and boys, both through formal and non-formal education streams; ii) provision of equal education access towards adult people who cannot afford for accessing education; iii) improve the services of functional literacy education for adult population, mainly for female; iv) improve the information and data system in order to mainstream the gender perspective and v) institutional development of the education institution, in national and local levels, regarding the education with gender perspective.

B. IMPLEMENTATION ARRANGEMENTS

The *planning*, management and implementation of gender equity strategies is coordinated by the gender unit in the Directorate of Out-of-School Education in MoNE. The gender unit works closely with the Coordinating Ministry of Women's Empowerment, which is mandated to ensure gender mainstreaming of Government policies and strategies, including for education. The overall strategy is to ensure education policies, strategies and programs and the number of beneficiaries are screened and monitored to ensure gender equity in both access to and benefits from education. Consistent with the three Renstra 2005-2009 strategic pillars, gender mainstreaming strategies incorporate the following:

Gender Equity in Education Access Expansion and Distribution:

- Increasing the distribution of the gender equality education information at all community level and increasing the advocacy program and Education KIE program with gender insight.
- The improvement of gender mainstreaming socialization and awareness raising, including for education decision takers related to strategic and program development.
- The improvement of networking, mainstreaming gender inter sector at the district and province level, including use of various electronic media such as gender oriented websites.
- Conducting the communication forum to give chances to educators for sharing their experiences and their best practices at the level of district/city, province and central, alongside increasing the cooperation with LSM and female organizations to give facilities to poor family/parents so that their children have the rights to obtain educations.
- Increasing the socialization of gender mainstreaming towards the policy takers and the actors at central and district level and to build a commitment amongst policy takers in the education field

for reaching the gender equity and to optimize the gender based programs implementation.

Gender Equity in Education Quality Improvement and Relevance:

- The intensive use of the information system and the education recording based on the genders, and to analyze the data to know the education performance and planning with gender insightful at the central, province and district/city level in order to formulate the education policy and education program with gender perspective.
- To develop new centers for women's study or to expand the coverage of available study centers at the district/city level or with the gender issues as the district/city government partner in managing the education with gender perspective, including conducting various gender study cases in the field of education.
- Developing program on the gender studies on the levels of bachelor, master, and doctorate at the universities which have women study centers as the center for human resource provision that have gender knowledge in the national development. They are hoped can be the researchers, the policy takers, planners, and the implementers of development program with gender perspective.
- Conducting policy analysis on gender bias either the regulation rules, curriculums, and teaching materials, including for both formal and non-formal education and conducting various studies on the practices that cause the education with nonresponsive gender, and to follow up the findings and the proposed recommendations.
- Completing the regulation rules, curriculums, and teaching materials which have gender bias and improving of monitoring evaluation towards the program of gender mainstreaming implementation at the central, province and district/city level.

Gender Equity in Education Governance and Accountability:

- The improvement of the capacity and competence in planning and budgeting the education for poor families with gender perspective.
- The development of current information system and program recording processes to ensure sufficient coverage of gender equity issues, including conducting the mapping and the improvement of the poor family data.
- The improvement of family education with gender perspective for poor families at several selected urban and rural areas.

Key implementing agencies are the Ministry of National Education , Ministry of Religious Affairs, Provincial and District Education Authorities, public and private schools and Universities and other community and NGO groups, including women's associations at various levels.

C. NATIONAL PERFORMANCE IN ACHIEVING EFA GOAL AND RELATED OBJECTIVES

The access towards the gender based education has developed gradually since gender mainstreaming policies and strategies were conducted systematically since 2001. Gender discrepancy in primary, junior secondary and senior secondary education has decreased nationally, either in urban or rural areas. However, Indonesia still faces gender discrepancies mainly in higher education level; education management and staffs; curriculum, teaching material, and learning process; and study program and majoring.

The positive impact of GM is significant mainly in socializing the understanding on the importance of the *right base approach to development*, as the media to reach gender equality and equity to all community levels, specifically in access, quality and relevance improvement, and the efficiency of education management.

Access to basic education. In general, Indonesia has made a significant progress in achieving gender equality in providing access to universal primary education. Since 2002 equal access to universal primary education both for boys and girls in urban and rural areas has been reached. Gender Parity Index for both gross enrollment rates (GER) and net enrollment rate (NER) at primary education already reached 1.

Table 18: Gender Parity Index in Primary NER and GER

| Area | GER | | | | | NER | | | | |
|-------|------|------|------|------|------|------|------|------|------|------|
| | 1995 | 1998 | 2000 | 2003 | 2006 | 1995 | 1998 | 2000 | 2003 | 2006 |
| Urban | 0.98 | 0.99 | 1.00 | 0.99 | 0.99 | 0.99 | 0.99 | 0.99 | 1.00 | 1.00 |
| Rural | 1.00 | 0.99 | 0.99 | 1.00 | 1.00 | 1.01 | 1.01 | 1.00 | 1.00 | 0.99 |
| Total | 0.99 | 0.99 | 0.99 | 1.00 | 1.00 | 1.00 | 1.00 | 0.99 | 1.00 | 0.99 |

Source: Susenas 1995, 1998, 2000, 2003 and 2006

Significant increase of providing equal access for boys and girls also reflected at junior secondary education nationally not only in urban but also in rural areas. The analysis by using the GER and NER indicators explained that the participation of girls population is slightly higher than the boys. The table below reveals that GER parity index of urban population is 1.01, while 1.02 in rural area. At the same time, NER parity index of urban population is 1.01 and 1.02 in rural.

Table 19: Gender Parity Index in Junior Secondary NER and GER

| Area | GER | | | | | NER | | | | |
|-------|------|------|------|------|------|------|------|------|------|------|
| | 1995 | 1998 | 2000 | 2003 | 2006 | 1995 | 1998 | 2000 | 2003 | 2006 |
| Urban | 0.96 | 0.98 | 0.99 | 1.01 | 1.01 | 1.00 | 1.01 | 1.00 | 1.01 | 1.01 |
| Rural | 0.98 | 1.00 | 1.00 | 1.04 | 1.02 | 1.01 | 1.03 | 1.01 | 1.03 | 1.02 |
| Total | 0.98 | 1.00 | 1.00 | 1.03 | 1.02 | 1.01 | 1.03 | 1.01 | 1.03 | 1.02 |

Source: Susenas 1995, 1998, 2000, 2003 and 2006

Access to senior secondary education The GER and NER of women to men at senior secondary level of education increased since 1995 even though the percentages were far below junior secondary education. Some of the constraints were limited number of schools and the long distance.

What is more, GER and NER for both women and men in urban areas was fluctuating from 1995 to 2004. The sharp decrease from 1998-2002 was allegedly due to the weakening of economy which had driven male students to drop out and work. In 2006, the gender parity index in general senior secondary (SMA) only was 1.01, with a greater proportion of girls enrolled in urban areas.

Table 20: Gender Parity Index in Senior Secondary (SMA, SMK and MA) NER and GER

| Area | GER | | | | | | | NER | | | | | | |
|-------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|
| | 1995 | 1998 | 2002 | 2003 | 2004 | 2005 | 2006 | 1995 | 1998 | 2002 | 2003 | 2004 | 2005 | 2006 |
| Urban | 0.88 | 0.93 | 0.93 | 0.95 | 0.96 | 0.99 | 0.96 | 0.92 | 0.96 | 0.95 | 0.97 | 0.96 | 0.96 | 0.97 |
| Rural | 0.87 | 0.97 | 0.95 | 1.00 | 0.99 | 0.98 | 0.98 | 0.92 | 1.00 | 0.98 | 1.02 | 0.98 | 0.97 | 0.98 |
| Total | 0.90 | 0.97 | 0.95 | 0.98 | 0.96 | 0.98 | 0.97 | 0.95 | 1.00 | 0.97 | 1.00 | 0.99 | 0.98 | 0.98 |

Source: Susenas 1995, 1998, 2002, 2003 and 2004

Gender enrolment rate trends show an overall decrease in gender parity by socio-economic status at higher levels of education. For education, the primary NER GPI is 0.99 – 1.00 across all five poverty quintiles. At junior secondary, the gap begins to widen with NER GPI 1.04 for the poorest quintile and 0.99 for the richest quintile. At senior secondary, the NER GPI is 0.98 and 0.91 for the poorest and richest quintiles respectively. In other words, poor families are according a high priority for the education of girls.

Females are outperforming boys in national examinations, with higher test scores in Bahasa and English and similar performance in mathematics. Even on the science program, where the number of boys is larger than the number of girls, performance is only slightly lower. In terms of graduation rates, in 2003/04 junior secondary female graduation rates were 96%, compared to 98% for males. The pattern is reversed at senior secondary level, where in general schools, female graduation rates were 98% compared to 95% for males. In vocational secondary schools this pattern is reversed.

Table 21: Gender Parity in National Secondary Exam Results 2003/04

| Level | Bahasa | English | Maths | Total |
|---------|--------|---------|-------|-------|
| SMP/MTs | 1.04 | 1.02 | 1.00 | 1.02 |
| SMA IPS | 1.02 | 1.00 | 1.01 | 1.01 |
| SMA IPA | 1.00 | 0.99 | 0.98 | 0.99 |

Table 21: Gender Parity Index in Higher Education NER

| Gender Group | 2001/2002 | 2002/2003 | 2003/2004 | 2004/2005 | 2005/2006 |
|--------------|-----------|-----------|-----------|-----------|-----------|
| Male | 15.51 | 15.83 | 14.09 | 14.64 | 15.4 |
| Female | 11.78 | 12.05 | 14.42 | 13.88 | 14.61 |
| Parity Index | 0.76 | 0.76 | 1.02 | 0.95 | 0.95 |

increased from 0.76 in 2000 to 1.02 in 2003 as the enrolment of females has increased significantly. However, the NER GPI has fallen since 2003, due in part to an imbalance in areas of study between males and females. A continued trend is that females prefer to study social sciences rather than natural science/technical subjects in secondary school. This pattern broadly continues in higher education, especially for technology. For example, for

A very positive trend has been the increased higher education NER GPI which has increased from 0.76 in 2000 to 1.02 in 2003 as the enrolment of females has increased significantly. However, the NER GPI has fallen since 2003, due in part to an imbalance in areas of study between males and females. A continued trend is that females prefer to study social sciences rather than natural science/technical subjects in secondary school. This pattern broadly continues in higher education, especially for technology. For example, for social sciences, the enrolment GPI in 2002, was 0.8, improving to 0.9 in 2005. For education, the GPI is widening from 1.2 in 2002 to 1.5 in 2005. In technology, women remain significantly under-represented with a GPI of 0.3 to 0.4 over 2002/05. Interestingly, in natural sciences the pattern is beginning to change with gender parity being achieved by 2005.

Figure 38: Gender Parity Index, By School Status and Level of Education, 2006

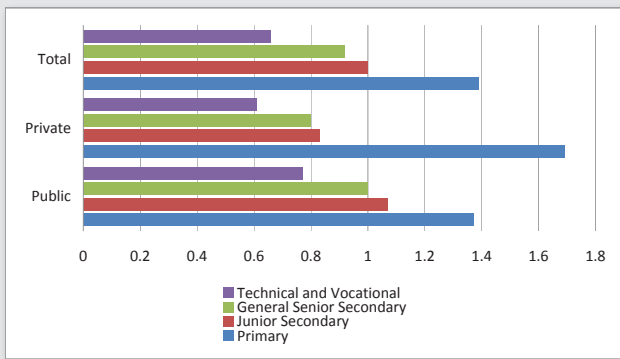
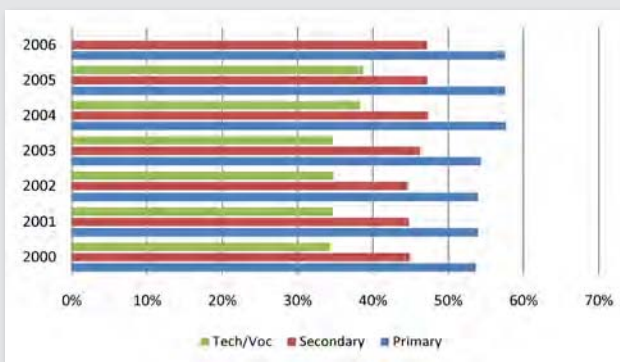


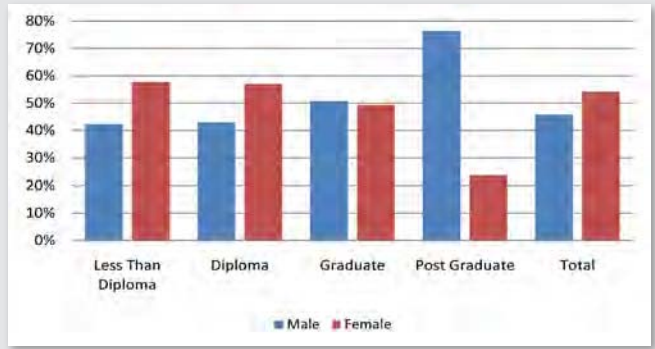
Figure 39: Proportion of Female Teachers, By Level of Education



The public education system, especially at kindergarten and primary education levels is heavily reliant on the female teaching force. Female teachers are over-represented at both levels. In the public education system, there are more

or equal or numbers of female teachers in junior and general senior secondary education. However, female teachers are under-represented in public secondary technical and vocational schools by a ratio of about 1:2.

Figure 40: Educational Qualifications of Teachers, 2006



This pattern changes significantly for private schools where there are significantly less female teachers overall. In both junior and senior secondary education female teachers are under-represented with GPIs of 0.8 and 0.7 in 2006 respectively. This pattern is reportedly due to better conditions of service in many of the private secondary schools, providing an incentive to male teachers who are the main household bread winner.

Figure 41: GPI for Primary NIR, 2006

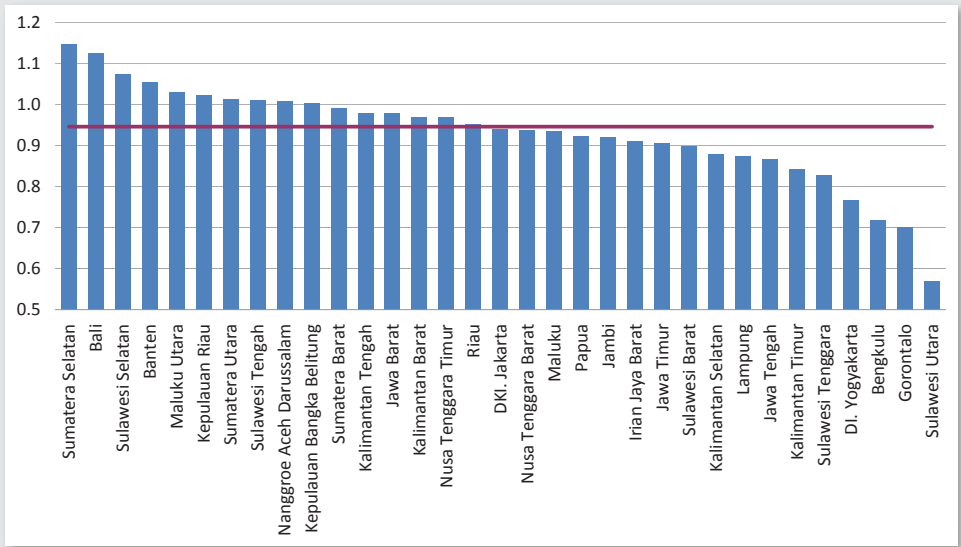


Figure 42: GPI for Primary NER, 2006

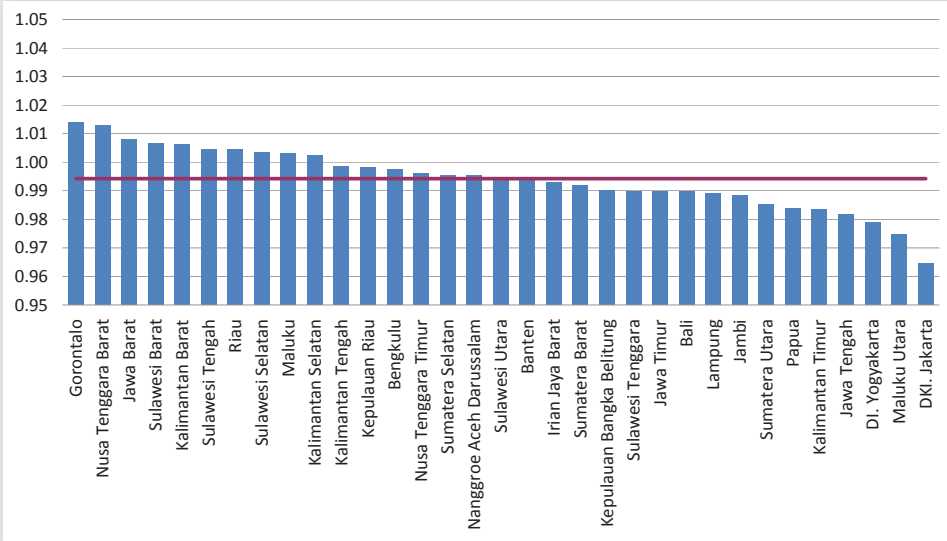
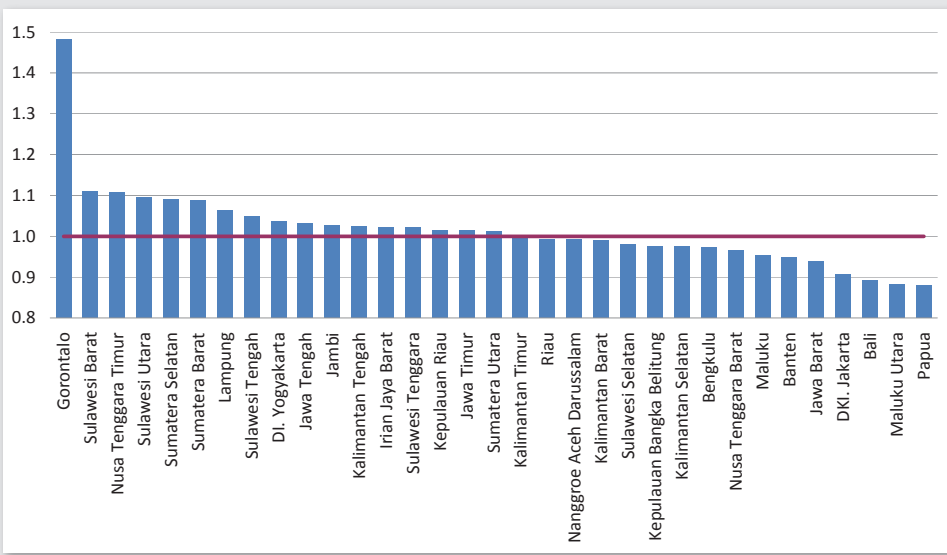


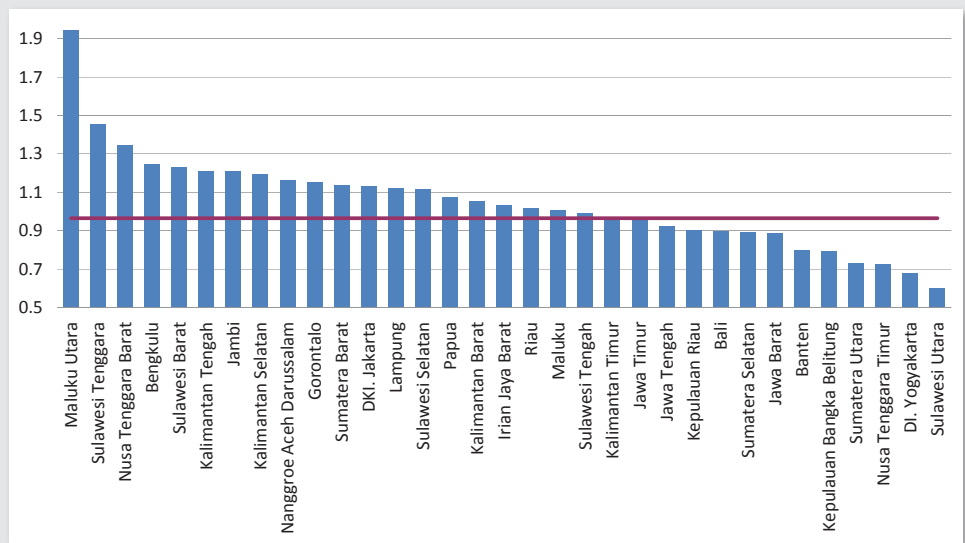
Figure 43: GPI for Junior Secondary NER, 2006



Gender disaggregated data for teachers qualifications and levels of responsibility indicates that a higher proportion of female teachers, both civil servants and non-civil servants, meet the minimum standards of S1/

D4. In contrast, a higher proportion of women, compared to men, have D1/D3 qualifications or less. Enabling more female teachers to reach S1/D4 qualification is critical if the share of females in senior management positions is to increase. This broad pattern suggests that female teaching staff are facing a qualifications barrier in access to school principle

Figure 44: GPI for Senior Secondary NER, 2006

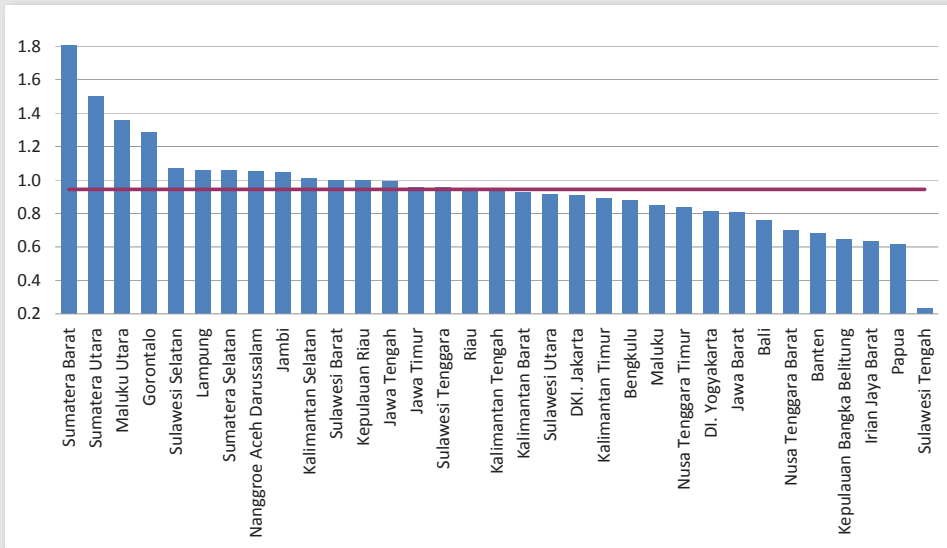


and other senior management positions. This constitutes a potential constraint on improving and maintaining gender equity in secondary education, given international evidence that female school principles correlates strongly with high female enrolment rates in senior secondary and progression to higher education.

D. KEY PERFORMANCE VARIATIONS

Despite overall improvements in gender equity indicators at all levels of the system, significant provincial variations exist. In some cases, females are under-represented and measures are needed to ensure gender equity. Equally, in other cases, males are under-represented and specific

Figure 45: GPI for Higher Education Enrolment, 2006



measures will be needed to ensure males have equal access and benefits of education programs.

For primary grade 1 net intake rates, the average GPI is 0.95 indicating that, overall, girls are under-represented in grade 1 intakes. Specific provinces with low female intakes include Sulawesi Utara, Gorontalo, Bengkulu and Yogyakarta. Equally, male specific measures are needed in Sumatera Selatan and Bali where the GPI is over 1.1.

For primary net enrolment rates, provincial variations in GPI are very small, with the majority of provinces having a GPI in the range 0.98-1.02. The only provinces outside this range, where females are slightly under-represented compared to males are Yogyakarta, Jakarta and Maluku Utara. In summary, Governments gender equity policy for primary education has been successfully implemented nationwide. The challenge will be to ensure this achievement is sustained and can be emulated at further education levels.

The Provincial GPI for junior secondary NER varies from just over 1.1 to just under 0.9 apart from Gorontalo which has a GPI of 1.48, significantly outside this range. Provinces with high GPIs (indicating higher levels of female enrolment) include Sulawesi Barat, NTT and Sulawesi Utara. Provinces with lower GPIs (less than 0.9) include Bali, Maluku Utara and Papua. In these cases, analysis of why males are under-represented is needed and specific interventions may have to be considered.



In the case of Gorontalo, where NER has grown from 48% to 52% in the past 3 years, most of the enrolment growth appears to have been female. This may require specific interventions to ensure boys attend junior secondary school, including analysis of what appear to be significant access barriers.

At senior secondary, 14 provinces have GPIs of less than 1.0 for net enrolment rates. Provinces that require remedial action to ensure equal representation of females or males include: Maluku Utara, Sulawesi Tenggara, Nusa Tenggara Barat, Bengkulu, Sulawesi Barat, Kepulauan Bangka Belitung, Sumatera Utara, Nusa Tenggara Timur, DI. Yogyakarta and Sulawesi Utara. In those provinces with high GPI, strategies need to be formulated to ensure boys attend school, examining issues of direct and perceived opportunity costs related to seeking employment. In those provinces with low GPI, issues of distance from school (and perceived girls safety issues) and appropriate school infrastructure (e.g. separate toilets and sanitation) need to be examined and responded to.

Much of the historical legacy of under-representation of females in senior secondary education and limited progression to higher education is being successfully addressed. There is a significant disparity of females over males in 9 provinces, with extreme over-representation being seen in Sumatera Barat, Sumatera Utara, Maluku Utara and Gorontalo. This appears to be due a tendency for boys to take up various forms of employment after secondary education.

There are a number of provinces where females are significantly under-represented, including Bali, Nusa Tenggara Barat, Banten, Kepulauan Bangka Belitung, Irian Jaya Barat, Papua and Sulawesi Tengah. One factor is the time lag of progression to higher education in situations where female enrolment in senior secondary schools had been low. Another constraint is socio-cultural factors related to females taking up household duties and marriages.



E. CHALLENGES, STRATEGIC PRIORITIES AND ISSUES

Assuring Gender Parity in Secondary and Higher Education: The challenge, as secondary and higher education opportunities expand, will be to improve and sustain gender equity in access. Key strategic priorities include: i) location and design of new schools, ensure equitable access, taking account of water/sanitation requirements for females and security/safety issues for girls having to travel some distance to school, ii) gender sensitive awareness raising campaigns to assert the value of school/university attendance, taking account of real or perceived opportunity costs for both males and females, which may vary in different contexts and iii) measures to alleviate gender stereotyping on subject choices in secondary school and University for females (e.g. more technology) and males (e.g. more teacher education, social sciences).

Family Education and Gender Awareness Raising

The purpose of the program is to raise the awareness of community groups, including schools, of the importance of educating girls and how this will improve family life. The program includes mapping the socio-economic profile of the target area, training a facilitator and running participatory workshops.

The primary target groups are the rural and urban poor, relocated and isolated families and other vulnerable groups. There are a number of variations on the general model, reflecting the profile and needs of different communities. Different models have been used in Papua, West Java, Tenggara, East Java and Central Java.

Assuring Gender Sensitive School Development Planning and Instructional Materials: The challenge will be to mainstream gender considerations into school development planning and design of school textbooks and other materials. Key priorities include: i) use of gender disaggregated school performance data (e.g. enrolment, exam results) by school principals and committees to ensure that development activities address any specific constraints facing boys or girls, ii) ensuring that women are equitably represented and heard on school committees,

alongside possible school governance training for women and iii) ensuring that school textbooks are screened and selected on the basis of no gender stereotyping and positively affirm female role models.

Assuring Gender Sensitive Education Staff Development: The challenge will be to improve female representation in senior management positions in central/provincial/district education authorities and schools. Key priorities are: i) formulation of an action plan and targets aimed to improve gender equity, ii) ensuring that the implementation of the new teacher upgrading legislation and programs incorporate strategies that provide equal access and benefits for women, iii) targeted staff development and mobilisation programs to prepare potential female candidates for school principal positions, including early access to the S1/D4 upgrading programs and iv) staff development programs for women in provincial/district education authorities focusing on specifically on increasing the number of females in senior management, planning, information and finance functions.

Assuring Gender Sensitive Strategic and Program Planning: Under the Renstra, MoNE and MoRA are introducing or expanding a number of programs including school/textbook BOS, teacher upgrading and certification, school infrastructure development and school/cluster management training and expanded equivalency, literacy and other non-formal education programs. It is critical that design and implementation of these programs assures equitable gender benefits. Priorities include: i) setting up inter-departmental gender screening processes, ii) ensuring gender disaggregated data for the progress and impact monitoring of these programs and iii) establishing a gender sensitive program evaluation process, whereby any gender inequities are addressed as part of strategy or program adjustment.