

2007

EFA

Mid Decade
Assessment
Indonesia



EFA Secretariat
Ministry of National Education, Republic of Indonesia
2007

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Supported by:



Foreword

Since 2000, the Government of Indonesia has taken a number of important measures to ensure effective and accelerated implementation of its Education for All policies and targets. In 2002, a decree from the Coordinating Ministry of Peoples Welfare set out mandates and responsibilities for effective coordination of EFA policies and programs between Government Ministries, civil society organizations and other stakeholders. The education law 20/2003 sets out a clear legislative and regulatory framework of powers and responsibilities for increased decentralized planning and management of EFA policy.

The Presidential decree in 2006 on EFA and illiteracy eradication strongly reaffirms the Government's commitment to meeting key EFA targets by 2009. Other key milestones have been the formulation of the Renstra 2005-2009 and National EFA Action Plan in 2005. These documents set out a clearly sequenced set of strategies, programs and financing mechanisms for achieving EFA policies and targets by 2009. These strategies and plans have been strongly endorsed by national and local Parliaments, resulting in very significant increases in public expenditure on EFA related programs and activities.

This EFA Mid Decade Assessment represents an important opportunity to assess the progress made in achieving EFA goals and targets over the past 5-6 years. I agree with the overall assessment that substantial progress has been made, especially related to expanding early childhood education and care and basic education opportunities. I am encouraged by the

significant improvement in education standards and the narrowing of the gap in access across the various provinces in Indonesia. I am also heartened by the improvements in governance and accountability systems and performance management, highlighted in the EFA MDA report.

I very much agree with the key challenges outlined in the report, especially to reduce very significant EFA performance variations within provinces. The Renstra 2005-2009 is specifically designed to address many of these challenges, in terms of system capacity building, effective targeting of under-performing districts and additional resource mobilization. Though encouraging, over the past two years, I agree with the MDA report that it will take some time for the Renstra strategies to have their full effect and long-term impact.

Finally, I would like to take this opportunity to thank the Coordinating Minister of Peoples Welfare for overall coordination of the EFA MDA process. I would also like to thank the EFA Secretariat under the leadership of the Director General for Out-of-School Education, Ace Suryadi, Ph.D, for the management and organization of the MDA report. I would also like to highlight the important work of senior technical staff in the Ministry of National Education, Ministry of Religious Affairs, other Government Ministries and other organizations for participating in the various technical advisory groups and other consultations. I would also like to acknowledge the contribution of the UN Agencies especially UNESCO and UNICEF as well as the Australian Government for supporting EFA MDA process and EFA Secretariat.

Jakarta, September 2007

The Minister of National Education of
Republic of Indonesia

Prof. Dr. Bambang Sudibyo, MBA

Executive Summary

A. CREATING A HIGHLY CONDUCTIVE EFA ENVIRONMENT

Indonesia is a large and diverse nation which derives its identity from both a homogeneity and heterogeneity in geographic, religious, cultural, ethnic and economic terms. Indonesia's population is 241 million covering more than 300 ethnic groups, speaking more than 583 local languages and dialects, with religious practices covering Islam, Protestantism, Catholicism, Buddhism, Hinduism and Confucianism. Education reforms must therefore respond to these opportunities, address particular geographic and economic constraints, through systems which are responsive to Indonesia's size and diversity. The Government of Indonesia recognizes that, as a member of the E9 group of large country education systems, it has particular responsibilities if global EFA targets are to be achieved.

Since 2000, and especially since 2003/04, the Government has taken a number of measures to create a highly conducive environment for EFA planning and implementation. Through the Office of The President and Ministry of National Education, a comprehensive legislative and regulatory framework has been put in place, including specific Presidential decrees for eradication of illiteracy and achievement of 9 years of basic education, which are guided by the revised National Education Law 20/2003. In 2005, a national education strategic plan (RENSTRA 2005/2009) was formulated which sets out the vision, mission, goals and targets for accelerating education reforms and achievement of EFA goals. The formulation

of the RENSTRA and the subsequent revision of the National EFA Action Plan in 2005 has ensured harmonization of Government's education reform efforts.

The RENSTRA and EFA action plan are built on three main strategic pillars covering: i) ensuring expanded access and equity, ii) improving quality and relevance and iii) strengthening governance, accountability and public image. High priority is being accorded to institutional, organizational and financing reforms. An extensive array of operational guidelines have been issued to inform implementation planning and management. In 2004, minimum service standards of education were issued, alongside the establishment of a semi-autonomous Board of National Education Standards (BSNP) and revised examination systems, in order to secure strong governance and monitoring of quality assurance.

In 2005, the Ministry of National Education (MoNE) and the Ministry of Religious Affairs (MoRA) were reorganized to increase the results orientation of education reform planning and implementation. A new Directorate of Quality Improvement for Teachers and Education Personnel was established in 2005, alongside revised and strengthened mandates for the Directorates of Primary and Secondary Education, Non-Formal Education and Higher Education and MoRA. These mandates incorporate increased responsibility for forging effective partnerships with the private sector, faith based education foundations and community organizations.

Education reform plans incorporate accelerating the pace of achieving EFA goals and targets. Accordingly, Government has dramatically increased public expenditure allocations for education. Since 2000, education share of GDP has increased from 2.5% to 3.9% and share of public expenditure has risen from 12% to 16.8%. Overall education spending, including provincial and district sources has more than tripled since 2000. Central education spending has increasingly focused on achieving EFA goals through expanded primary and secondary school infrastructure programs, quality oriented school operational block grants and teacher upgrading programs. In 2005, Parliament approved a new teachers law and funding program

to ensure that all school teachers and managers achieved graduate level qualifications and performance accreditation by 2015.

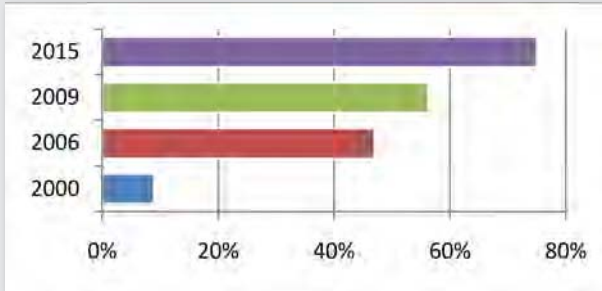
Recognizing significant disparities in provincial and district education performance and resource provision, education financing strategies have increasingly focused on underperforming and under-resourced areas. School infrastructure programs are targeting low enrolment districts. School and textbook operational block grants (BOS) are designed to offset parental contributions for poor families which constitute significant access and quality improvement constraints. Teacher upgrading programs are focusing on rural areas where the proportion of better qualified teachers is lowest. Non-formal adult literacy, early childhood education and life skills programs specifically target districts with the poorest performance indicators.

B. MAIN FINDINGS OF THE EFA MDA REPORT

Goal 1: Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.

The national EFA target is 75% coverage of early childhood education (ECE) services for 0-6 year olds by 2015, with an interim RENSTRA target of almost 60% by 2009. Since 2000, there has been a very significant increase in access and coverage of ECE services, reaching an estimated 47% by the end of 2006. Prior to 2004, there has been some underreporting of ECE access/coverage (2000 figure is Kindergarten only). This very substantial improvement is mainly due to expansion of, and better reporting of, non-formal community based approaches, especially community run playgroups, Qu'ranic ECE and other informal ECE units in pre-school and primary schools.

Moreover, the growth in early childhood education opportunities is having a positive knock on effect in terms of students being exposed to ECE ahead of primary school enrolment as part of children being more ready

ECE Coverage (0-6 Year Olds), Progress and Targets

and prepared for school. The percentage of students with previous ECE experience has risen from 17.7% in 2000 to 37.7% in 2006. In the longer-term, this

ECE exposure is likely to improve students primary school performance and improve internal efficiency.

Over the period 2000-2006, access to more formal kindergarten has also increased; for 3-4 year olds net enrolments have grown from 12.4% to 15.3% and for 5-6 year olds from 19.9% to 23.8%. There are signs that more formal ECE enrolment rates are beginning to level off as families take advantage of more flexible, more accessible and more affordable non-formal and informal approaches.

Nevertheless, significant disparities in urban/rural access remain with net ECE enrolments for 3-6 year olds being 25.4% and 15.4% respectively. Access disparities between the richest and poorest quintiles are also significant at 24.8% and 15.8% respectively. Mothers level of education and household socio-economic status both correlate strongly with accessing early childhood education. There are also significant provincial and district variations in ECE access, which appear to correlate significantly with a number of child health indicators such as levels of child malnutrition, infant mortality and immunization rates. For example, child malnutrition in Gorontalo and Nusa Tenggara Barat are 41%-42% (where ECE access is lowest) compared to 15% in Yogyakarta (where ECE access is highest).

However, there has been an apparent decrease in access to early childhood care (ECC) programs in recent years, illustrated by the number of children accessing such services falling from around 10.8 million in 2004 to 6.6 million in 2006, despite the number of integrated health posts (Po-

syandu) increasing. The estimated ECC coverage for 0-6 year olds is currently 23%, constituting a 52% gap from the Government's target of 75% by 2015. In contrast, the ECE gap has been reduced to only 28%.

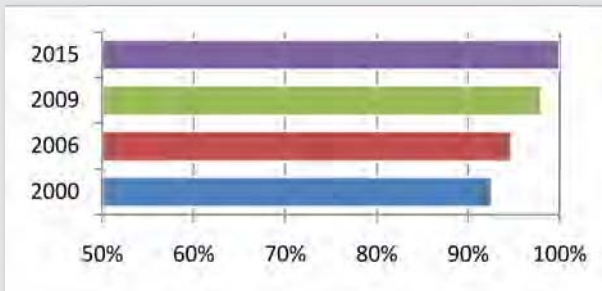
The overall strategy for meeting interim RENSTRA and EFA targets for ECE/ECC is to strengthen advocacy and promotion activities and enable greater community involvement in ECE/ECC provision. MoNE and MoRA are responding through innovative enabling mechanisms, including targeted block grants in acutely disadvantaged areas, strengthening planning and quality assurance advisory services and staff development programs. These strategies are drawing on lessons learned and evidence of good practice, including: i) expanding community run playgroups, ii) pioneering pilot public kindergartens (USB) and one roof combined kindergarten/primary school models (TK) and iii) community and workplace based ECE/ECC provision and Qu'ranic ECE/ECC alongside university students community internships.

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.

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 75.5% for primary and junior secondary education levels respectively by 2009. The 2015 Dakar target also includes achieving net primary grade 1 intake rates of 100% by 2009 and primary to 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%.

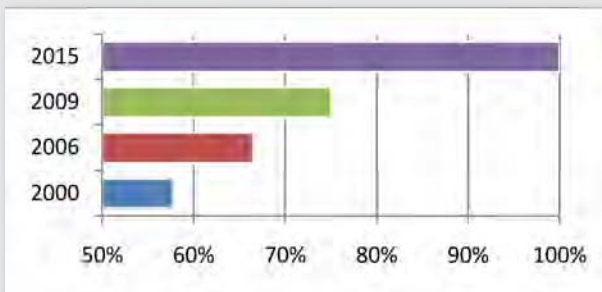
A number of policy and regulatory measures have been adopted. In 2005, the Presidential decree sets out mutual responsibilities for Government and parents regarding primary and junior secondary school attendance. The introduction of the school operational block grants are designed to

Primary NER, Progress and Targets



related standards for school infrastructure, textbooks and teacher deployment and qualifications provision. The BSNP is mandated to report annually on progress, including formal performance accreditation of primary and secondary schools.

Junior Secondary NER, Progress and Targets



intake rates have increased from 120% to 135% over the same period. Primary gross enrolment rates have begun to level off at 114%. Gross figures are partly due to significant levels of 6 year old enrolment in primary schools. Government is taking steps to regularize ECE and primary school intake, particularly through the integrated TK/SD model. Transition rates from primary to junior secondary have increased from 82% in 2000 to 92% in 2006. Net enrolment rates in junior secondary have increased from 58% to 66.5% over the same period. Enrolment of special needs groups in 9 years of basic education has also increased through both dedicated and mainstream provision.

eliminate direct cost barriers for parents. As part of quality assurance, MoNE has issued minimum standards of school and student performance and

At primary level, significant progress is evident over the period 2000-2006. Net enrolment rates have increased from under 93% to around 95%. Gross primary

Previous legacies of drop-out and non attendance in primary and junior secondary schools has also been addressed. Enrolment in non-formal and informal education, through Paket A, Paket B, equivalency programs, home schooling and mobile schooling, has also expanded dramatically. Many school drop-outs are using non-formal education opportunities as a means of gaining performance accreditation and reentry to mainstream secondary and post-secondary education.

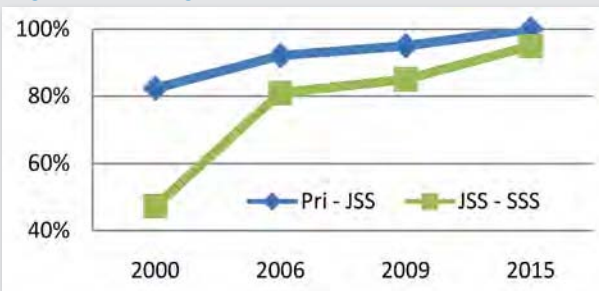
All provinces have shown improvements in primary and junior secondary net enrolments and many of the poorest performing provinces in 2000 have shown the largest rates of improvement. However, significant provincial variations remain. For primary NER, ranging from 96% (in Kalimantan Tengah) down to 78% (in Papua); for junior secondary NER, ranging from 78% (in NAD) down to 47% (in NTT). There are also even more significant variations in district performance within provinces, with the poorest performing districts being mainly the more rural and remote ones.

Nevertheless, Government recognizes that getting the last 5% of primary school aged children and 30% of junior secondary school aged children into schools will require creative approaches. Previous and new RENSTRA strategies are designed to help accelerate achievement of EFA goals and targets, building on innovative approaches and good practice. The nationwide implementation of the BOS and textbook BOS is already impacting positively on enrolment through eliminating cost barriers, especially in the poorest urban and rural areas. The expansion of community managed infrastructure programs in low NER districts is overcoming facilities shortages. More flexible organizational models, such as the one-roof combined primary/junior secondary school and non-formal equivalency education programs are also enabling improved access, especially for the previously unreachable.

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

The longer-term indicator of national performance on lifelong learning is to improve Indonesia's ranking on the Human Development Index (HDI), which is currently 108 out of 179 countries in 2006. A related indicator is improving Indonesia's ranking on the global economic competitiveness index, in which Indonesia in 1996 had jumped from 69th up to 50th position of the rank. Short to medium-term indicators related to Dakar EFA goals are to increase access to secondary and higher education opportunities, including technical and vocational, through improved transition rates.

Primary and Secondary Transition Rates, Progress and Targets



Overall, there has been very significant progress over 2000-2006. Primary to junior secondary transition rates have increased from 82% to 92% whilst junior

secondary to senior secondary (both SMA and SMK) has increased from 47% to 81% over the period 2000-2006. The urban/rural gap in transition rates from senior secondary to higher education has narrowed from 22% to under 8% over the past 6 years. As part of increasing the vocational orientation of senior secondary level education, the proportion of senior secondary institutions that offer technical and vocational education has increased from 30% (in 2004) to 39% (in 2006), almost meeting the REN-STRATA 2009 target of 40%. Youth (aged 15-24) literacy rates are being sustained at 98% (in 2000) to 99% (in 2005).

The enrolment share in technical and vocational schools (SMKs) has increased from 15% in 2000 to 17.5% in 2005. The enrolment in non-formal skills training programs has increased dramatically, rising from un-

der 20,000 in 2002 to almost 150,000 in 2006. Through this combination of institution based, community based and workplace based provision, lifelong learning opportunities are becoming increasingly responsive to labor market and workforce skill requirements. Formal and non-formal curricula increasingly incorporate other life skills, including environmental, health, HIV AIDS and social/cultural affairs.

Nevertheless, significant provincial variations remain, especially for accessing more formal lifelong learning opportunities. The transition rates to senior secondary education range from 77% in Sulawesi Utara to 43% in Kalimantan Tengah, against a national average of 62%. For transition to higher education, opportunities are highly concentrated with 70% of higher education enrolment being concentrated in 7 provinces. Overall, overcoming the historical legacy of under provision for basic education and subsequent lifelong learning opportunities in a number of provinces is being actively and quickly addressed.

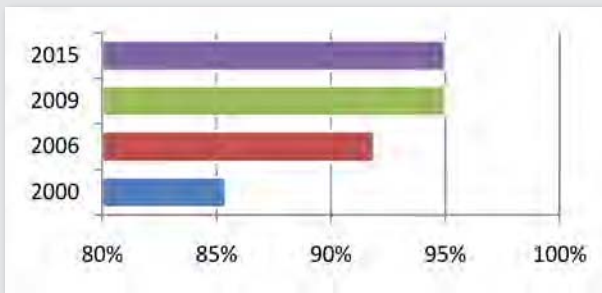
In order to sustain these improvements, a number of strategies have been adopted and will be expanded. Future provision will be based on local skill requirements mapping and appropriate formal and non-formal program development. Greater life skills orientation is being incorporated in SMA and SMK schools, alongside mechanisms that ensure these institutions respond to fluid local labor markets. Formal and non-formal workplace and community based skills training is being expanded through demand driven block grant mechanisms, including in-company and entrepreneurship training. In consultation with employers, workers organizations and school managers, skills training competencies, standards and accreditation arrangements are being set and implemented by MoNE and other stakeholders.

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.

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 over 2004-2009. To meet this target, approximately 1.6 million people per year need to be reached by the literacy campaign. This is set out in Presidential Instruction No. 5/2006 on The National Movement to Hasten Compulsory Nine-Year Basic Education Accomplishment and the Fight against Illiteracy (NMHFAl), demonstrating high level political commitment to achieving this EFA goal.

Adult Literacy, Progress and Targets



In the past 6 years, there has been very significant progress towards achieving intermediate RENSTRA and EFA targets. Adult literacy rates have in-

creased from 85% in 2000 to 92% in 2006. The proportion of female illiterates has been halved from around 20% in 2000 to 11% in 2006, compared to a reduction from 10% to 5% for males. The urban/rural gap in illiteracy rates has been reduced from 10% in 2000 to 7% in 2005. Government has adopted a targeted approach to illiteracy eradication, including poverty targeting. Adult literacy rates have improved across all poverty quintiles with literacy rates, over the period 2000-2005, increasing from 83% to 87% (in the poorest) and from 92% to 95% (in the richest). Overall, the key target group for Government's literacy programs remains the rural poor, especially rural women.

Significant provincial and district performance variations remain. Illiteracy rates range from 26% (in Papua) down to 1% (in Sulawesi Utara) with 10 provinces having an illiteracy rate greater than 10%. There are pockets of extreme illiteracy in some districts; in Papua one district has 84% of the adult population without literacy skills and some districts in East

Java, Bali, N.T.B, N.T.T and Sulawesi Selatan, have more than 30%. Using enhanced literacy mapping and planning systems, developed since 2004, MoNE is increasingly focusing on these underperforming provinces and districts.

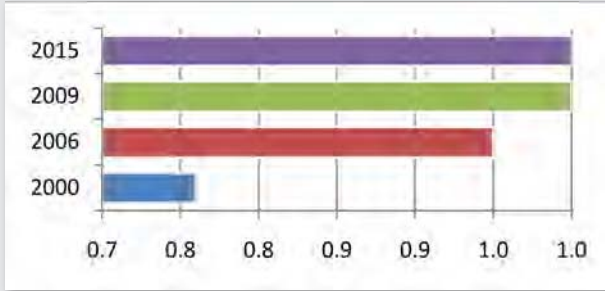
In order to sustain the impact of NMHFAl, the following strategies are being implemented: i) strengthened provincial targeting, ii) concentrating on high demand areas, iii) strengthening mutual accountability for eradicating illiteracy, iv) encouraging the developing of networks and partnerships, v) collaboration with universities/academics and vi) standards setting and quality assurance. Detailed operational planning is drawing on growing evidence of good practice, including literacy socialization programs, introduction of literacy certificates (SUKMA) and partnership programs with NGOs, universities, women's organizations, tribal and community groups. Demand led and performance based block grants are a key enabling strategy.

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.

Gender equity is fundamental to Indonesia's education reform planning and implementation. A dedicated unit within MoNE is responsible for ensuring gender equity is planned for and monitored, in consultation with the Coordinating Ministry of Women's Empowerment. The latter is mandated to ensure gender equity mainstreaming of all Government policies and strategies, including for education, to ensure equitable access to and benefits from education provision.

In terms of primary and secondary education access, gender equity was achieved over the period 2000-2003. The GPI for primary and junior secondary NER has been 0.99-1.00 over the past 6 years. For senior secondary education, the range has been 0.98-1.00 over the same period. The GPIs for these indicators show little or no urban/rural or socio-economic group disparities. In contrast, the GPI for senior secondary education is higher in

*Gender Parity Index in Higher Education,
Progress and Targets*



the poorest poverty quintiles, demonstrating households accord a high priority to the education of girls.

A very significant achievement has been progress

towards gender equity in higher education access. The GPI for NER in higher education has risen from 0.76 to 0.99 over the period 2000/2006. Female students are currently outperforming male students in national examinations, resulting in greater female competitiveness in gaining admission to higher education. Female graduation rates in senior secondary schools were 98% in 2004/2005 compared to 95% for males. In terms of higher education programs, women are underrepresented in science and technology and overrepresented in social studies and education.

There are significant provincial variations in gender equity. The GPI NER for primary and junior secondary is lowest in Jakarta, Maluku Utara, Papua, Bali and Yogyakarta. At senior secondary level, Sumatera Utara, Nusa Tenggara Timur, Yogyakarta, Kepulauan Bangka Belitung and Sulawesi Utara have GPIs less than 0.8. The Government is adopting targeted and context specific strategies to address these disparities.

Despite these positive patterns and features, gender equity, in terms of teachers qualifications has yet to be achieved. Only 34% of women teachers have the minimum S1/D4 degree qualifications compared to 42% of male teachers. These disparities are particularly marked in private senior secondary schools. This suggests that female teaching staff are facing a qualifications barrier in access to school principal and other senior education management positions. It also constitutes a potential constraint on maintaining gender equity in secondary education where international evidence indicates that the presence of a female school principal corre-

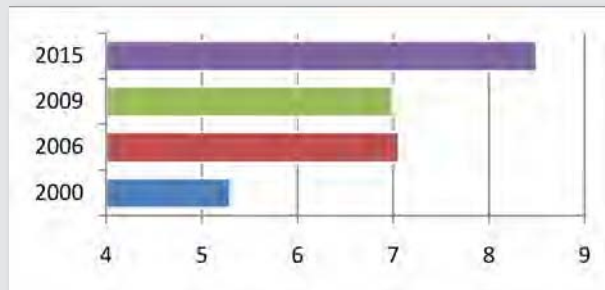
lates strongly with high female enrolment rates and progression to higher education.

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

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

Consistent with the Dakar commitment, the Government has adopted a number of key institutional, organizational and financing reform strategies for

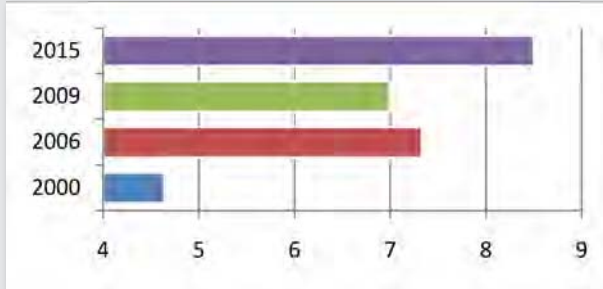
Junior Secondary Examination Scores, Progress and Targets



quality improvement, especially since 2004. For improved student and school performance, Government has adopted a number of measures including: i) strengthening student examination systems and school accreditation systems, ii) setting up institutional arrangements for the setting of standards and governance through legislative, regulatory and organizational reform and iii) strengthening central, provincial and district capacity to implement these performance monitoring systems.

Overall student performance, as defined by average examinations scores, has improved significantly in both junior and senior secondary schools.

Senior (General) Secondary Examination Scores, Progress and Targets



The RENSTRA 2009 target of an average exam score of 7.0 has already been achieved and more ambitious targets have been established for 2015.

The gap between MoRA and MoNE schools student performance has also narrowed. Moreover, the rise in national examinations pass rates over 2004-2005 is another indicator of improved education standard and quality. In terms of student performance in international and regional Olympiads, Indonesian students won a number of medals. An average number in 2005 and 2006 is 50 – 60 medals each year in various Olympiads.

In terms of improved availability of key quality oriented inputs Government has adopted a number of measures including: i) setting out minimum standards for these inputs, including infrastructure, instructional materials and qualified teachers and ii) setting out financial and management guidelines for the provision of these inputs and related resource management at school levels.

The qualifications of primary and junior secondary teachers have improved over the past 6 years. The proportion of primary teachers with the minimum qualifications rose from 10% (2000) to 14% (2006), whereas junior secondary ones it rose from 40% to 55% over the same period. In addition, the physical condition of school classrooms has improved with the proportion in good condition increasing from 46% to 50% over the past 5 years and the number of classrooms in fair/poor condition being reduced. The nationwide introduction of the school operational budget program (BOS) in 2005 and an additional textbook provision BOS in 2006 is ensuring increased and equitable access to key quality oriented inputs.

In terms of strengthened quality assurance systems and capacity building Government has adopted a number of measures including: i) revision of roles and responsibilities for education standards setting and monitoring, including increased autonomy for standards monitoring organisations, ii) revised roles and responsibilities for quality assurance of teachers and education personnel, including new organizational arrangements at central levels and iii) increased autonomy to school managers and committees for management for resources and reporting on student and school performance results.

The BSNP established in 2004, has taken the lead in defining standards, ensuring the security of examination systems and the broader governance of education standards and ensured public dissemination of examination results as part of improved accountability mechanisms. Extensive progress has also been made in standards setting and formal accreditation of schools. Since 2004, the number of institutions accredited annually has increased from around 8,000 to 54,000 with priority for primary and junior secondary schools equal to 53%. The target is to complete this process by the end of 2009. The new legislation and regulations on teacher qualifications, professionalism and accreditation, approved by Parliament in late 2005 is currently being implemented, with the target of 100% completion by 2015.

Despite significant improvements in national quality oriented performance indicators there are substantial variations across provinces and districts related to examination scores, operational budgets and availability of better-qualified teachers and managers. In particular, rural and remote districts find it difficult to recruit and retain graduate level teachers and mobilize education resources from local revenues. The challenge will be to design strategies which help offset these disparities and engage local authorities and community groups in the design and implementation of local solutions to local problems, taking account of the ongoing expansion of school based planning, management and governance initiatives.

GLOSSARY OF TERMS

Bappeda	Development Planning Agency at Sub-National Level (Badan Perencanaan Pembangunan Daerah)
Bappenas	National Development Planning Board (Badan Perencanaan Pembangunan Nasional)
BI	Central Bank (Bank Indonesia)
BKM	Scholarship program for poor student (Bantuan Khusus Murid)
BKN	National Civil Service Agency (Badan Kepegawaian Negara)
BOS	Operational Aid to School Program (Bantuan Operasional Sekolah)
BPKP	Badan Pengawasan Keuangan dan Pembangunan
BPM	Community Development Agency (Badan Pemberdayaan Masyarakat)
BPS	Statistics Indonesia (Badan Pusat Statistik)
BSNP	Board of National Education Standar (Badan Standar Nasional Pendidikan)
Bupati	Regent Head
CGI	Consultative Group for Indonesia
CPI	Consumer Price Index
CY	Calendar Year
DAU	General Allocation Grant (Dana Alokasi Umum)
Desa	Village
Dinas	Provincial Sub-Project Management
DIPA	Issuance of spending authority (Daftar Isian Proyek Anggaran)
DPPHLN	Directorate General Treasury (Direktorat Jenderal Perbendaharaan Negara)
ECCE	Early Childhood Care and Education
EFA	Education for All
GDP	Gross Domestic Product
GDS	Governance and Decentralization Survey
GER	Gross Enrolment Ration
GOI	Government of Indonesia
GPI	Gender Parity Index
GRDP	Gross Regional Domestic Product
HDI	Human Development Index
IMF	International Monetary's fund
INPRES	Presidential Instruction (Instruksi Presiden)
Kabupaten	District
Kecamatan	Sub-District

Kelurahan	Village
Kota	City District
Madrasah	Islamic School
MDG	Millenium Development Goal
MONE	Ministry of National Education
MORA	Ministry of Religious Affairs
MTEF	Medium-term Expenditure Framework
NER	Net Enrolment Ratio
NMHFAI	National Movement to Hasten Compulsory Nine-Year Basic Education Accomplishment and the Fight against Illiteracy
OECD	Organization for Economic Co-operation and Development
PEFA	Public Expenditure and Financial Accountability
Perda	Local Regulation (Peraturan Daerah)
Perpu	Regulation in Lieu of Law (Peraturan Pemerintah Pengganti Undang Undang)
PGRI	National Teacher Association (Persatuan Guru Republik Indonesia)
PISA	Program for International Student Association
PKPS-BBM	Compensation Program to Reduce Fuel Subsidy (Program Kompensasi Pengurangan Subsidi BBM)
PTR	Public Teacher Ratio
RAPBN	Draft budget presented to the parliament (Rencana Pendapatan Belanja Negara)
RenjaKL	Annual Work Plans (Rencana Kerja Tahunan Kementerian/Lembaga)
Renstra KL	Ministry and Agency Medium Term Strategic Plan (Rencana Strategis Kementerian/Lembaga)
RKA-KL	Ministry Work Plan and Budget (Rencana Kerja dan Anggaran Kementerian/Lembaga)
RKP	Government Work Plan (Rencana Kerja Pemerintah)
Rp	Indonesian Rupiah
Sakernas	Labor Force Survey (Survey Tenaga Kerja Nasional)
SD	Primary School (Sekolah Dasar)
SLA	Subsidiary Loan Agreements
SMA	Senior Secondary School (Sekolah Menengah Atas)
SMERU	Independent institution for research and public policy studies
SMK	Vocational Height School (Sekolah Menengah Kejuruan)
SMP	Senior Hight School (Sekolah Menengah Pertama)
STR	Student – Teacher Ratios
TIMSS	Third International Mathematic Science Study
TK	Kindergarten (Taman Kanak-kanak)
TSA	Treasury Single Account
TVET	Technical and Vocational Education and Training
WDI	World Development Indicators
WEI	World Education Indicator



HURUF TEGAK
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INDONESIA



I

Introduction



I | Introduction

A. COUNTRY BACKGROUND

Indonesia is home to around 241 million citizens and more than 300 ethnically distinct groups who speak about 583 local languages and dialects and practice some of major religions (Islam, Protestant, Catholic, Buddhism, Hinduism, and Confucianism). Divided into 33 provinces, Indonesia derives its identity from both homogeneity and heterogeneity; whether in economic, geographic, religious, cultural or ethnic terms, Indonesia is clearly a large and diverse nation and a member of the E9 group of large country education systems. Education reforms must therefore build on these opportunities and address particular geographic and economic constraints.

Education reform planning must respond to unique geographical patterns and distribution of the Indonesian population. For example, 60% of the population is concentrated in Java and Bali islands, yet these islands constitute only 7% of our land area. In contrast, the Mollucas and Papua represent 21% of the population and 69% of land area. Consequently, the education system in Indonesia faces particular issues in ensuring cost effective and efficient provision of high quality education. Education systems also need to be responsive to religious diversity incorporating Islamic, Christian, Hindu and Buddhist dimensions.

Indonesia is also determined that education reform policies enable balanced economic and social development. Poverty rates still remain significant, despite encouraging economic recovery since the 1997 economic crisis. The current GDP growth rate is 5-6% per annum compared to 3-4% per annum earlier in the decade. Education development plays a key role in Indonesia's poverty reduction strategies through expanded access to post-basic education opportunities and subsequent paid or private employment. A related objective of the education reform program is to help create a well trained and motivated workforce that ensures growing economic competitiveness of Indonesia in the growing regional and global economy. A key target is to rapidly improve Indonesia's human resource base and its standing in the international human development index.

The Indonesian education system is the product of a number of historical and political roots. Historically, Indonesia incorporated a number of Kingdoms (e.g. Java, Aceh). Indonesia was a Dutch colony for over 350 years and education has played a lead role in independence movements. National youth organizations, originating from around 1908, were led by the few Indonesians receiving formal schooling. Similarly, an educated leadership was important after independence in 1945, under the Old Order Movement 1945-1966, New Order Movement 1967-1998 and the current Reformation Era, post 1998.

The geography, size and diversity of Indonesia are also reflected in the political and public administration system. There are currently 33 provinces and over 440 districts, each with their own publicly elected local governments and administrations. Population density across these provinces varies widely from around 1,000 people per Km² in East Java to 8 people per Km² in Papua.¹ The average population density is around 120 per Km². These population density variations have significant impact on the way in which education services are delivered and their costs.

¹Education Statistics in Brief, MoNE, 2005

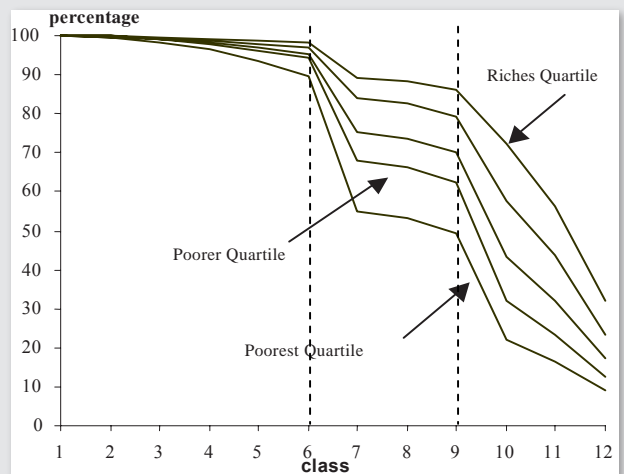
B. DEVELOPMENT CONTEXT

Achieving Education For All (EFA), Millennium Development Goals (MDGs) and improving Indonesia's Human Development Index (HDI) are fundamental targets in using education as a means of enabling balanced development, economic growth and broader poverty reduction. The Indonesia HDI rank was 104 in 1995, falling to 112 in 2003, with recovery to 110 in 2005 and was 108 in 2006. The design of broad education reforms, in order to meet agreed national and international development targets, must be responsive to broad socio-economic features and the need to ensure that the education system can be more responsive to regional and national economic trends and workforce requirements.

In 2003 the percentage of the population living below the poverty line stood at 17.4%. There is a significantly greater incidence of poverty in rural areas compared to urban areas. In 2003, 67% of the poor, or around 25 million people, were located in rural areas (20.3% of the rural population), compared to 12 million people in urban areas (13.5% of the urban population). The majority of the poor in Indonesia are employed in the agriculture sector. In 2003, 68% of rural workers were employed in this sector, mostly in informal employment. Improved rural access to formal and non-formal basic education and literacy is a key factor in rural economic growth and increasing opportunities for further education and formal sector employment.

The contraction of the formal sector and paid employment in rural areas combined with increasing levels of open unemployment, weak growth and slowing job creation pose significant

Figure 1: Gross Enrolment Rates By Poverty Quintile



constraints for poverty reduction. The rural population is significantly more vulnerable to changes in prices than the urban population due to a higher proportion of the population living just over the poverty line. If the poverty line were raised by 25% the percentage of the population classed as poor would rise to 40.9% in rural areas and 27.8% in urban areas. Supporting the current education financing reforms, especially school fee abolition and improved use of resources, is a key element in enabling the Governments poverty reduction strategy.

Indonesia is ranked in the bottom third of the global economic competitiveness index. A quarter of Indonesian firms consider inadequate workforce skills as a key obstacle to their profitability and competitiveness, which is a growing consideration for improved Indonesian competitiveness under ASEAN free trade arrangements. Key constraints include an inadequate supply of well educated, trainable and motivated secondary and higher education graduates and comparatively low levels of upgrading workers' skills by firms. Measures to ensure improved work force skills and productivity are critical for attracting domestic and foreign investment and optimizing the economic impact of the projected expanded urban and rural infrastructure programs. Education reforms need to take account of the fact that inequities in access to schooling are mainly poverty related with 85% of households reporting that direct cost barriers and child employment determine decisions on school attendance.

Since 1997 most job creation has been in the informal sector and through small and medium sized enterprises. Employment generation is stagnant in the trade, manufacturing and service sectors with the agriculture sector showing significant growth. The shortage of high quality secondary and higher education graduates and inadequate business education programs in school/madrasah and universities is recognised as a key factor in rural SME development. Overcoming these constraints will be critical if Indonesia is to respond to labour market mobility and trade liberalisation within the ASEAN Free Trade Area and take advantage of overseas migrant labour opportunities.

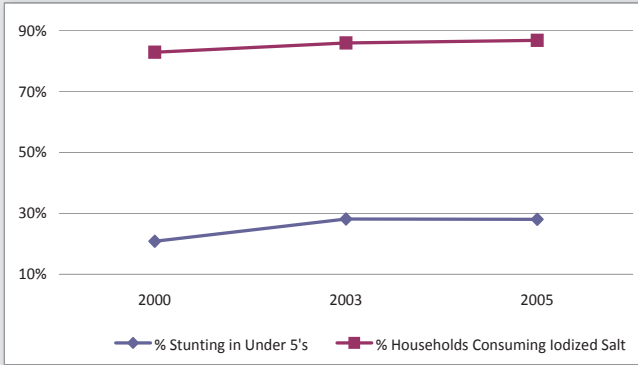
It is projected that around 2-3 million school leavers will join the labour force annually over the next five years and that the number of unemployed 15-24 year olds is rising faster in rural areas, especially amongst females. Those who are unemployed are much more likely to be discouraged if they have a lower education background. In 2003, of those who had not completed primary schooling, 64% were discouraged and only 17% were looking for work, compared to 33% discouraged and 58% looking for work amongst those who had completed junior secondary. Expanding junior secondary access in rural areas, incorporating targeted measures for quality improvement, is critical. Expansion of non-formal education opportunities, especially market relevant life skills programs constitutes another reform priority.

EFA and broader education planning takes account of a number of demographic, social and health features. Population growth rates are declining, currently an estimated 1.2% per annum, due in part to declining fertility rates which have fallen from 3.3 in the 80's to the current estimate of 1.5. Infant mortality rates, currently an estimated 44 per thousand, are high in regional terms. The result is projected decline in demand for primary and secondary schooling over the next decade, providing an opportunity to begin to shift the focus from access to quality improvement.

Indonesia has a comparatively low dependency ratio of 0.51, compared to the Asia and World averages of 0.56 and 0.59 respectively. As life expectancy increases and fertility rates stabilise, it is likely that the dependency ratio for Indonesia will increase. Consequently, it is critical that the working population becomes more productive in order to maintain economic growth. Equally, infant mortality rates need to be reduced in order to sustain a sufficient working population. This argues for increased life-long learning opportunities for an aging workforce, integrated health/education strategies and measures to enable women to enter and be retained in the workforce.

It is recognised that child health status correlates strongly with both school attendance and child cognitive development. Levels of child malnutrition are significant with around 25% of under 5's being malnour-

Figure 2: Child Health Indicator Trends



ished and around 15% of 2-5 year olds having stunted growth. There are also significant provincial variations with child malnutrition rates ranging between 15% (Yogyakarta) and 42% (Gorontalo) recorded in 2005.

There are also a number of other related challenges. Breast feeding rates are variable, ranging from 35% in NAD to only 12% in Gorontalo. Urban/rural variations for 2-4 year olds breast feeding between 18-23 months were 19% and 24% respectively. Immunization rates for all kinds of immunization (BCG, DPT, Polio, Measles, Hepatitis B) are quite high at around 70%, but urban/rural gaps are still evident.

An associated challenge is to sustain and accelerate the falling infant mortality rates. These rates have fallen from 40 to 35 per 1,000 over 2000-2005, although higher female infant mortality rates remain evident. Infant mortality rates correlate directly with mothers level of education, showing 67 per 1,000 for mothers with no schooling compared to 23 per 1,000 if mothers have completed secondary education or more. A further challenge is to sustain the improvements in coverage of Vitamin A supplementation for infants which has risen from around 60% to over 80% in the past 2-3 years.

Given this health/education context, increased and equitable access to childcare and maternal health education programs, through both formal and informal approaches are critical to help address this issue. Child and family health and nutrition status also correlates strongly with mothers level of education, constituting a social benefit of increasing and maintaining gender equity in access to primary and secondary schooling.

C. EDUCATION AND NATIONAL DEVELOPMENT CONTEXT

The vision, mission and goals of education in the context of national development are set out in the Renstra 2005-2009 and the subsequent National Action Plan for Education Plan for All (November 2005). Indonesia's development in the future will be based on the long-term vision, namely the establishment of a modern Indonesian nation-state which is safe, peaceful, just, democratic, and prosperous, upholding the values of humanity, independence, and unity based on Pancasila, the State Ideology and the 1945 Constitution. In the framework of the long-term vision contained in the document: "Developing an Indonesia that is Safe, Just and Prosperous" (Susilo Bambang Yudhoyono and M. Jusuf Kalla, 2004).

Strategy for Aceh Education Development

Since the 2005 tsunami and resolution of conflict, Government and donors have worked together to complete the relief and rehabilitation phase for the education sector in Aceh. In 2006, it was recognised that formulating a longer-term education development strategy was important.

The process was led by the Governor, who established a number of technical advisory groups, helped organise district and community consultations and partly financed the operations of these groups.

The plan was presented to the Governor, central MoNE and MoRA senior officials and donor groups in early 2007. The intention is that the priorities and strategies set out in the plan will help guide the next phase of Government and donor support and help clarify the role of the provincial education authority in the development process.

As detailed in the Renstra 2005-2009, education development will be based on the paradigm of enabling all Indonesian's to fulfil their full potential, including: (i) affective side which manifests in strong faith and piety, ethics-aesthetics, and fine moral characters and behaviors; (ii) cognitive capacities as reflected in sophisticated thinking capacities and superior intellectualism capable of acquiring and developing knowledge and mastering technology, and (iii) psychomotor abilities as reflected in sophisticated technical skills and practical intelligence.

The Ministry of National Education (MoNE) has the long term vision that all Indonesia's children

and young people will have equal opportunity to quality education at all levels, irrespective of economic status, gender, geography, ethnicity and physical disability consistent with the Government's commitment to the U.N. Convention on the Rights of the Child. The Ministry envisages a time when graduates from all its institutions will meet the highest international and regional standards and will be competitive in global and regional job markets and be the impetus for broad-based, political, social and economic development in Indonesia. The Renstra 2005-2009 and the EFA action plan are enabling the implementation of this vision for long-term education reform.

The long-term mission of MoNE is to ensure that there are no barriers to accessing education opportunities and that the very highest standards of education and training are assured. Another part of this mission is to ensure that progression through the system is based on merit. A further mission is to inform parents, students and other stakeholders of the opportunities available, the basis for accessing these opportunities and sharing responsibility for optimising these opportunities. Part of this mission is that the Ministry will provide a teaching and learning environment that promotes a culture of excellence and strengthens the confidence of Government, parents, children and other stakeholders in the value of education and training provided. The Ministry's mission is consistent with EFA goals and objectives.

MoNE also recognises that it cannot achieve this alone and sees its mission to promote and implement a more inclusive approach to the governance and resource mobilization for education. In the context of broader decentralization reforms, the Ministry will adopt a stronger enabling role in providing local governments with clearly set standards, guidelines on optimum strategic choices and financing mechanisms, whilst recognizing the decision making powers of local governments and district education managers. The formation of the EFA coordination forum, including key Government ministries and other stakeholders is consistent with this approach.

Goals of Education in Indonesia

Improving learners' faith, piety, noble moral characters, and physical quality.

Improving ethics and aesthetics as well as mastery of knowledge and technology for the purposes of improving Indonesian people's overall prosperity.

Improving equity of learning opportunities for all citizens of Indonesia in a non-discriminatory and democratic way regardless of their place of residence, socio-economic status, gender, religion, ethnic group, and other characteristics: physical, emotional, mental as well as intellectual.

Finalizing the implementation of nine-year free compulsory education in efficient, quality, and relevant ways to serve as a bedrock foundation for human quality development at the ensuing higher levels of education.

Significantly reducing the number of illiterate population and provide these people with life skills training.

Expanding opportunities for non-formal education for those female and male citizens who are not yet in education, never enrolled in classes, illiterate, and drop-out from schools at all schooling levels. These people are accorded open opportunities for acquiring knowledge, improving general learning capacities, and acquiring skills to improve quality of their lives.

Improving competitiveness of the people by producing self-reliant, quality, skillful, and self-initiated graduates who can handle various kinds of challenges and changes.

Improving quality of education by using the existing (and/or making available) national education standards and standards for minimal services, and also improving minimum qualification standards and standards for certification for teaching staff members and other education staff members.

Improving the relevance of education to better match with development needs of the country by improving quality of research results, development and creation of science and technology by universities and dissemination as well as application of these in the society.

Redressing educational governance and management in ways deemed more efficient, productive, democratic and accountable.

Improving effectiveness and efficiency of the management of educational services by way of improving the implementation of School-based Management, community participation in education development, effectiveness of the implementation of local autonomy and decentralized education initiatives, as well as scientific autonomy.

Accelerating the implementation of programs related to eradication of corruption, collusion, and nepotism to establish better, "cleaner", and respected MONE (ministry of national education).

The formulation of the Renstra 2005-2009 and subsequent revision of the national EFA action plan has ensured harmonisation of Government's education reform program. The National Education Law 20/2003 has also ensured that EFA plan implementation and achievement MDG goals and targets are fully enshrined in Indonesian legislative and regulatory frameworks.

Accordingly, the Renstra and EFA Action Plans have also been harmonised through three main strategic pillars, covering: i) ensuring expanded access and equity, ii) improving quality and relevance and iii) strengthening governance, accountability and public image. In this way, the Renstra and EFA action plans ensure a strong focus on institutional, organisational and financing reforms as a way of achieving Renstra and EFA Action Plan goals and targets.

D. DATA COLLECTION AND SOURCES

The data and analytical work used to compile this report has been drawn from existing Government of Indonesia information and performance management processes within a number of Ministries and agencies. The data and analysis on access draws on education censuses carried out by both the Ministry of National Education and the Ministry of Religious Affairs on an annual basis. The data and analysis on education quality and standards is derived from information provided by the Ministry of National Education examinations centre and the Board of National Education Standards (BSNP).

The report presents a broad range of EFA related information, including within time series and disaggregated by key relevant dimensions (e.g. poverty groups, urban/rural, gender). This information is derived from annual and multi-annual sample household surveys (SUSSENAS) conducted by the National Bureau of Statistics (BPS). These sample surveys have been validated over a number of years as being representative of national trends and patterns. The report also draws on specific analytical work and

reports carried out by Government ministries, supported by international donors. These sources are referenced where used in the report.

The primary source for national level education performance indicators is the Ministry of National Education database, which consolidates enrolment and other data across MoNE, MoRA, private provision and also formal and non-formal provision. The primary source for provincial level variations is the annual BPS surveys which are not only a sample but do not necessarily sufficiently capture non-formal education provision at various levels. As a result, BPS surveys may not fully report the full scale of education provision, resulting in slightly lower enrolment rate indicators, compared to MoNE calculations.

The report also presents a broad range of information and analysis on public expenditure for education. The primary sources are the finance/budget departments of the Ministry of National Education and Ministry of Religious Affairs. Other sources include recent public expenditure reviews carried out by the Ministry of Finance and Bappenas with support from the World Bank and other development agencies.

II

Overview of Indonesian Education System



II | Overview of Indonesian Education System

A. BROAD EDUCATION DEVELOPMENT TRENDS

Since Jomtien (1990) and Dakar (2000), there have been a number of key milestones in education development in Indonesia, including: i) a number of action plans to expand access to high quality basic education, ii) introduction of legislation and regulations for the decentralization of education service management in 1999-2004, iii) amendments to the 1945 constitution related to education, set out in a new Education Law 20/2003 and iv) formulation of a revised education reform strategy, Renstra 2005-2009. These initiatives set out a legislative and regulatory framework for expanding education opportunities, defining standards and measures for improving education service governance and accountability.

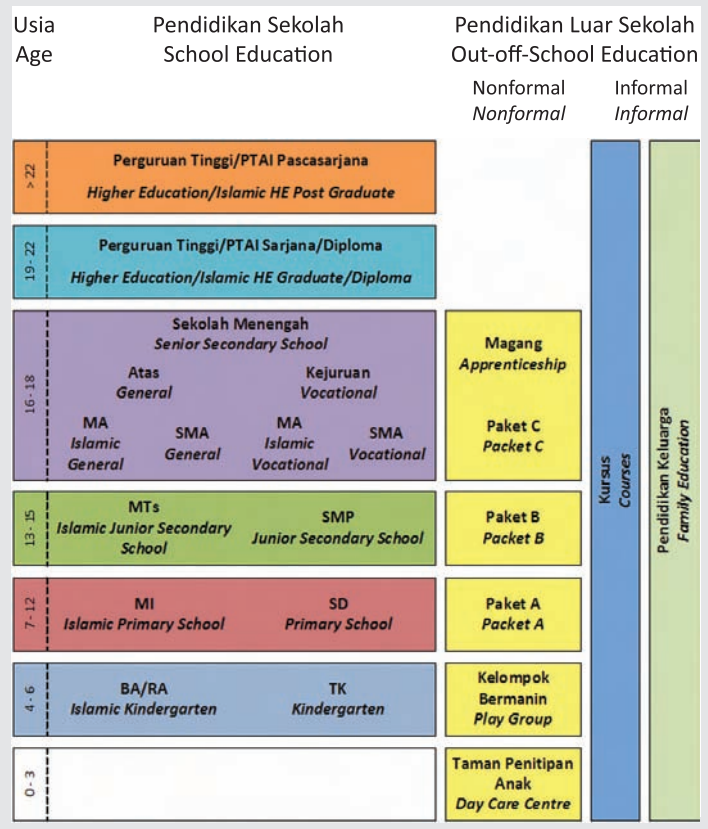
The revised education law 2003 sets out the legal provision for ensuring that unreached or disadvantaged groups are addressed by the Ministry of National Education and Ministry of Religious Affairs, focussing specifically on equitable treatment for: i) religious, linguistic and ethnic minority groups, ii) socio-economic classes and other stratifications, iii) males and females, iv) students with disabilities or special needs, v) residents of remote/rural, island and border areas and vi) the very poor, orphans, street and working children.

Based on the 1999 decentralization legislation and the education Law 20/2003, the Government has designed specific strategies and programs to implement the education policy, legislation and regulations through strategic pillars: i) *ensuring expanded access and equity*, ii) *improving quality and relevance* and iii) *strengthening governance, accountability and public image*.

1. Enabling Equitable Access to Education Services

Government strategies and plans are directed at meeting MDG targets by 2010, especially ensuring the last 8% of primary school children and 35% of junior secondary school age students are enrolled and retained in

Figure 3: Education System in Indonesia



schools. Key strategies include i) an expanded junior secondary school construction program in under-served areas, ii) expansion of non-formal and informal primary and junior secondary school programs for school dropouts, iii) reduction of direct and indirect cost barriers through the expansion of school operational budgets (BOS) and locating schools close to home (e.g. integrated primary

and junior secondary schools), and iv) expansion of public information and communication programs, which promote school enrolment.

Key programs for enabling more equitable access include i) expansion of infrastructure programs, ii) increased deployment of teachers to under-served areas, iii) expansion of early childhood education, iv) expansion of ICT-based distance learning and communication programs, v) expansion of non-formal delivery of primary and junior secondary programs (packet A, packet B), vi) expansion of adult literacy programs, especially in remoter areas and vii) increased community involvement in the management and delivery of basic and post-basic education programs incorporating capacity building measures. These are set out in the diagram below.

2. *Revitalising Education Quality, Standards and Relevance, and Assessment*

Government is taking a number of measures to improve the quality, efficiency and effectiveness of basic education quality. Key strategies include i) expansion of education standards setting and monitoring systems through the establishment of the Board of National Education Standards (BSNP), ii) introduction and implementation of new teachers professionalism and quality assurance standards, through new legislation and organisational reform at central, provincial and district levels and iii) review of teacher utilisation and deployment norms, incorporating potential measures to increase non-salary operational spending, especially on instructional materials and school maintenance.

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

Government is adopting a systemic approach to addressing these constraints. New guidelines and regulations for use of school operational budgets focus on instructional materials and school asset maintenance. Strategic options to improve teacher management, incentives for teacher deployment to rural schools and teacher recruitment are currently being reviewed. Alternative approaches to expanding cost effective teacher upgrading systems are also being investigated. An action plan and financing strategy for school rehabilitation, particularly primary schools, is a key feature of RENSTRA 2005-2009, including prioritised 5 year budget allocation

3. Enabling Improved Education Governance and Accountability

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

Local Government Initiative, Health and Education Services in Jembrana District, Bali

In 2001, the Regent of Jembrana District in Bali, adopted a policy of free basic education and health services. The goal was to improve agriculture and livestock sector productivity through a better educated and healthy work force.

Education is free at primary and secondary levels, including textbooks and merit scholarships for top students. Health services are also free for the poorest families. These policies were implemented by devoting a greater share of spending to basic services and other efficiency gains elsewhere in the public sector.

Overall, district income has increased several fold, especially in the non tourist sectors. Health and education indicators, including EFA targets, have also improved.

MoNE and MoRA have identified strengthening of their own accounting and internal audit systems and better coordination with the Auditor Gen-

eral's Office, Supreme Audit Authority and Ministry of Finance inspection functions as the top priority. A second priority is to improve capacity to implement existing financial management and accounting systems. A third priority is to strengthen capacity to monitor policy implementation, including RENSTRA priorities and targets and minimum service standards.

A number of key possible entry points for system strengthening have been identified by the two Ministries. Strengthening performance and financial audit systems within the Inspectorate General is a priority. Enhancing examination systems and other quality assurance measures, through the independent Bureau of National Education Standards is also a priority. Supporting organisational development of the new Directorate General of Teacher Management and Quality Assurance is also accorded a high priority. Introducing a greater performance orientation to education management information systems is seen as another key entry point.

B. EDUCATION POLICY AND LEGAL ENVIRONMENT

In the past five years, Government has developed a comprehensive legislative and regulatory framework that sets out the roles, responsibilities and obligations of central/district authorities and community level stakeholders for education service provision. Sector development planning is built on the legal obligations of the State as outlined in the 4th Amendment to Article 31 on Education in the Constitution; Law 17/2003 on State Finance; Law 20/2003 on the National Education System (Sisdiknas); Law 25/2004 on the National Development Planning System; Law 32/2004 on Local Govern-



ment, Law 33/2004 on Fiscal Balance between Central and Local Governments; and Law 14/2005 on Teachers and Lecturers.

The law mandates implementation decentralization in two stages: i) devolution of authority to manage the education service delivery from central to the local governments and ii) devolution of a significant authority to the school level as represented by the implementation of school-based management. Parallel to the latter, the law promotes a greater role for the community, e.g. involvement in the education council at the district level and the school committee at individual school level. Provision and improvement of educational quality and relevance is stipulated in Law 20/2003 on National Education System and spelled out in detail at a more operational level by Government Regulation No.19/2005 on National Standard of Education.

Since late 2004, a number of key regulatory actions have been taken to set the foundation for education reform. PP 65/2005 for developing new minimum service standards across sectors has been issued by MOHA. The independent Board of National Education Standards (BSNP) established during mid 2005 has developed the i) Standard on Contents which was issued through regulations 22/2006, and ii) the standard on Competence through regulations 23/2006 while Regulation no. 24/2006 has been issued to clarify roles of different levels of government in the implementation of these. For instance the regulation grants governors and Bupatis some leeway in developing, scheduling and implementing these above regulations depending upon their own conditions.

In late 2005, Parliament approved new legislation (Law 14/2005) related to new or increased functional, professional and special areas incentives for teachers, as part of measures for education standards improvement. This legislative provision applies to MoNE and MoRA, covering both public and private schools. These comprehensive measures, alongside access to school operational budgets, constitute an opportunity for increased policy harmonisation across all providers.

C. ORGANISATION AND STRUCTURE OF EDUCATION SYSTEM

Under Education Law 20/2003, the education system is organised as: i) early childhood education including day care centres, playgroups and kindergartens, ii) primary education including both formal and non-formal (Paket A), iii) junior secondary education including both formal and non-formal (Paket B), iv) senior secondary education including both formal (general or vocational) and non-formal (Paket C and apprenticeships) and v) higher education, including professional education of managers and teachers.

The education services are primarily delivered through institutions under the auspices of the Ministry of National Education (MoNE) and Ministry of Religious Affairs (MoRA) which regulate both public and private providers, alongside public and private Universities which have variable degrees of autonomy. The system also incorporates formal, non-formal, informal and distance learning approaches to education service delivery, with a growing emphasis on ICT based education services. Legal provision, organisation and service delivery incorporates special needs, including both students with learning disabilities/constraints and gifted students. A diagram of the organisational structure of the Indonesian education system is shown below.

D. EDUCATION FINANCE: PATTERNS AND TRENDS

Education is financed from a number of sources, including central, provincial and district Government budgets and parental/community contributions. The Indonesian Government has demonstrated its commitment to implementing EFA through a significantly upward trend in public expenditure on education. Overall, in the past decade, there has been an upward trend in Government expenditure on education. Public expenditure on education has grown from around Rp 42 Trillion in 2001 to Rp 79 Trillion in 2005. Education shares of national expenditure have grown from 12% to almost 15% over the same period. Similarly, the education share of GDP has increased from 2.5% to 2.9% over the same period.

Table 1: National Public Expenditure on Education (Central + Province + District) for 2001 to 2007 (in Trillion Rupiah)

Education	2001	2002	2003	2004	2005	2006*	2007**
Nominal National Education Expenditures	42.3	53.1	64.8	63.1	78.6	114.7	131.0
National Education Expenditures (2001 prices)	42.3	47.4	54.3	49.8	56.2	72.7	78.1
Growth Real National Education Expenditures	40.3	8.5	18.4	-8.4	12.8	29.4	7.5
Education Exp. (% Total National Exp.)	12.0	15.7	16.0	14.2	14.7	15.7	16.8
National Education Exp. (% GDP)	2.5	2.8	3.2	2.8	2.9	3.5	3.9
Total Nominal National Expenditures	352.8	336.5	405.4	445.3	535.8	728.2	778.2
Total Real National Expenditures	352.8	300.8	339.9	351.6	382.9	461.3	464.0
Government Size (Total exp. % of GDP)	21.0	18.1	19.8	19.6	19.6	22.0	22.0

Source: Investing in Indonesia's Education, World Bank, January 2007, Note: * = budget, ** = estimated.

In the past two years, Governments commitment to accelerating the implementation of EFA goals and targets has been reflected in increased central public expenditure allocations for education. In 2007, the allocation for education is estimated at Rp 131 Trillion, constituting a 67% increase over expenditure in 2005. The share of public expenditure in 2007 is an estimated 16.8%, constituting 3.9% of GDP.



Table 2: Nominal Education Expenditures per Level of Government 2001–04 (in Trillion Rupiah)

Level	2001	%	2002	%	2003	%	2004	%
Central	12.6	31	13.8	27	21.3	34	18.8	30
Development	8.5	67	9.2	67	16.0	75	12.5	67
Routine	4.1	33	4.6	33	5.4	25	6.3	33
Provincial	1.9	5	4.0	8	3.9	6	3.8	6
Development	1.4	70	2.6	66	3.1	80	3.0	79
Routine	0.6	30	1.4	34	0.8	20	0.8	21
District	26.2	64	32.6	65	38.3	60	40.0	64
Development	3.0	11	4.6	14	5.3	14	4.8	12
Routine	23.2	89	28.0	86	33.0	86	35.2	88
Total Expenditures	40.8	100.0	50.4	100.0	63.6	100.0	62.6	100.0

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

Over 2001-2004, the majority of education spending took place at district levels (see Table below). The spending at national and provincial levels has increasingly focused on development spending (e.g. school infrastructure, scholarships, textbooks) specifically related to achieving EFA goals and targets. The share of education spending on personnel costs has remained roughly constant over the period 2002-2004 with around 94-96% share of district expenditure and 62-71% of provincial expenditure.

In Indonesia, patterns in expenditure per pupil are broad typical of international norms. For example, expenditure per pupil in junior secondary education is approximately 2.5 times that of primary education, whereas senior secondary education is 3.4 times more than primary. Per-student expenditure at tertiary education levels is roughly 11 times more than primary education.

Table 3: Expenditure on Educational Institutions/Student/Level - Based on Full-Time Equivalents (2002 USD PPP)

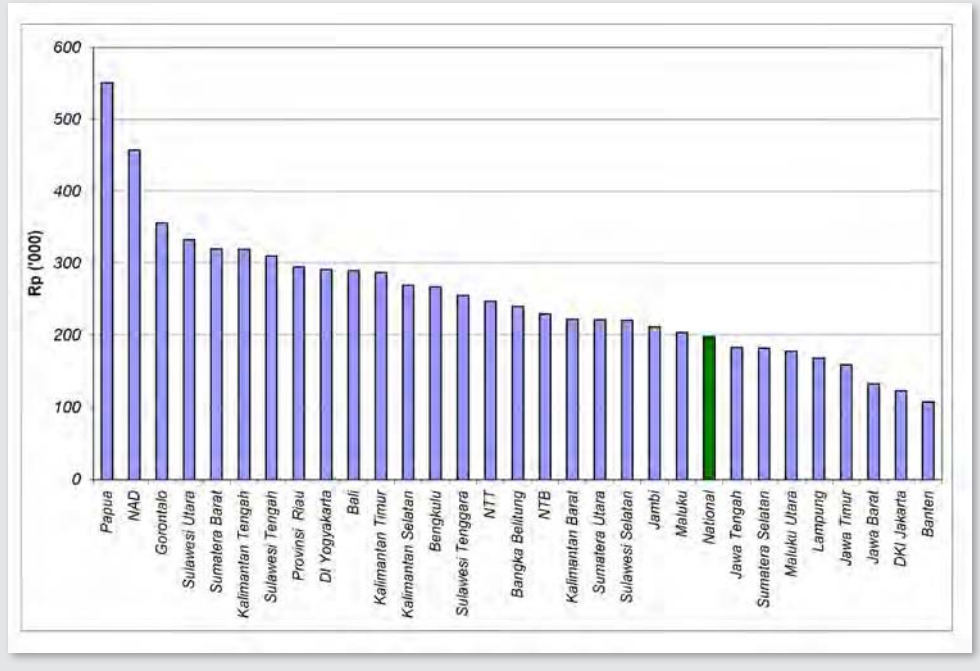
Countries	Pre-primary Education	Primary Education	All secondary Education	All tertiary Education
Indonesia	64	110	315	1296
India	79	396	712	2,486
Malaysia	552	1,897	2923	14,405
Philippines	62	491	452	1730
OECD Mean	4,294	5313	7002	10,655

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

Schools are funded from a number of sources, including Government and parental contributions. A 2002/03 survey indicated that 92% of primary school budgets are funded by district Governments with parents contributing 4% in the form of school fees and other contributions. Parental contributions for junior and senior secondary schools represented an estimated 13% and 17% respectively, constituting a significant access barrier for students from poorer households. Recognizing these constraints, Government introduced a new primary and junior secondary school funding mechanism (BOS) designed to offset parental school fee contributions, through operational budget support direct to schools. The BOS is also designed to increase the volume and share of non-personnel spending at the school level. The scholarships for the poor program (BKM) has continued in a reduced form.

There is significant variation in per capita spending on education between provinces in Indonesia, covering all forms of education. The national average is Rp 198,000 per capita per annum in 2004 (see Figure 4) with individual provincial spending ranging from around Rp 110,000 to Rp 550,000. Much of this variation is due to larger economies of scale for education service delivery in more densely populated provinces. Many of the higher spending provinces have scattered populations and small school sizes, making it difficult to utilize staff and other resources cost efficiently.

Figure 4: Regional government per capita education expenditures per province (2004)



There is significant variation in the per capita spending on education across districts. In broad terms, spending patterns at the district level show that the richest districts have not only higher per-capita spending but also higher per-student expenditure. The spending gap between the poorest and richest districts also has increased over the period 2001-2004 (see Table below). Nevertheless, the poorest districts are according similar priority to education spending as other, richer, districts. These patterns are due in part to higher enrolment in secondary education (which has higher unit cost) in the richer districts. The table below also highlights the low proportion of district spending on non-personnel costs.

Table 4: District Expenditures on Education per Poverty Quintile

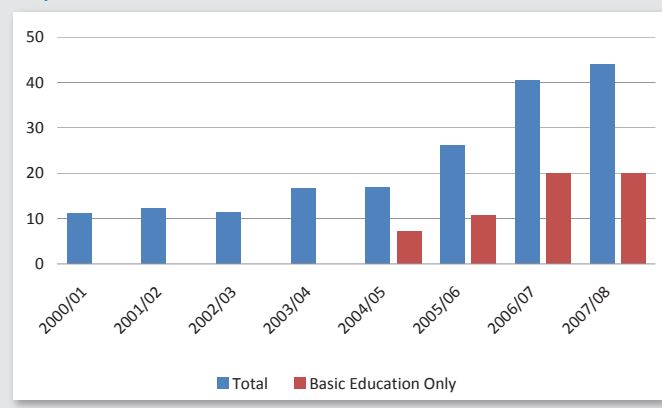
District Quintile	Per Capita Total District Expenditure		Education Expenditure per Public School Student		Education as % of Overall Expenditures		Non-personnel Education as % Total Expenditure	
	2001	2004	2001	2004	2001	2004	2001	2004
Poorest	558,116	725,459	165,486	215,523	35.7	34.4	5.5	5.3
2	364,804	724,234	148,595	228,492	40.1	36.3	4.4	4.7
3	393,305	690,836	144,850	209,021	43.0	35.0	4.3	4.6
4	493,893	899,841	184,214	245,510	40.0	32.0	4.9	5.6
Richest	619,163	950,714	182,893	272,704	32.9	31.1	5.2	3.9
All	484,758	798,819	165,168	234,718	38.2	33.7	4.8	4.8

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

Government has demonstrated its strong commitment to achieving EFA goals and targets through increased education expenditure allocations over the past 7 years (see Figure 5). Recovery from the 1997 economic crisis meant only gradual growth in MoNE budget allocations over 2000-2004, with allocations rising from Rp 11.3 Trillion in 2000/01 to Rp 16.9 Trillion in 2004/05. Since the adoption of revised EFA strategies in the Renstra 2005-2009, education expenditure allocations have grown significantly; rising to a projected Rp 44.1 Trillion in 2007/08. Budget allocations for achieving 9 years of compulsory education have also increased from

Rp 7.1 Trillion (in 2004) to Rp 19.9 Trillion (in 2006/07 and 2007/08).

Figure 5: Central Education Expenditure Allocations, MoNE Only



MoNE budget execution and realisation rates have also improved due to improved implementation of programs. 2005/06 budget disbursements were Rp 23.1 Trillion from a budget of Rp 26.1 Tril-

lion (89%). As of end of February 2007, Rp 37.2 Trillion of the 2006/07 budget of Rp 40.5 Trillion had been disbursed (92%).

Table 5: Central Education Expenditure Allocations, MoNE Only, By Program

Program	2004/05	2005/06	2006/07	2007/08
Early Childhood	0.4	0.4	0.3	0.5
Formal Basic Education	7.1	10.9	19.9	19.9
Formal Secondary Education	2.1	2.6	3.6	3.7
Higher Education	2.4	6.2	10.8	7.8
Out-of-School Education	0.7	0.5	0.8	1.2
Quality Improvement	N/A	2.8	3.3	2.4
Other	4.2	2.7	1.8	8.5
Total	16.9	26.1	40.5	44.0

Source: Ministry of National Education

Government has increased expenditure allocations on all EFA related programs over 2004-2007. Formal early childhood program allocations have increased complemented by expansion of non-formal early childhood initiatives. Program budget allocations for 9 years of compulsory basic education have more than doubled, focussing on expanded primary and junior secondary school infrastructure repair and new construction, dedicated textbook program allocations and the expansion of the school operational budget support initiative. Out-of-school non-formal education budget allocations have almost doubled, with priority for expanded



adult literacy, increased access to equivalency programs and new early childhood education initiatives.

Government is also according growing attention to lifelong learning and life skills education programs through formal and non-formal approaches. The increased secondary education program allocation reflects implementation of strategies to increase transition rates to senior secondary education, both general and vocational. The out-of-school program also includes expansion of senior secondary equivalency (Paket C programs). The increased allocation for higher education includes programs that help assure transition from senior secondary to higher education, including vocational and professional studies.

A key feature of the MoNE program budget patterns is the introduction of a dedicated program for implementing the legislation associated with upgrading and certifying the teaching force at University graduate levels. The program is managed through the Directorate of Quality Improvement for Teachers and Education Personnel. A related initiative is increased spending on education standards setting and monitoring, through the MoNE examinations centre and the Board of National Education Standards (BSNP), set up in 2004. New programs and budgets have also been introduced since 2005 to strengthen MoNE financial management, accountability and audit systems.



E. EFA COORDINATION MECHANISMS

The legal basis for EFA coordination is set out in a decree issued by the Coordinating Ministry for Peoples Welfare in 2002. This decree established an EFA Coordination Forum (FORKONAS-POS) chaired by the Deputy Minister for Peoples Welfare, with the EFA secretariat established in the Directorate General of Out-of-School Education, Ministry of National Education. There is an advisory board at Ministerial level with representatives from Ministries of Peoples Welfare, National Education, Religious Affairs, Home Affairs, Finance, Social Affairs, Health, Planning and Women's Empowerment. The forum membership includes Director Generals from the various Ministries and selected representatives of non-government organizations and other key informants.

Under the EFA secretariat six inter-ministerial working groups have been established to initially prepare EFA action plans against the six main goals of: i) early childhood education, ii) basic education, iii) adult literacy, iv) life skills, v) gender equity and vi) quality improvement. This arrangement was used to coordinate preparation of the EFA National Plan of Action in November 2005. The same arrangement has been used to prepare the EFA Mid Decade Assessment, with task force members being appointed by the EFA secretariat.

As part of this process, provincial and district EFA forums have been established, with broadly the same government and NGO representation. Members are appointed by the provincial and district directors of education. This network helps ensure that appropriate EFA information flow takes place for EFA planning and monitoring. As part of the communication and awareness raising, annual regional meetings of provincial/district education forums are held annually. This mechanism will be used to disseminate the findings of the EFA mid-decade assessment.



III

Goal 1: Expanding Early Childhood Care and Education Opportunities

III | Goal 1: Expanding Early Childhood Care and Education Opportunities

Goal 1: Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.

A. NATIONAL POLICY AND STRATEGIC FRAMEWORK

The Dakar 2015 target for Early Childhood Care and Education is to expand access and quality to childcare and education services for 0-6 year olds. The Indonesian country target is to ensure 75% access and coverage for this age group.

In order to achieve the 2015 national target, the government has set a number of strategies, including: i) improved distribution and expansion of care and education services for young children in an integrated fashion, ii) improvement of the quality and relevance of care and education services for young children and iii) improvement of good governance and accountability in the field of early childhood care and education services.

In order to achieve the national target for 2015, i.e. 75% of young children receive care and education services, the strategy to be applied is “integration of education services program with care program for young children”, through:

- Optimizing the existing services by incorporating early childhood education program.
- Optimizing the existing early childhood education program by including care program for young children.
- Developing service model for education services that are integrated with care services like Posyandu which is integrated with PAUD, BKB with PAUD and the like.
- Development of pilot program for PAUD that is suitable for local needs (local wisdom).

The action program that will be implemented towards achieving the national target will be as follows:

- Equal distribution and expansion of care and education services for young children in an integrated fashion:
 1. Development and utilization of various facilities/infrastructures existing in the community for various activities for early childhood care and education.
 2. Development and initiation of various models for early childhood care and education (Day Care Centre, Play Group, Small TK, Alternative TK, Integrated Posyandu and PAUD, BKB integrated with PAUD, and the like) in line with community requirements.
 3. Development of referral centre for care and education services for young children in each province.
 4. Improvement of public awareness on the importance of early childhood care and education through socialization, advocacy, guidance and elucidation and through direct involvement of the community in program management in early childhood care and education activities.
 5. Explore various funding sources from local and central governments, the public, business community in order to support

equal distribution and expansion of early childhood care and education services.

6. Provide support and assistance to institutions, organizations related to early childhood care and education to improve accesses to services.
 7. Develop various early childhood care and education service institutions (from, by and for the community).
- Improvement of Quality and Relevance of early childhood care and education services. Formulation and development of various standards for manpower, facilities, infrastructure, curriculum and so on for early childhood care and education services.
 1. Improvement of qualifications and competency of educators, counselor and program managers for early childhood care and education services.
 2. Provision of support and assistance to the institutions related to early childhood care and education services.
 3. Carry out development, evaluation and procurements of various materials for learning, guidelines, curriculum and facilities and infrastructures in line with program needs for early childhood care and education services.
 4. Development of policy for collaboration with other relevant institutions like higher learning institutions, technical departments and other organizations to ensure smooth implementation of early childhood care and education services.
 5. Provision of technical assistance, guidance and motivation, in particular to the institutions related to early childhood care and education services.
 6. Exploration of various financial sources from central and local governments, the community and private sector towards improvement of early childhood care and education services.

- Improvement of good governance and accountability in early childhood care and education services.
 1. Carry out sustainable guidance, monitoring and evaluation on the institutions related to early childhood care and education services.
 2. Development of collaboration and partnership networks and coordination with various institutions, organizations and related sectors, among others through establishment of consortium, forum and professional organization for PAUD educators.
 3. Data collection and consolidation of target group and/or program target of early childhood care and education services.
 4. Development and dissemination of communications, information and education materials on early childhood care and education services through printed and electronic media.
 5. Development and expansion of various standards and procedures related to early childhood care and education services.
 6. Carry out evaluation, monitoring and feasibility study to review quality and for revision of policy in early childhood care and education program.
 7. Upgrading and improvement of the management of early childhood care and education services both at central and local levels.

B. IMPLEMENTATION ARRANGEMENTS

The forms of early childhood service delivery, care and education in Indonesia are being implemented by various institutions, both government and the society, such as (a) Kindergarten (TK); (b) Raudhatul Athfal (RA); (c) Play Group; (d) Children Day Care Centre (TPA); Infants' Family Development (BKB); (f) Integrated Health Service Centre (Posyandu), or other equivalent forms.

Kindergarten (TK): TK is a form of early childhood education through formal channel. The objective of TK is to help establish the foundation for the development of attitude, behavior, knowledge, skill and creativity of child for further development and growth. By attending TK, the children are expected to be better prepared to join primary education. The target for TK education is children between 4-6 years of age which are divided into two groups based on age, i.e. Group A for 4-5 years and Group B for 5-6 years of age.

Kindergarten education is supervised by the government together with professional associations, and the society. The government is represented by the Ministry of National Education and its provincial and district/municipal offices. Professional associations are represented by the Association of Kindergarten Organizer (GOPTKI) and the Association of Indonesian Kindergarten Teachers-Indonesian Teachers Union (IGTKIPGRI), and the society is represented by the Kindergarten Committee. Currently 99.43 percent of kindergartens are organized by the society and only 0.57% is organized by the government.

A key objective is improvement in the efficiency and effectiveness of educational management among others through the development of Minimum Service Standard (SPM) for the organization of kindergarten education, implementation of Professional Development System (SPP) through kindergarten clustering, application of school-based management, improvement of cooperation among the parties involved in kindergarten education.

Raudhatul Athfal (RA): Similar to TK, RA is one of the formal channels of education. An Islamic kindergarten can even be considered to have no difference with RA. The



difference between RA and the kindergarten (TK) is in the religious nuances the former has. In RA the Islamic atmosphere is very strong and becomes the spirit of the overall teaching and learning process.

As with the kindergarten, RA is established with the objectives of helping to lay the foundation for the development of children's attitude, behavior, knowledge, skills, and creativity that will be needed for their subsequent growth and development. RA target is the same as that of the kindergarten, i.e. children of the ages of 4 to 6 or until the children are ready to begin their primary education. RA falls under the supervision of the Ministry of Religious Affairs.

Playgroup: Playgroup is a type of educational service given to children from the age of 3 until they are ready for primary education. Its activities aim at developing the children's potential to the optimum appropriate to their developmental stage through playing while learning and learning while playing activities. Playgroup targets three age groups, i.e. 3 – 4 years old, 4 – 5 years old, and 5 – 6 years old groups. The learning activities are classified into two categories, i.e. (1) those whose objective is to instill basic values such as religious values and good conduct, and (2) those whose objective is to develop language skills, broad and refined motorist skills, sensitivity/emotion, socialization skills, and creativity across all the developmental aspects.

Playgroups are generally organized by a foundation or a non-governmental organization (NGO). Only a few of them are organized by the government, such as those developed by Center for the Development of Learning Activities (BPKB) and Learning Activities Clubs in some regions. Play groups are supervised by the Ministry of Social Affairs/its regional offices and the Ministry of National Education/its regional offices. The Ministry of Social Affairs is responsible for the development of the children welfare aspects and the Ministry of National Education is responsible for the development of its educational aspects. Other Ministries may also organize playgroups on the condition that they refer to the regulations issued by the Ministry of National Education.

Children Day Care Centre (TPA): TPA is a social welfare program to substitute family for a certain period for the children whose parents have to

go to work or for other reasons has to be away from home so that they cannot provide the necessary services to their children. The program is implemented through socialization and pre-school education for children aged between 3 months up to pre-school age. TPA targets are children aged between 3 months and 6 years or even children who have actually been old enough to stay at home (7-8 years). The length of stay in TPA is between 8-10 hours per day, 5-6 days per week.

Children Day Care Center (TPA) provides various services. *Firstly*, services are provided in the forms of care, upbringing, education and health services. *Secondly*, parents' services are given in the forms of family consultation, social counseling on children welfare programs which covers topics such as children growth and development and preschool education. *Thirdly*, community services are given in the form of social counseling on the importance of children upbringing, care, and education, infant socialization, and the role of Children Daycare Center, also provides research and job training facilities for college students and the community in general.

In general, Children Day Care Center (TPA) developing in the society can be categorized into two different types. *Firstly*, the type that develops in the lower level of the society, such as those in the market, hospital and social institutions; it generally functions only as a daycare center. *Secondly*, the type that develops in the middle to the upper class of the society serves more than just a daycare center and also functions as an educational institution equipped with various facilities and is commonly found in large urban settlements where a daycare center has become a necessity.

The Department of Social Affairs is responsible for the children welfare aspect and the Department of National Education is responsible for the educational aspect. Other Government Departments may administer TPA on the condition that they refer to the guidelines established by the Department of National Education. TPA is commonly organized by a foundation or an NGO. Only a small number of it are organized by the government

Infants' Family Development (BKB): BKB is an activity that is carried out by the society with the purpose of providing the necessary knowledge and skills to parents and other family members on how to promote optimal infant growth and monitor their growth and development. BKB also serves as a means for parents and other family members to improve their understanding and ability to provide care and education to their children. The main target of BKB is families with infants and pre-school children (ages 0 to 6 years). As an organization, BKB is a group whose memberships are parents who have children aged 0 to 6 years. BKB is a non governmental organization (NGO) whose management is carried out by its cadres. A BKB cadre is usually also a cadre of Integrated Health Services Center (Posyandu). In many places, BKB activities have even been integrated with those of the Posyandu.

Relevant to the development of BKB program for families who have children of ages 5 – 6 years old, an educational/counseling program that helps parents and other family members prepare their children for primary school has also been established. This program, called BKB *Kemas* or Infants' Family Development Program for Schooling Readiness, involve both parents and their children (aged 5 – 6), so that the children can get used to the school learning environment. Responsibilities for the BKB program lies with the Ministry of Women Empowerment which formulates the overall policy for BKB. The operational responsibilities, meanwhile, rest with National Coordinating Body for Family Planning (BKKBN). Activities include counseling and home visit.

Integrated Posyandu (POSPAUD): Health and nutrition services for children are provided both by the government through Community Health Center (Puskesmas) and by the community through Integrated Health Services Center (Posyandu). Posyandu is a welfare facility for mother and child that functions as a center providing an integrated health and nutrition services, especially for expecting mothers and children aged 0-5 years. Posyandu is an activity “from the community, for the community, and by the community” with supervision from medical personnel.

The Posyandu Program constitutes a basic intervention that is preventive in nature by providing services to improve the health and nutrition of children under five years old. In the case where further medical services

are needed, patients are sent to the Community Medical Center (Puskemas). All these programs are part of the community’s monthly activities where mothers take their children to receive those services from the health personnel with the help of trained cadres/volunteers. These activities may take place at the house of the village head, the village hall, a meeting hall, or any other place that suits the need.

The leading sector for the development of Posyandu lies with the Department of Home Affairs while the technical responsibility lies with the Department of Health. The operational guidance, meanwhile, is to be provided by the Family Empowerment and Welfare Motivational Team (TP-PKK) of the central government down to the lowest administrative unit of Neighborhood Association.

C. NATIONAL PERFORMANCE IN ACHIEVING EFA GOAL AND RELATED OBJECTIVES

The national target for early childhood education (ECE) is to assure 75% of 0-6 year olds have access to services by 2015 at the latest. There has been a significant increase in access to early childhood programs since 2000. It appears that, as a result of under-recording of Islamic ECE enrolment, overall enrolment in ECE programs prior to 2006 has been underestimated. From 2006, the inclusion of Qur’anic ECE enrolment in national statistics demonstrates accelerated progress towards national targets. Nevertheless, the current gap from the national target of 75% is 28% and will require continued and sustained measures to address.

Figure 6: Total ECE Enrolment

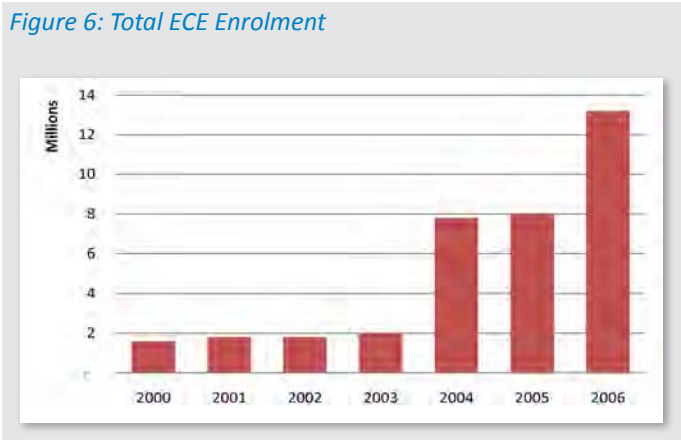


Table 6: Numbers of Children Receiving Early Childhood Education

Keterangan	2004	2005	2006
Number of Children Aged 0-6 Years Old	28.1	28.2	28.3
Number of Children Receiving Services	7.8 (27.8%)	8.0 (28.4%)	13.2 (46.6%)
a. Kindergarten (TK/BA/RA) ¹	2.2	1.8	2.2
b. Play Group	0.09	1.1	1.1
c. Day Care Centre	0.15	0.18	0.2
d. Similar ECE Unit ²	2.8	2.4	2.6
e. Qur'an ECE	--	--	5.6
e. Primary School ³	2.6	2.6	2.7
No. of Children Not Receiving Services	20.4 (72.2%)	20.2 (71.7%)	15.1 (53.4%)

¹ Data Source: Pusat Data dan Informasi Pendidikan, Balitbang Depdiknas 2004-2006

² Data on similar ECE consist of Integrated ECE with Infant's Family Development Programs (BKB) and Children Qur'anic Learning (TPQ). Source of data respectively came from National Coordinating Family Planning Board (BKKBN) dan from Minister of Religious Affairs. TPQ data currently reveal in 2006.

³ Data for children until aged 6 year who enroll primary school.



The national target for early childhood care (ECC) is to assure 75% of 0-6 year olds have access to services by 2015 at the latest. There has been a decrease in access to early childhood care programs in recent years. It appears that, despite the number of integrated health posts (Posyandu) having increased (from around 243,000 to 258,400 over the period 2004-2006), the number of children accessing services has fallen from around 10.8 million (2004) to 6.6 million (2006). The result is that the current gap against Governments 2015 target of 75% access to ECC is roughly 52%.

Table 7: Numbers of Children Receiving Early Childhood Care

Keterangan	2004 ²	2005	2006
Number of Children Aged 0-6 Years Old	28.1	28.2	28.3
Number of Children Receiving Services	10.8 (38%)	8.6 (31%)	6.6 (23%)
a. Day Care Center	0.015	0.018	0.020
b. Integrated Post	10.8	8.6	6.6
No. of Children Not Receiving Services	17.3 (61.6%)	19.6 (69.4%)	21.8 (76.8%)

¹ Based on active integrated health post (Posyandu): in 2004 among 245,290 posyandus recorded by Ministry of Health, 85.4% are active; in 2005 there are 246,568 (79.6% active), and in 2006 there are 258,374 (60.7% active). Bold number are prediction data to describe of declining trend of services. The Government has made necessary program for revitalization, such as integrated ECC with ECE in Pos PAUD

² Data on 2004 based on report National Action Plan Education for All 2005 p. 35

There has been significant expansion of non-formal ECE, including a 10 fold growth in community based playgroups. In contrast to and as a result of more affordable and accessible playgroup provision, overall net enrolment rates in more formal ECE (Kindergarten) appear to be leveling off. In 2006, the net enrolment rate for 3-6 year old children was around 19.5% with a gender parity index of 1. There are some disparities between urban and rural areas, with enrolment rates of 25.4% and 15.4% respectively in 2006. Access disparities between the richest and poorest socio economic quintiles are also significant at 24.8% and 15.8% respectively. Mothers level of education and household socio-economic status both correlate strongly with access to early childhood education (see Figures below).

There is strong international evidence that access to early childhood education and care correlates significantly with child health

Figure 7: ECE, formal and non formal (3-6) NER, By Mothers Education Background

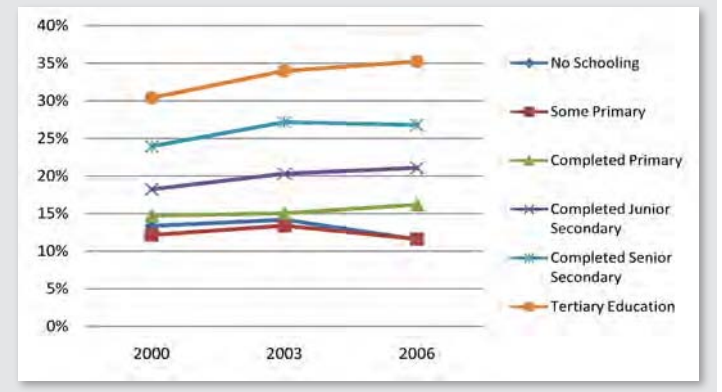
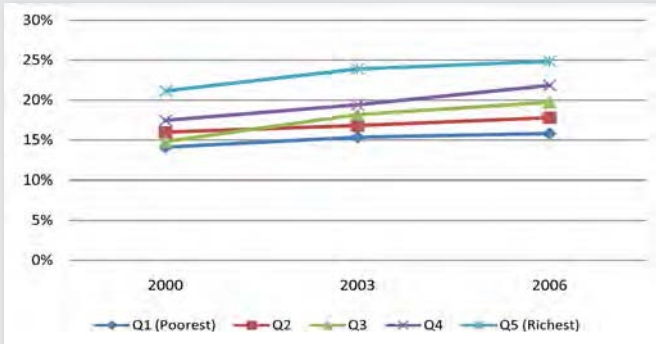


Figure 8: ECE, formal and non formal (3-6) NER, By Poverty Quintile



Source: SUSSENAS, BPS

and nutrition. As shown in the *Figure* above, urban/rural disparities in ECCE access mirror variations in levels of child nutrition. For example, there are also significant provincial disparities in levels in child malnutrition ranging from 41%-42% in Gorontalo and Nusa Tenggara Barat to only 15% in Yogyakarta (which has the highest rate of access to early childhood education). In broad terms, these patterns are reflected in urban/rural and provincial profiles for other child health indicators such as infant mortality, child immunization rates and access to micro nutrient supplements. While improved health education programs within ECE and ECC centres can positively impact on child health performance indicators, it is recognised that uneven access to safe water and sanitation constitutes a significant constraint and is being included in ECE curricula and public education campaigns.

Figure 9: Malnutrition in 0-5 Year Olds

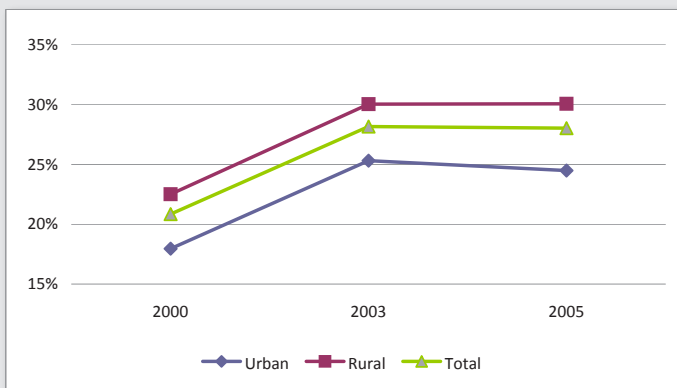


Figure 10: Provincial Kindergarten (3-6) NER, 2006

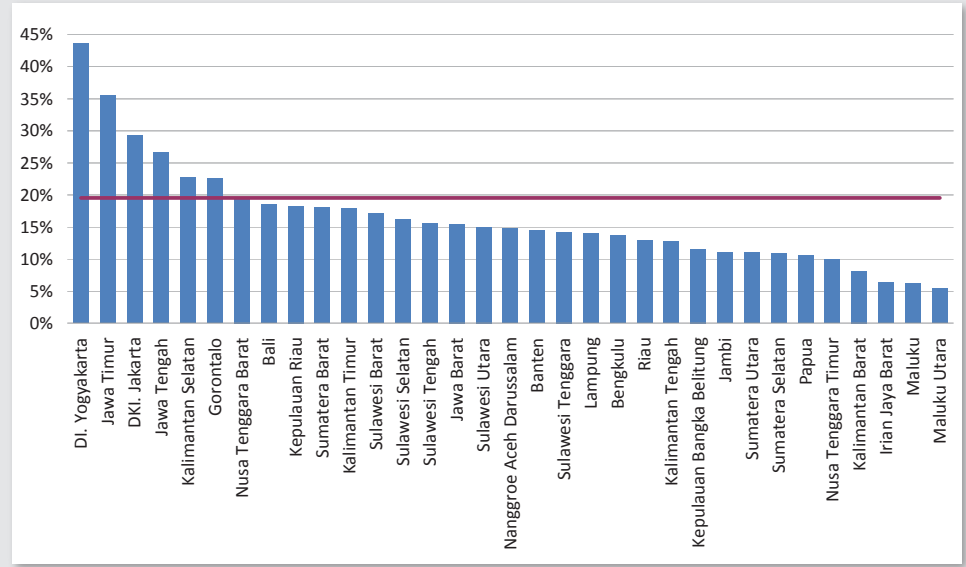
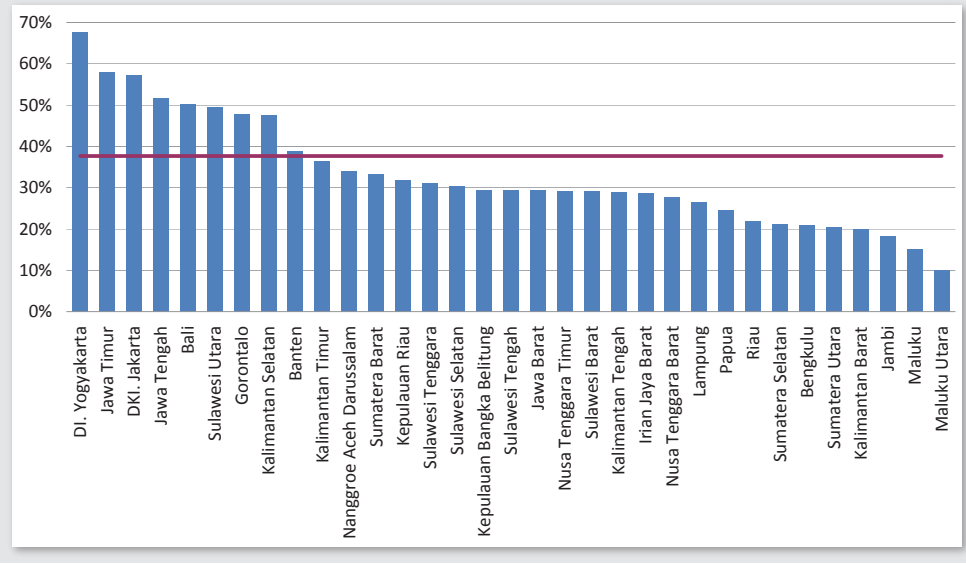


Figure 11: % Primary G1 Entrants with Previous ECE, 2006



D. KEY PERFORMANCE VARIATIONS

Since 2000, access to early childhood education has expanded significantly. For 3-4 year olds, net enrolment rates have grown from 12.4% to

15.3%, for 5-6 year olds from 19.9% to 23.8%. However, there are wide disparities in ECE access across the different provinces. Net enrolments for 3-6 year olds ranges from 43.7% (Yogyakarta) to 6.1% (Maluku). Five provinces (Irian Jaya Barat, Maluku, Maluku Utara, Kalimantan Barat and Nusa Tenggara Timur) have NERs of less than 10%.

The growth in early childhood education opportunities is having a positive knock-on effect in terms of students being exposed to ECE experiences ahead of primary school enrolment. The percentage of students with previous ECE experience has risen from 17.7% in 2000 to 37.7% in 2006. In the long-term, this ECE exposure is likely to improve student's primary school readiness and lead to improved primary school performance. Nevertheless, there are significant provincial variations. In 2006, 67.7% and 58.0% of primary grade 1 entrants in Yogyakarta and East Java respectively had received previous ECE experience. In Maluku, Maluku Utara and Jambi, less than 20% of primary grade 1 entrants had any ECE exposure.

These variations are due to a number of factors. Most of formal kindergarten provision (99% of total) is private. Therefore, families' capacity and willingness to pay (understanding the importance of ECE) is a key factor in both levels of demand and capacity to provide services. A growing

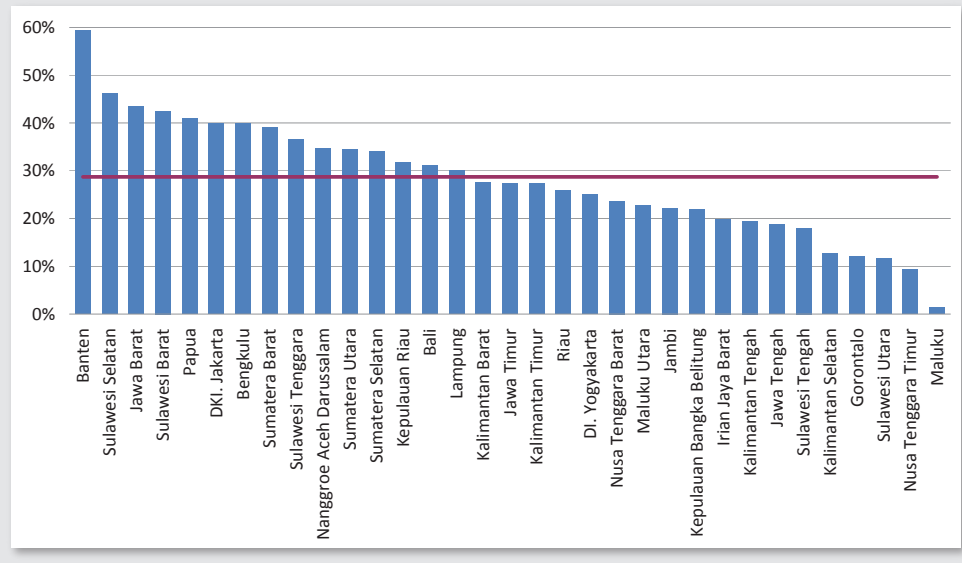
feature is bypassing ECE and its costs through early enrolment into grade 1 of primary school. For example, in 2004/05, of the 4.5 million enrolled in grade 1, 2.7 million (60%) were aged 5 or 6 years old.

There are significant provincial variations in the levels of underage enrolment in primary school. In 2004/05, 5 and 6 year olds constitut-



ed 10.6% of overall primary school enrolment. This pattern ranged from 8%-9% of enrolment in Banten, NTB, Sumatera Barat and Gorontalo to around 13%-15% in Maluku, Jakarta, East Kalimantan and West Sulawesi. Key factors affecting these patterns include limited availability of ECE provision, inabilities of poor families to pay for ECE and the growing availability of spare primary school facilities as primary school enrolment begins to decrease in line with demographic trends.

Figure 12: % Of Formal Kindergarten Teachers with Diploma/Graduate Level Education Background, 2004/05



There are significant variations in the level of academic and professional qualifications of ECE teachers. Overall, only 28% of teachers have diploma/graduate qualifications. Less than 50% have ECE professional training in ECE teacher training schools or colleges. There are significant provincial variations. In Banten, almost 60% of ECE teachers have at least a diploma level qualification, compared to Maluku where only 9 out of 647 ECE teachers (1.4%) have a diploma or graduate qualification. In broad terms, the pattern of ECE teacher qualification mirrors levels of ECE participation rates and demand. Comprehensive data is limited for the qualifications and education background of non-formal and informal ECE organizers

(e.g. playgroup leaders). Improved mapping systems for this ECE cadre is required in order to plan and implement staff development programs.

A number of factors contribute to these patterns in teacher qualification. Variable access to ECE teacher training opportunities is one factor. A second factor is that higher levels of demand for private kindergarten classes, especially in the urban areas, stimulates the supply of ECE teachers and demand for training. A third factor is that ECE teacher remuneration is determined by individual private kindergartens, related to the level of fees they charge. Consequently, in better off areas, there is a greater incentive for qualified teachers to accept ECE teaching positions and also there is a greater potential supply of qualified teachers in these areas, including qualified mothers who wish to return to paid work.

E. SELECTED SUCCESS STORIES AND CHALLENGES

Community Involvement in Kindergarten Provision. Kindergarten education is supervised by the government together with professional associations, and the society. The government is represented by the Ministry of National Education and its provincial and district/municipal offices. Professional associations are represented by the Association of Kindergarten Organizer (GOPTKI) and the Association of Indonesian Kindergarten Teachers-Indonesian Teachers Union (IGTKIPGRI), and the society is represented by the Kindergarten Committee. Currently 99.43% of kindergartens are organized by the society and only 0.57% is organized by the government.

The key challenges include: i) Government adopting a clearly defined and understood enabling function (e.g. targeted funding, quality assurance) without potentially crowding out continued community involvement and contributions and ii) strengthening community capacity to plan and manage community run ECE through both kindergarten and other approaches.



Innovative Models for ECE Provision. The Ministry of National Education is adopting a number of approaches to expand ECE access in underserved areas, including: i) the improvement in the distribution and expansion of opportunities for children

of kindergarten ages to attend kindergarten by building new school units (USB) of pilot project public kindergartens and pioneering one-roof Kindergarten-Primary School model, ii) alternative model services, such as Foster Kindergarten (*TK Asuh*), Nature Kindergarten (*TK Alam*), Kindergarten within the premises of places of worship (*TK di lingkungan tempat ibadah*), iii) mobile Kindergarten (*TK Keliling*), Children of the Beach Kindergarten (*TK Anak Pantai*), iv) kindergarten in the place of work (*TK di Lingkungan Kerja*) and v) stilted House Kindergarten (*TK Panggung*), University Students' Community Service Internship Kindergarten (*TK KKN Mahasiswa*) and Qur'an Kindergarten (*TK Al Qur'an*).

A number of challenges need to be addressed, including: i) rigorous analysis of the sustainability of some of these models, taking account of continued willingness and capacity of communities to contribute, ii) analysis of which of these models can be potentially expanded into nationwide programs for access and quality improvement and iii) analysis and planning of capacity development programs needed to both sustain and expand some of these ECE innovations.

Expanded ECE Professional Development. The improvement in the educational quality through Professional Development System in the education and training of kindergarten teachers and supervisors, improvement of kindergarten teachers qualification through two-year diploma kindergarten teachers education (DII-PGTK), improvement of kindergarten/primary school supervisors' performance through specialization training for kin-

dergarten/primary school supervisors. Challenges include: i) developing a clear ECE teacher career path and certification system, possibly within the new teachers law and regulations, ii) expanding teacher training opportunities and the cadre of ECE professional teacher trainers, especially in currently underserved areas and iii) expanding ECE public education programs to stimulate demand for ECE and encourage qualified personnel to see ECE as part of a viable career path.

Increased Mobilization of Community Based ECE Playgroups. Playgroups are generally organized by a foundation or a non-governmental organization (NGO). Only a few of them are organized by the government, such as those developed by Center for the Development of Learning Activities (BPKB) and Learning Activities Clubs in some regions. Play groups are supervised by the Ministry of Social Affairs/its regional offices and the Ministry of National Education/its regional offices. The Ministry of Social Affairs is responsible for the development of the children welfare aspects and the Ministry of National Education is responsible for the development of its educational aspects. Other Ministries may also organize playgroups on the condition that they refer to the regulations issued by the Ministry of National Education.

Key challenges include: i) measures to ensure the sustainability of playgroups through small targeted block grants, ii) selective support for play group capacity building, especially the training of playgroup managers and organizers, alongside steps to ensure playgroup organizers have a potential career path and iii) strengthening MoNE and MoRA capacity to provide technical support and quality as-

Early Childhood Education: Quality Assurance and Support

ECE in Indonesia is predominantly run by communities and the private sector, which constitute 99.9% of provision. Government is taking steps to provide support for quality assurance through various partnerships.

Key mechanisms include: i) establishing the ECE forum and ECDE consortium, ii) mobilising support from professional associations and iii) organising programs through religious centres and women's organisations and ECE centres through various Universities. Many of these arrangements include ECE model schools which can be used to trial materials and upgrade teachers.

Salisiasi Program Pendidikan Anak Usia Dini
 Transisasi Wanita dan TP- PKK Prop/Kab/Kot.
 Pendidikan Anak Dini Usia, Ditjen PLS , Depdik
 Bandung
 2005



insurance, including regulation of ECE curricula and ECE play group performance monitoring.

Use of Children Day Care Centers. Children Day Care Centers (TPA) provide various services. *Firstly*, services are provided in the forms of care, upbringing, education and health services. *Secondly*, parents' services are given in the forms of family consultation, social counseling on children welfare programs which covers topics such as children growth and development and preschool education. *Thirdly*, community services are given

in the form of social counseling on the importance of children upbringing, care, and education, infant socialization, and the role of Children Daycare Center, also provides research and job training facilities for college students and the community in general.

Key challenges include: i) stimulating demand for families to use these centres, though public information campaigns, ii) clarifying and simplifying the range of services provided by centres according to community needs, iii) ensuring that staffing and other resources are aligned with defined services and responsibilities and iv) strengthening coordination capacity between various ministries, including TPA performance monitoring and quality assurance.

Infant Family Development Systems (BKB). BKB is an activity that is carried out by the society with the purpose of providing the necessary knowledge and skills to parents and other family members on how to promote

optimal infant growth and monitor their growth and development. BKB also serves as a means for parents and other family members to improve their understanding and ability to provide care and education to their children. The main target of BKB is families with infants and pre-school children (ages 0 to 6 years). As an organization, BKB is a group whose memberships are parents who have children aged 0 to 6 years. BKB is a nongovernmental organization (NGO) whose management is carried out by its cadres. A BKB cadre is usually also a cadre of Integrated Health Services Center (Posyandu). In many places, BKB activities have even been integrated with those of the Posyandu. The challenge is to ensure the sustainability of BKB initiatives through measures which encourage mothers and other family members to help manage and run these grass roots ECE activities.

Another challenge is to address the uneven provision of ECE/ECC through Posyandu which constitutes a potential constraint on access to child health provision, especially to ensure effective immunization and other health care provision. As a result, child and maternal health education provision within the ECE programs is a priority in order to promote and advocate use of available ECC facilities.



F. KEY STRATEGIC PRIORITIES AND ISSUES

Ensuring Improved ECE Access and Equity.

Strategic priorities include:

- Raising levels of awareness among parents and the community on the importance of early childhood care and education and stimulating parental attention to the proper care and education of their children.
- Addressing cost barriers in accessing ECE, especially in poorer areas, through providing ECE closer to home and poverty targeted financial support to poorer households.
- Increasing the availability of early childhood care and education institutions, both in number and distribution, particularly in rural or remote areas, including more flexible use of existing public facilities and infrastructure.
- Developing sustainable strategies for integrated early childhood education and early childhood care for 0-4 year olds, based on an analysis of which current models are cost effective and sustainable.



Improving Quality and Quality Assurance of ECE Services. Strategic priorities include:

- Increasing the number and quality of ECE educators, counselors and program managers for early childhood care and services through expanding ECE teacher, manager and playgroup organiser training opportunities and institutions.
- Expanded availability of facilities and other infrastructure owned by early childhood care and education institutions, alongside

strengthening MoNE guidelines on ECE facilities requirements and standards and quality monitoring.

- Clear objectives and curricula for different ECE/ECC age groups, clarifying the balance between social, physical and cognitive growth set out in well defined ECE/ECC minimum standards.
- A clearer legislative and regulatory framework for integrated ECE/ECC in order to set out the roles and responsibilities of education, health and social affairs ministries and as a basis for promoting and managing inter-ministerial and community based networks.

Strengthening Governance and Accountability Systems for ECE Services.

Strategic priorities include:

- Effective dissemination of the role and responsibilities of Government, private sector and community groups for ECE/ECC, clarifying that the role of Government will be predominantly policy development and quality assurance, alongside enabling selective equity based provision.
- Strengthening of Government/private sector and community capacity for monitoring and evaluation of various ECE/ECC initiatives in order to develop nationwide programs that are sustainable and cost effective.
- Strengthening mechanism and selective incentives that promote collaboration/partnership among various related institutions, organizations and sectors to improve the efficiency and effectiveness of management.
- Strengthening ECE/ECC planning and information systems as a basis for program policy formulation (planning, implementation and evaluation) for early childhood care and education services.
- Publication of an annual ECE/ECC performance report, which sets out progress in achieving Government policies and plans and proposals for changes in ECE/ECC strategy, programming and financing by Government and other sources.

IV

Goal 2: Assuring Expanded and Equitable Access to Basic Education



IV. Goal 2: Assuring Expanded and Equitable Access to Basic Education

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.

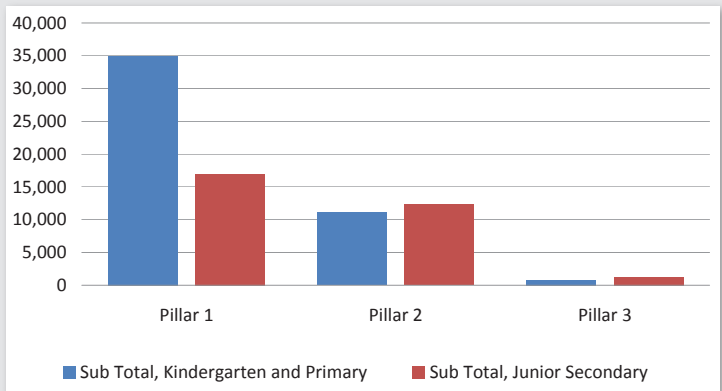
Key implementation strategies set out in the Renstra 2005-2009 and EFA National Action Plan are:

- 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

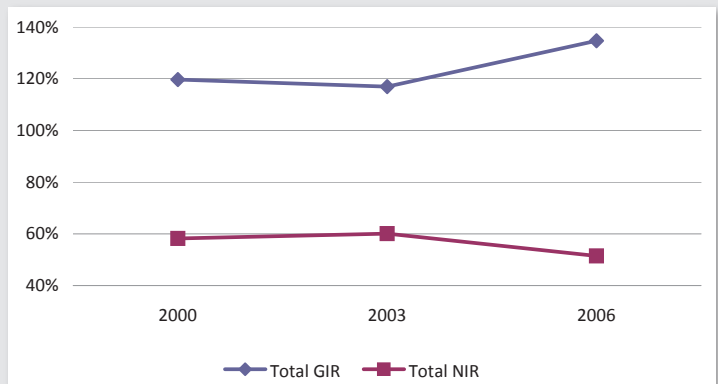


Figure 15: Primary Enrolment Rates

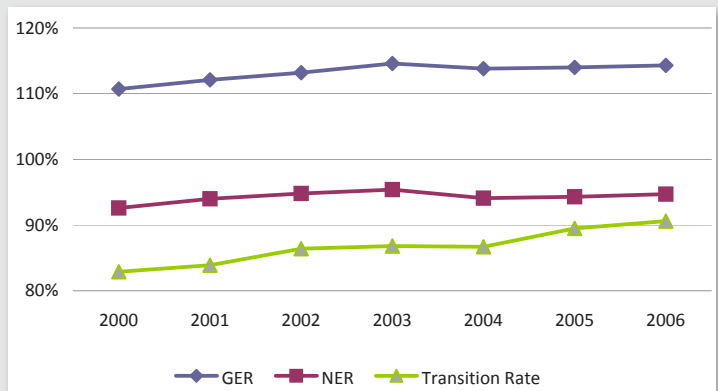
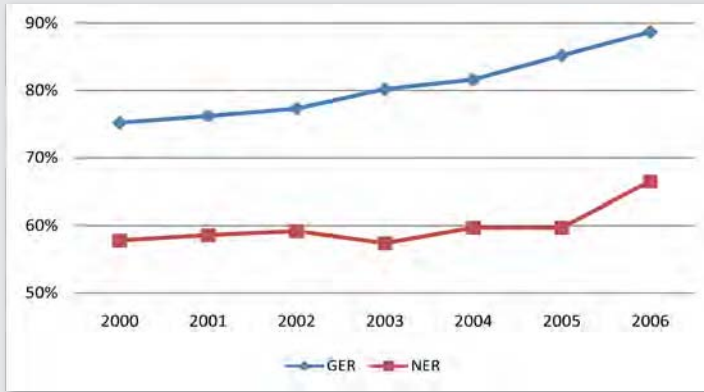


Figure 16: JSS Enrolment Rates

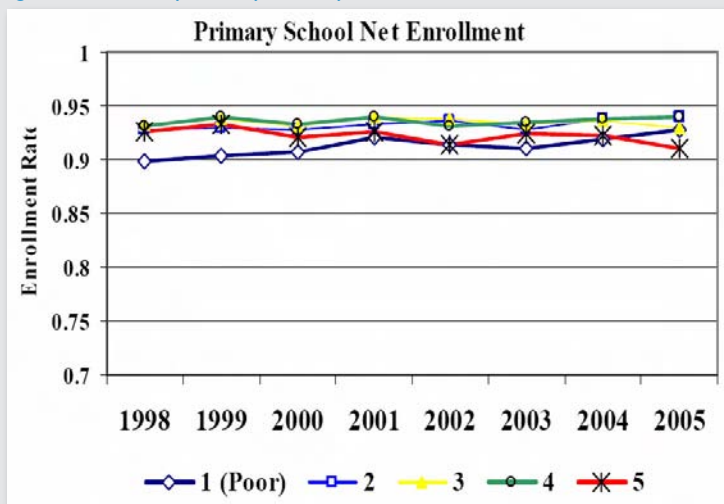


in 2006, with similar patterns across urban and rural areas. Net grade 1 intake rates over the same period have declined from 58% in 2000 to 51% in 2006. An assessment of gender equity is given

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

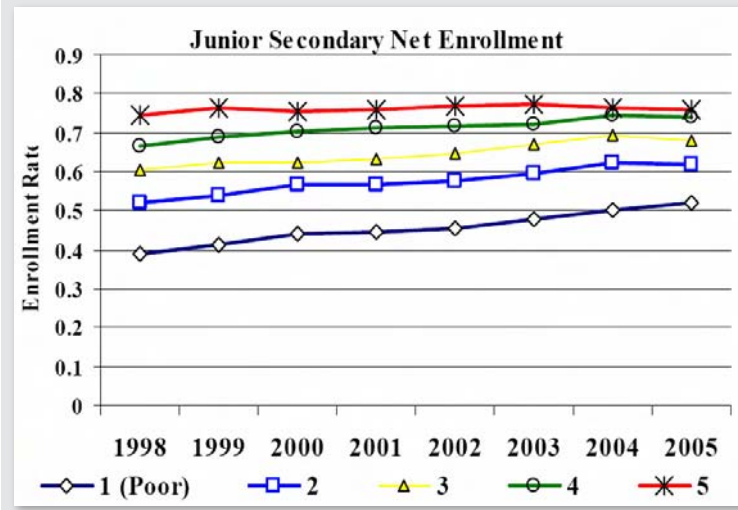
Figure 17: Primary NER By Poverty Quintile



to the legacy of substantial under-age 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.

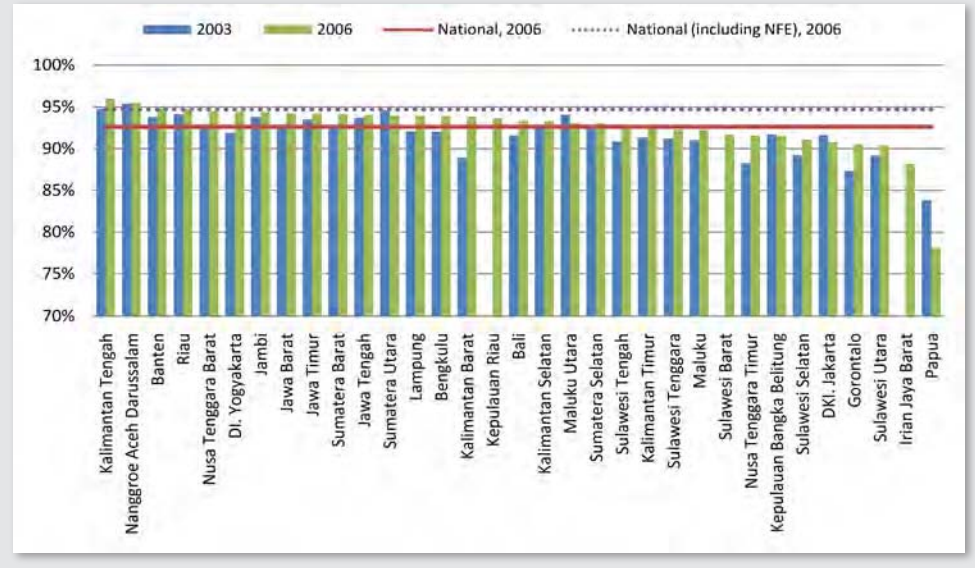
The current specialist provision of special needs education is predominantly private sector driven with 80% of schools being private. Key constraints on equitable access include: i) cost barriers for the poor associated with private school fees and ii) vary variable provision, with many provinces having 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

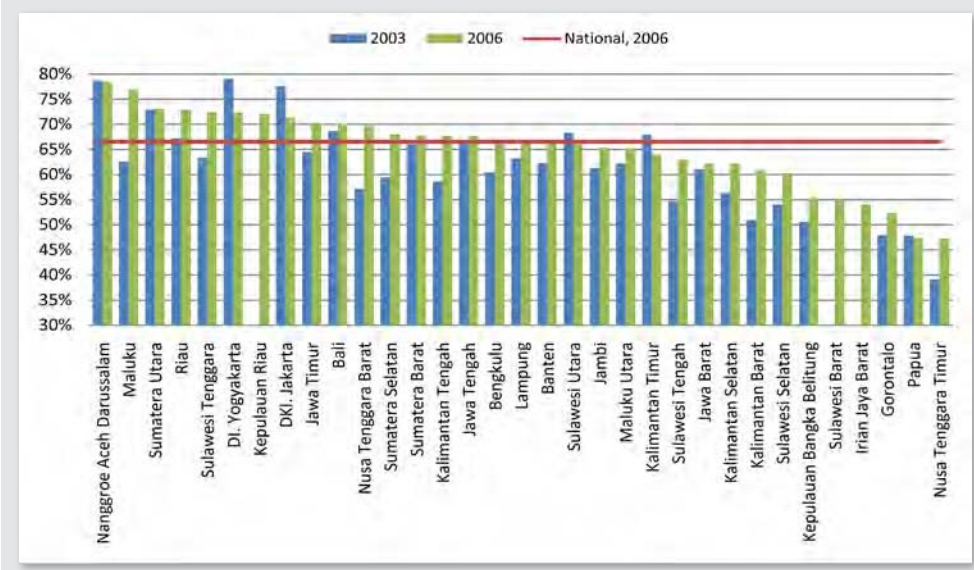


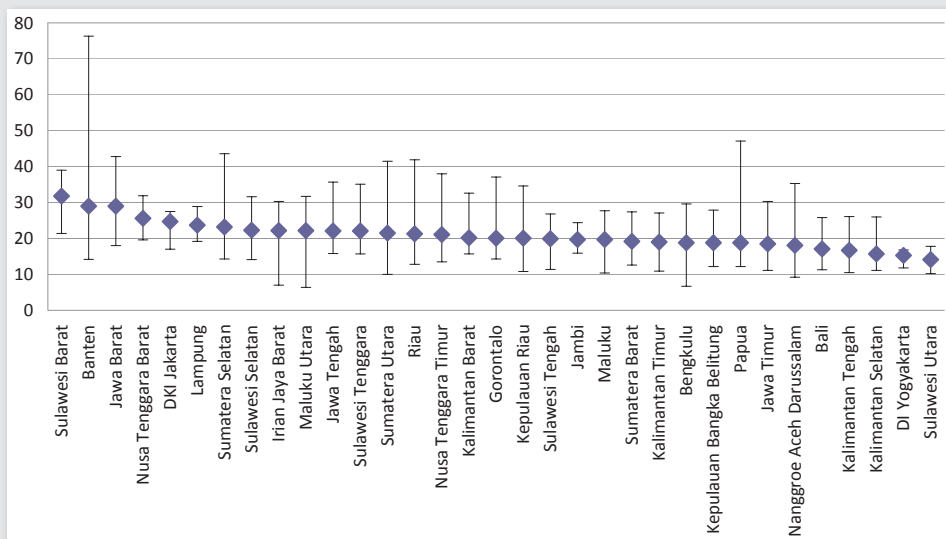
Table 10: Source of Inequality in Enrollment Rates: Between and Within Provinces

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

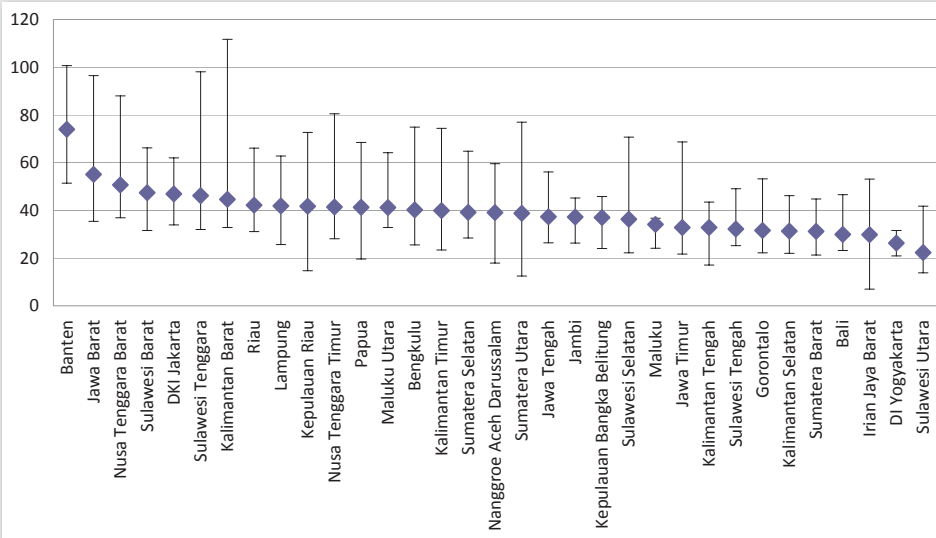
Figure 21: Primary Pupil/Teacher Ratio By Province, including District Variations, 2006



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.

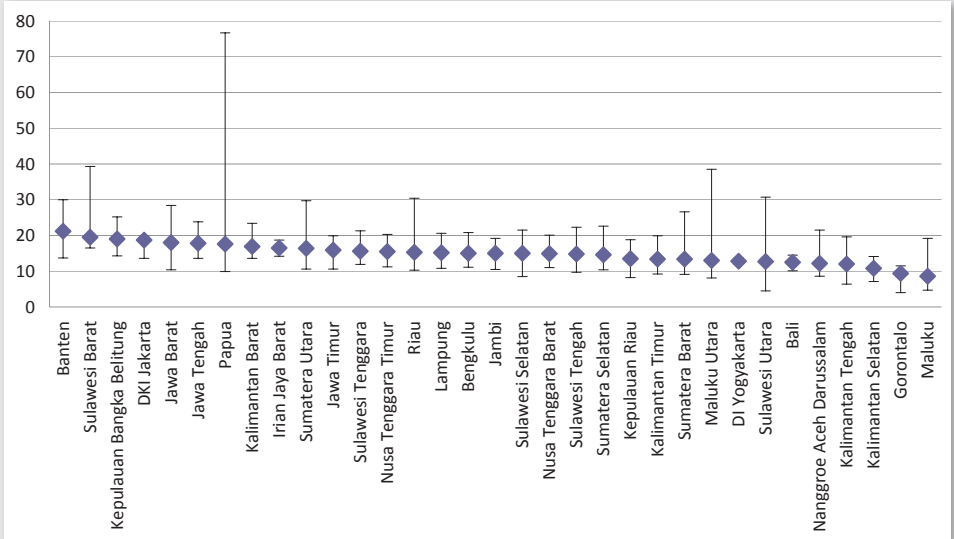
Figure 22: Primary Pupil/Classroom Ratio By Province, including District Variations, 2006



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.



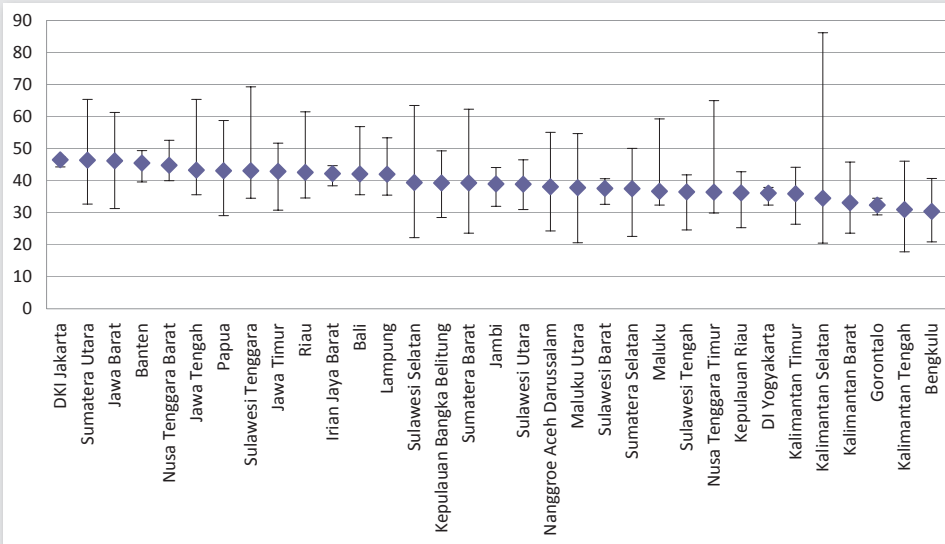
Figure 23: Junior Secondary Pupil/Teacher Ratio By Province, including District Variations, 2006



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 estimat-

ed 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

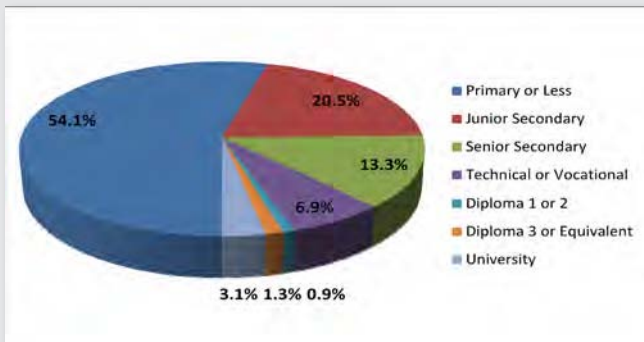
The organizational arrangements for implementing life skills education include: i) non-formal education course institution/out of school education implemented by the community (Pendidikan Luar Sekolah dan Masyarakat/ *Diklusemas*), ii) Learning Activity Centre (Sanggar Kegiatan Belajar/ *SKB*), iii) 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

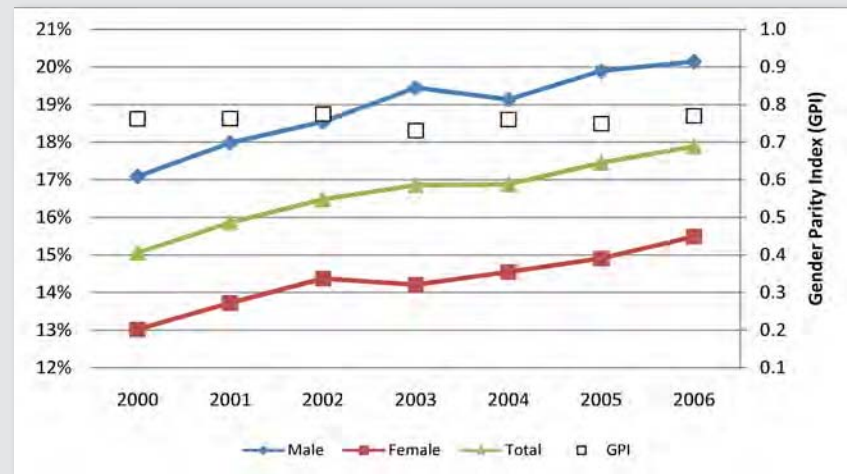
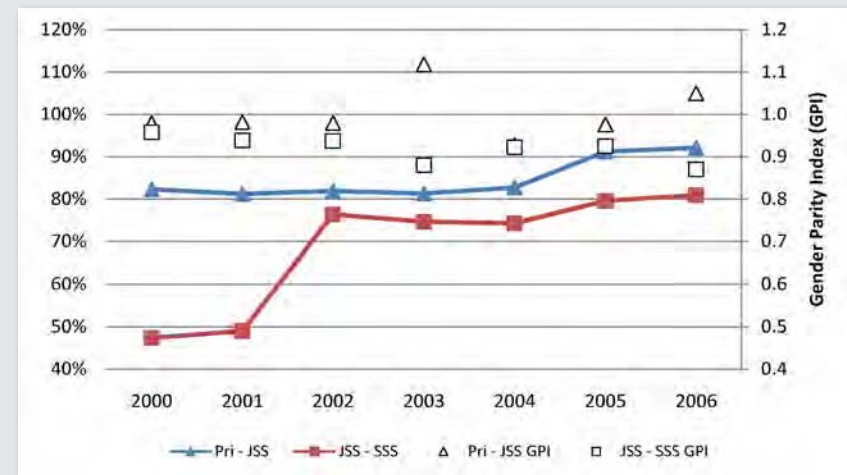


Figure 27: Primary and Secondary Transition Rates, Male and Female

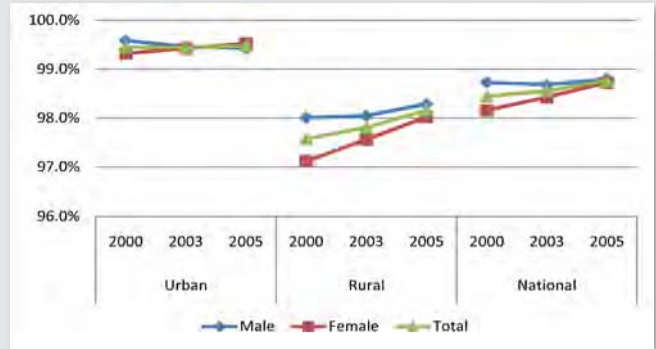


with senior secondary or vocational/technical education qualifications is around 20%. Much of this profile is an historical legacy of previously limited access to secondary or post-secondary education. The challenge is therefore to provide life-long learning opportunities to those in the labour force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

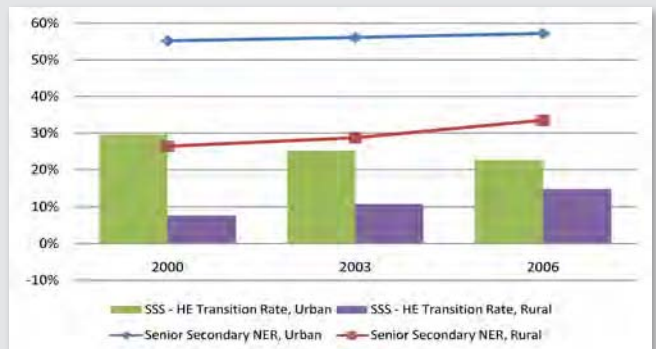
formal and non-formal basic education and other life-long learning opportunities. Nevertheless, the frequency of working children remains a constraint in accessing these growing life-long learning opportunities. Positively, the number of working children (ages 10-14) appears to be in decline with a decrease 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



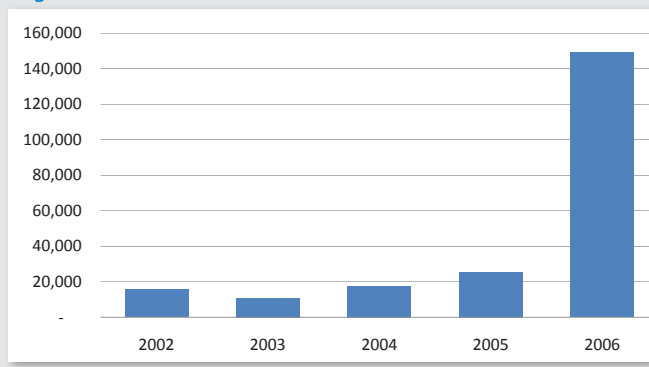
Another national performance indicator is that Indonesia remains in the bottom third of the global economic competitiveness index. A key factor identified by Indonesian firms³ is the lack of an adequately trained and education workforce; with over 25% of Indo-

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.

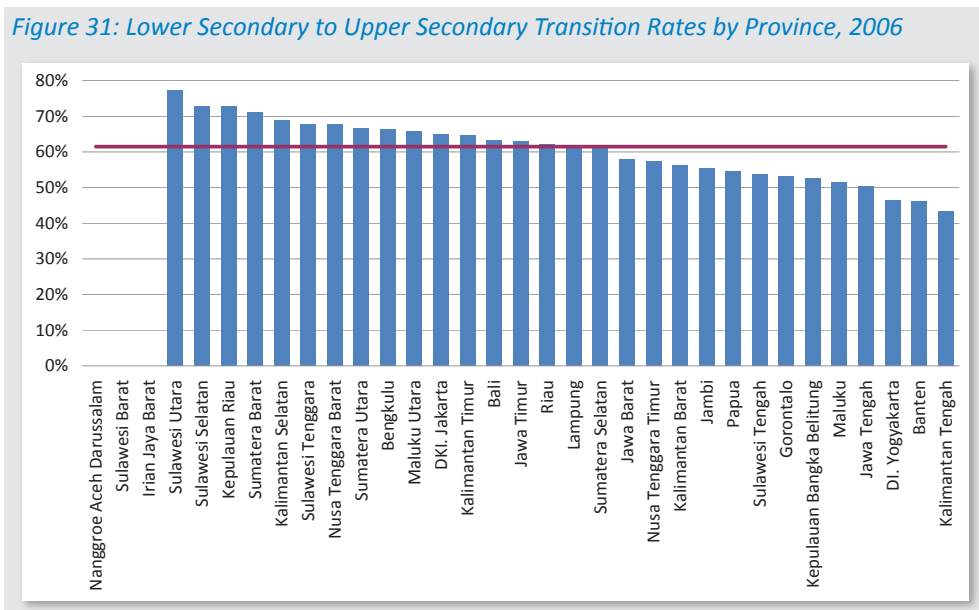
Government has also taken steps to strengthen the life-skills orientation of primary and secondary education programs to incorporate aspects of environmental, HIV/AIDS and civics/social affairs in modified school curricula and examinations. Schools are being increasingly encouraged to include a *local 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



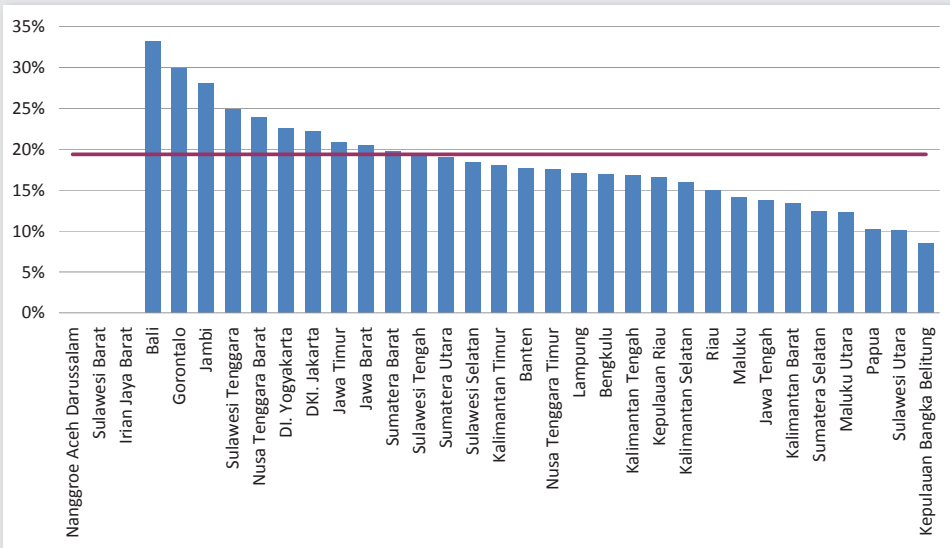


and Papua being significantly below the national average.

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.

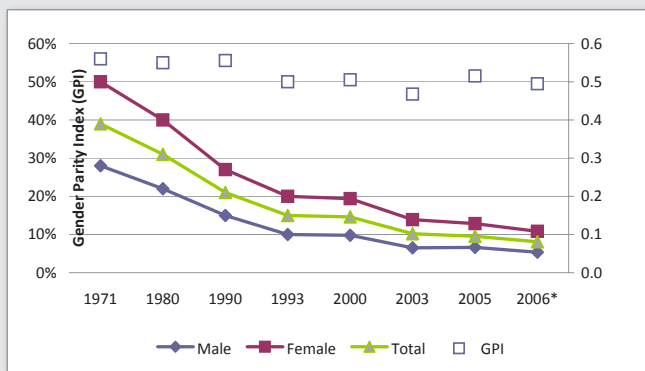
Strengthened Governance and Accountability

- 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

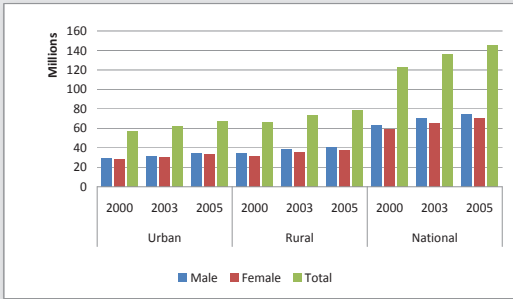
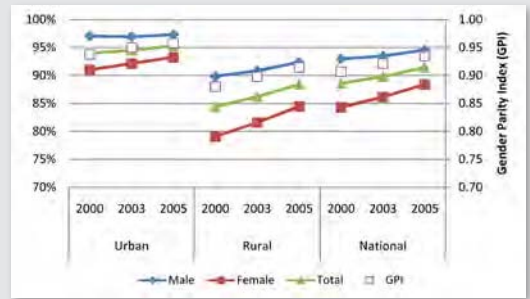


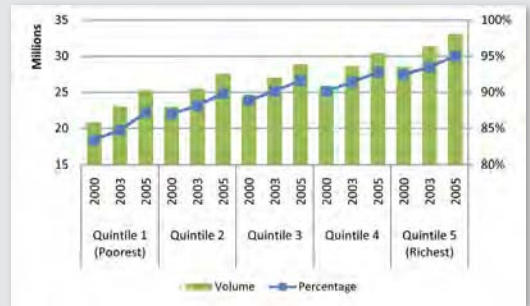
Figure 35: Adult Literacy Rate



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.

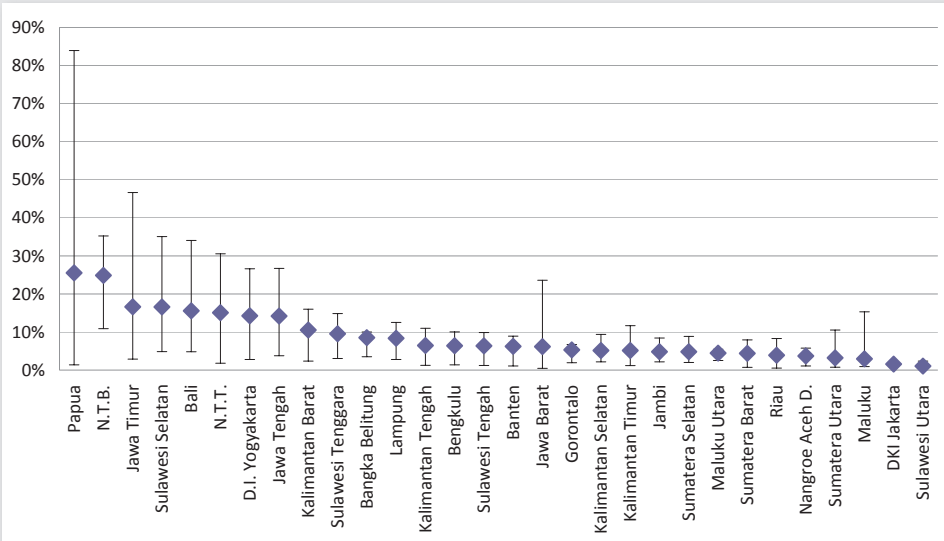
Figure 36: Adult Literacy, By Poverty Quintile



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, SCTS 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

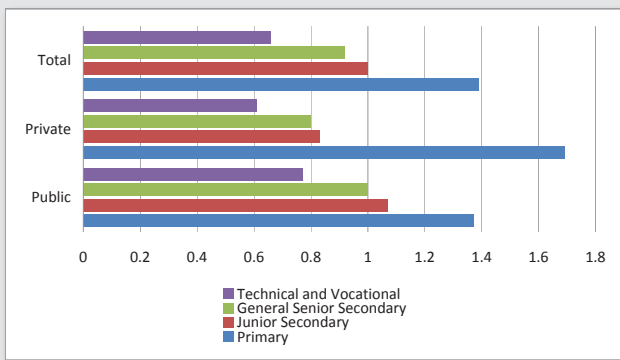
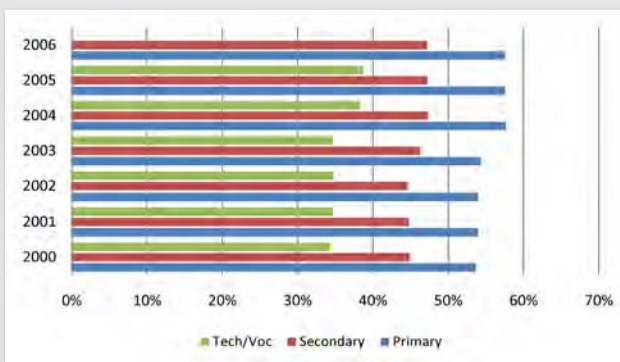


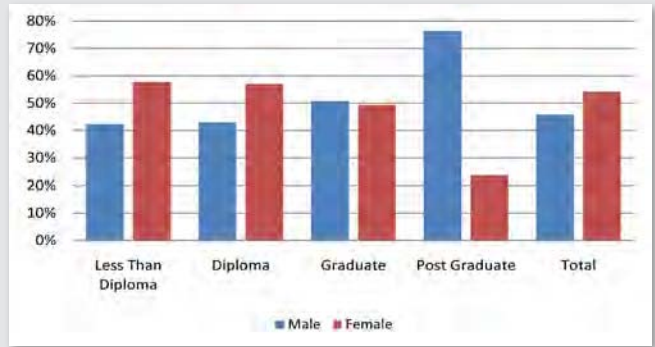
Figure 39: Proportion of Female Teachers, By Level of Education



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

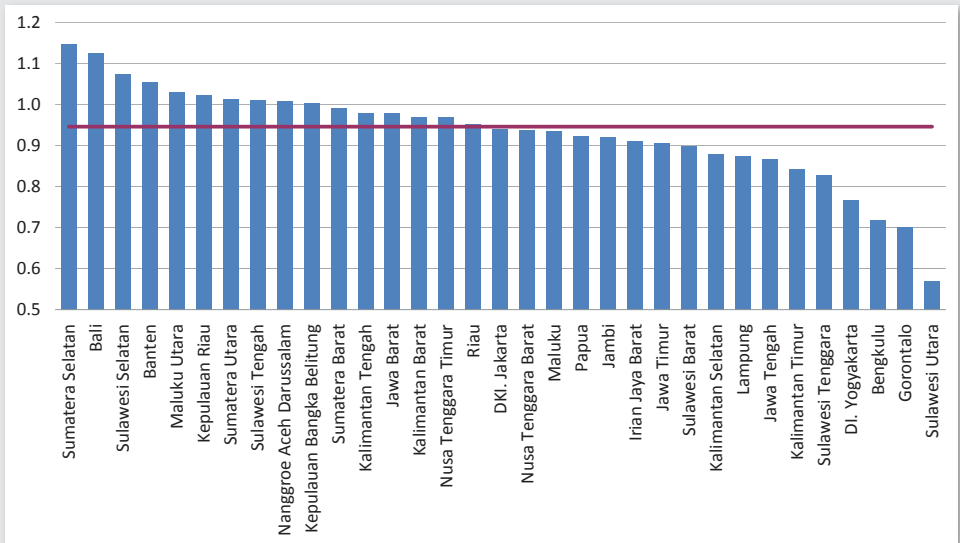


Figure 42: GPI for Primary NER, 2006

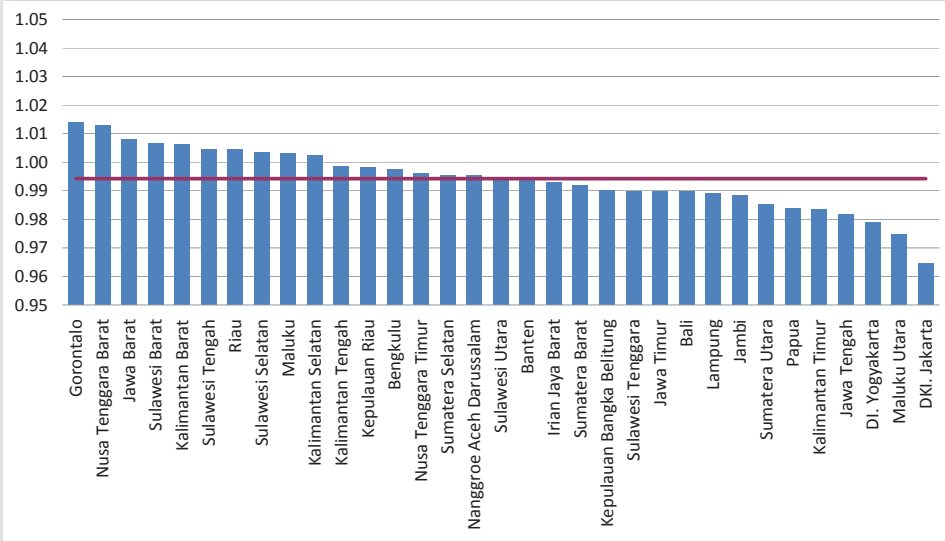
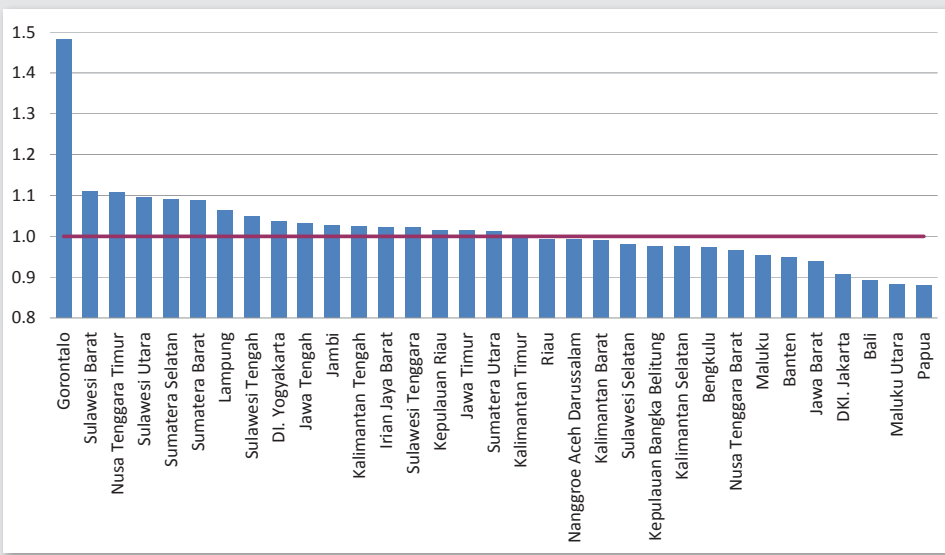


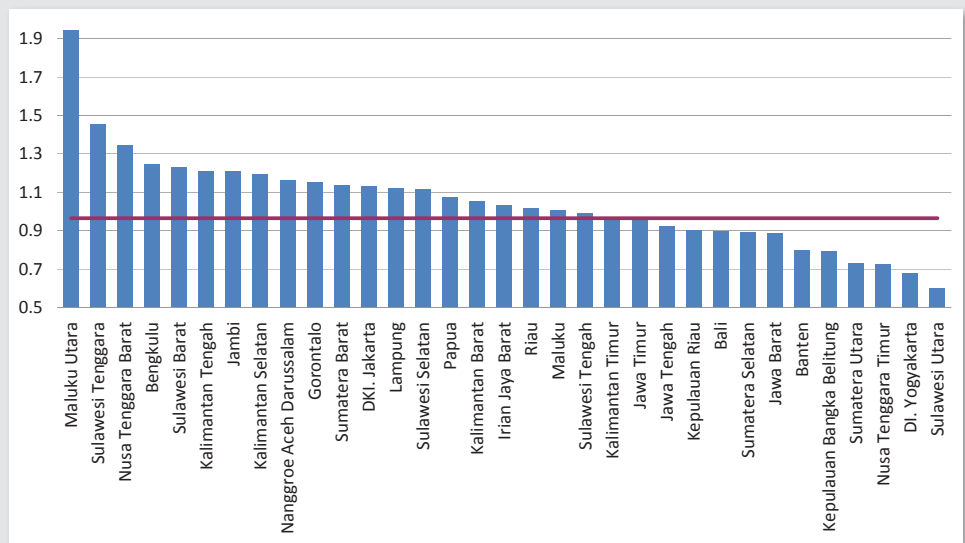
Figure 43: GPI for Junior Secondary NER, 2006



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

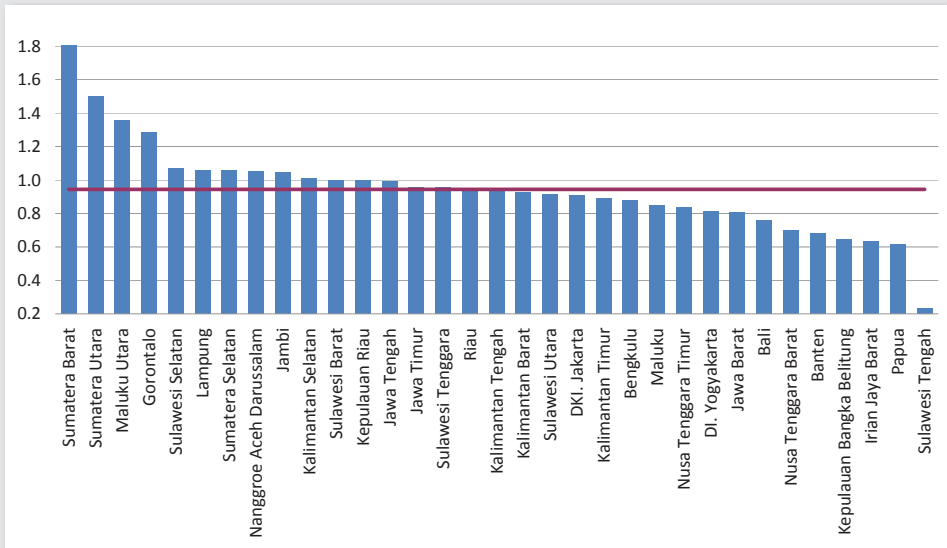


and other senior management positions. This constitutes a potential constraint on improving and maintaining gender equity in secondary education, given international evidence that female school principles correlates strongly with high female enrolment rates in senior secondary and progression to higher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

VIII

Goal 6: Improving and Assuring Education Quality and Standards



VIII Goal 6: Improving and Assuring Education Quality and Standards

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

A. NATIONAL POLICY AND STRATEGIC FRAMEWORK

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

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

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



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

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

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

B. IMPLEMENTATION ARRANGEMENTS

Implementation arrangements for education quality improvement and assurance consist of:

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



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

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

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

C. NATIONAL PERFORMANCE IN ACHIEVING EFA GOAL AND RELATED OBJECTIVES

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

Figure 46: Examination Scores, Junior Secondary

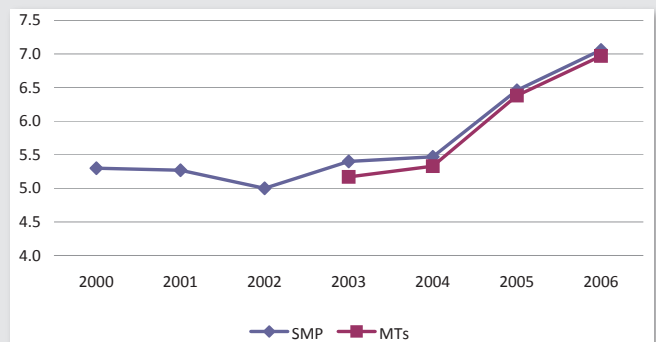


Figure 47: Examination Scores, SMA, MA & SMK

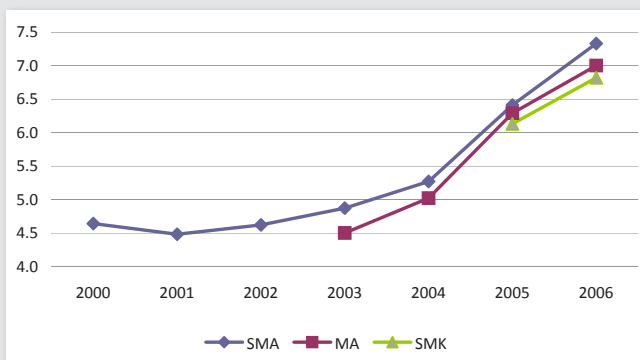
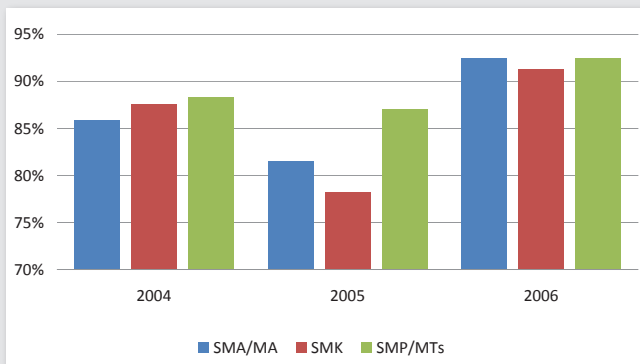


Figure 48: Average Examination Pass Rates



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

Overall student performance, as defined by average ex-

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

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

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

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

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

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

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

Figure 49: Percentage of Schools Which are Accredited

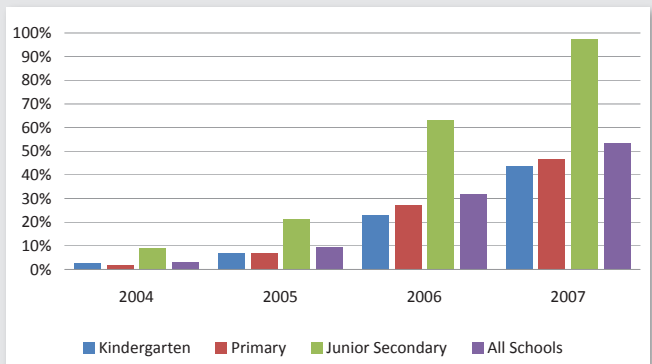


Figure 50: Teachers by Academic Background, 2006

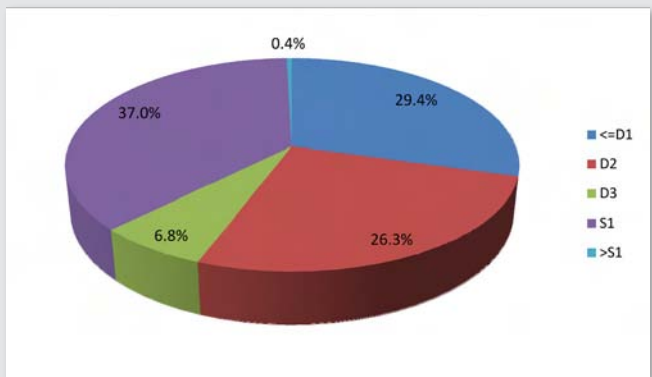
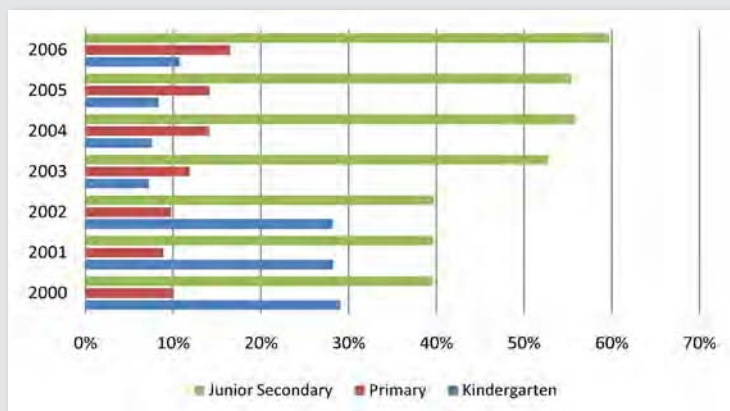


Figure 51: Qualified Teachers (\geq S1/D4) By Level



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

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

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

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

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

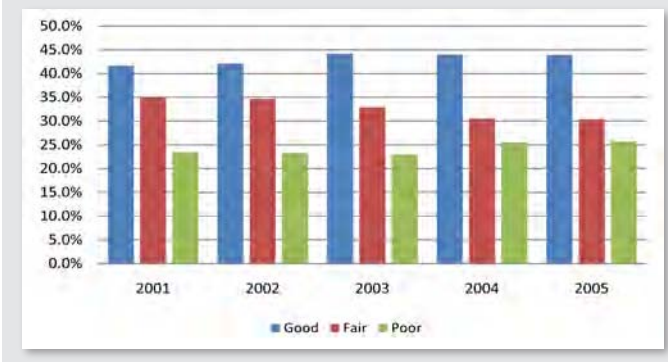
grading will be provided through a new program, managed and delivered by accredited University education departments, iii) innovative in-service teacher education delivery systems will be introduced (e.g. use of school cluster and district support), and iv) performance based incentives for teachers will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

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

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

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

Figure 52: Primary Classroom Condition



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

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

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

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

Figure 53: National SMP Exam Scores, 2006

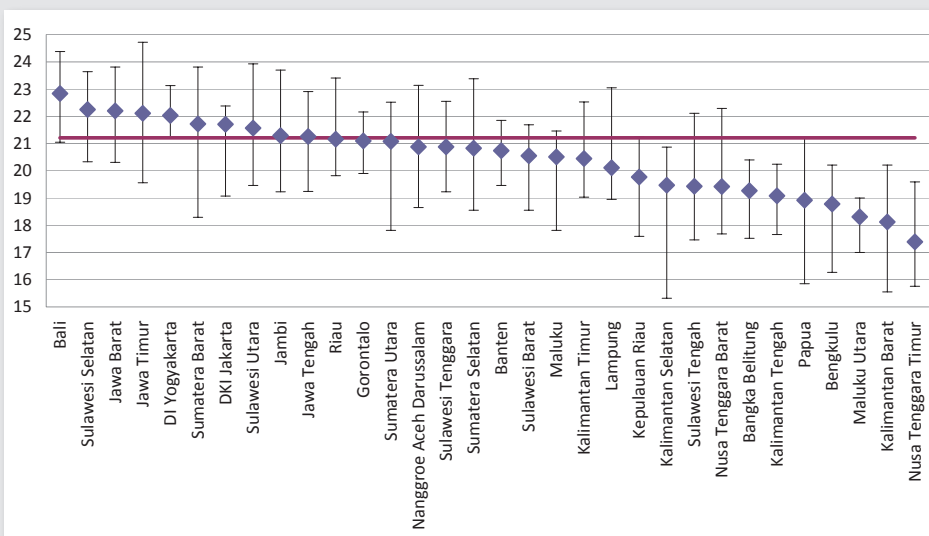


Figure 54: National MTS Exam Scores, 2006

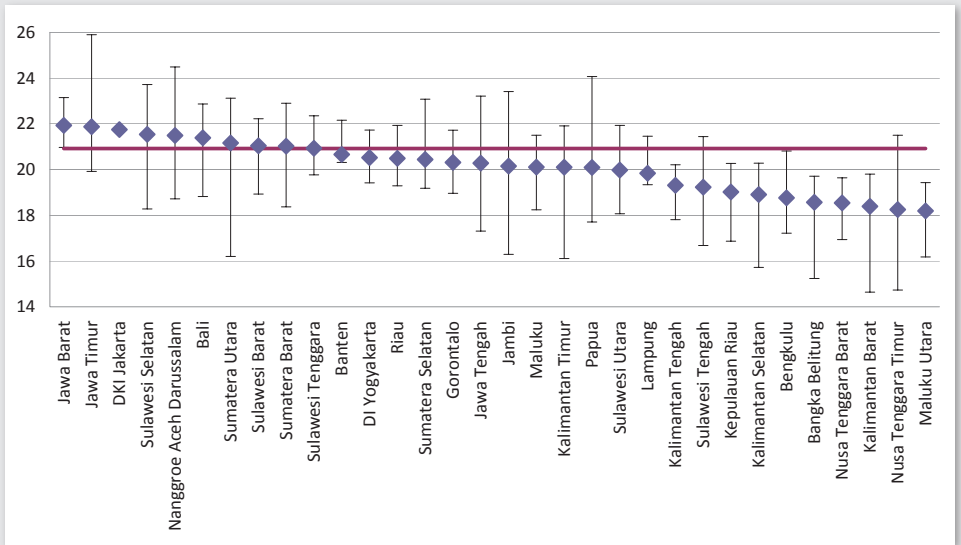
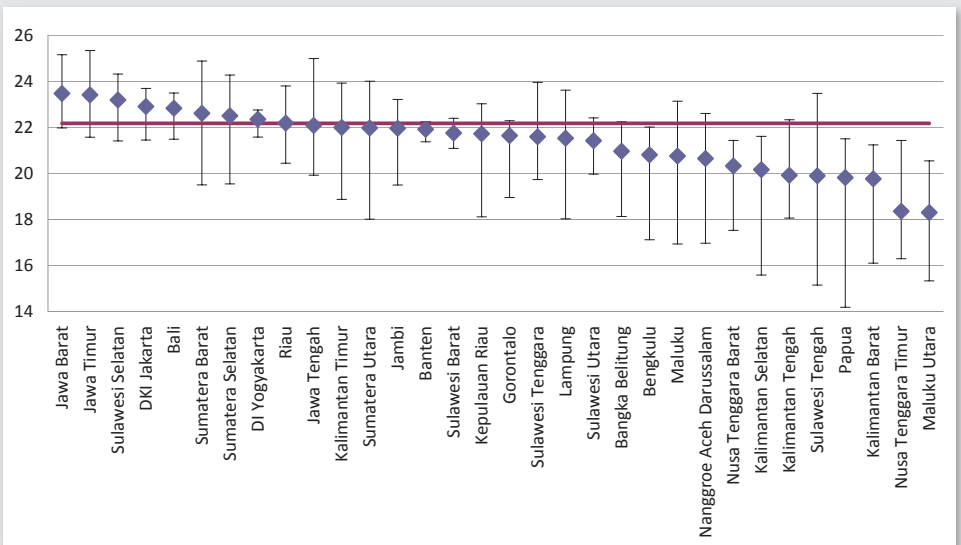


Figure 55: National SMA Exam Scores (Average Across all Streams), 2006



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

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

D. KEY PERFORMANCE VARIATIONS

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

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



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



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

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

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

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

Establishing the Board of National Education Standards

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

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

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

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

E. CHALLENGES, STRATEGIC PRIORITIES AND ISSUES

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

School Based Management Systems

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

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

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

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

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

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



IX

Identified Challenges and Reforms in Education



DEPDIKNAS



Mansyur Ramly
(Ka. Balitbang)



Ranbang Wasito A.
(Deputi Penit. Reforvasi dan Manj.)

IX Identified Challenges and Reforms in Education

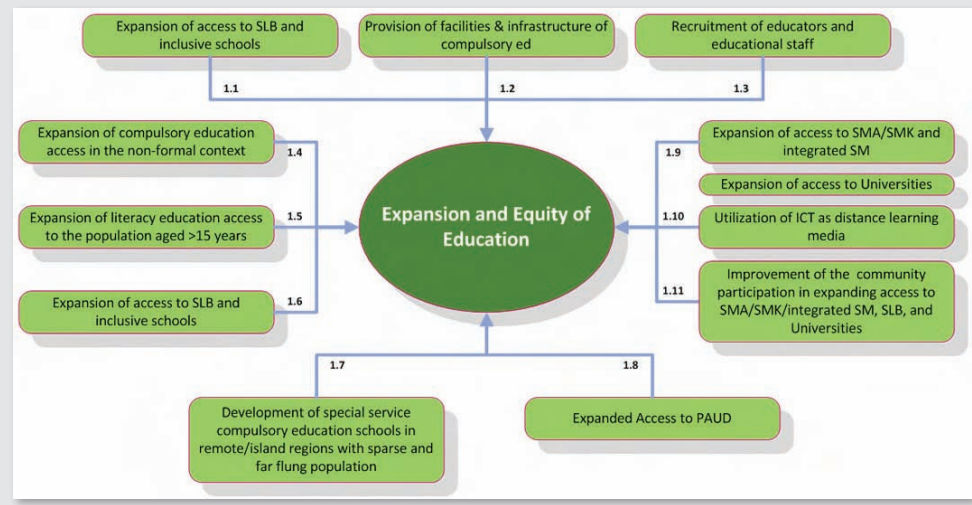
A. ENABLING EXPANSION AND EQUITY OF EDUCATION

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

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

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

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



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

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

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

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

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

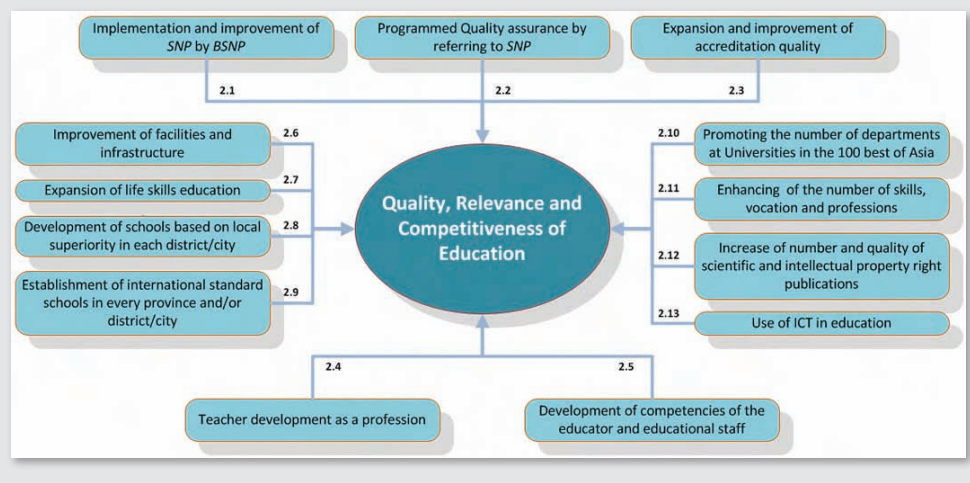
B. ASSURING QUALITY AND RELEVANCE OF EDUCATION

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



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

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



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





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

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

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

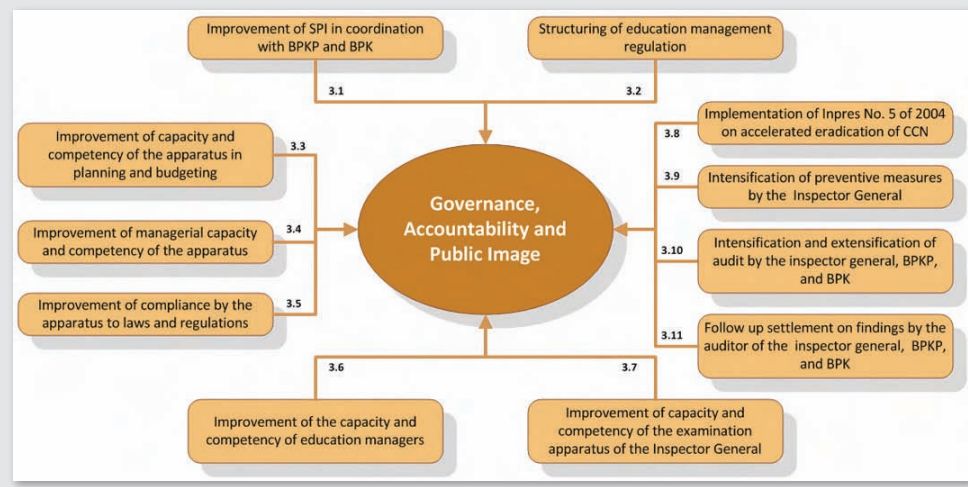
greater equity in per-student spending across provinces and districts and ensure that any increased central expenditure results in additional spending by provinces/districts rather than the reverse.

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

C. STRENGTHENING GOVERNANCE AND ACCOUNTABILITY IN EDUCATION

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

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



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

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

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



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

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

X

Strengthening Education For All Partnerships

EFA Mid Decade Assessment | 2007
Indonesia



X | Strengthening Education For All Partnerships

A. RESPONDING TO LONG-TERM EDUCATION REFORM VISION

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

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

B. ASSURING INDONESIAN OWNERSHIP OF EDUCATION REFORM

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

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

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

C. MOBILISING STRONG EDUCATION PARTNERSHIPS

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

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

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

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





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

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

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

XI

Conclusions and Recomendations



XI | Conclusions and Recommendations

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

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

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

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

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





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

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

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2007

EFA Mid Decade Assessment

Sustaining EFA Performance in Indonesia



EFA Secretariat

Ministry of National Education, Republic of Indonesia

2007



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Preface by The Minister for National Education

Since the Dakar Declaration in 2000, Indonesia has taken some important steps to accelerate effective implementation of EFA. In 2002, the Coordinating Ministry of Peoples Welfare issued a decree setting out responsibilities for effective coordination of EFA policies and programs between Government Ministries, Civil Society Organizations and other stakeholders.

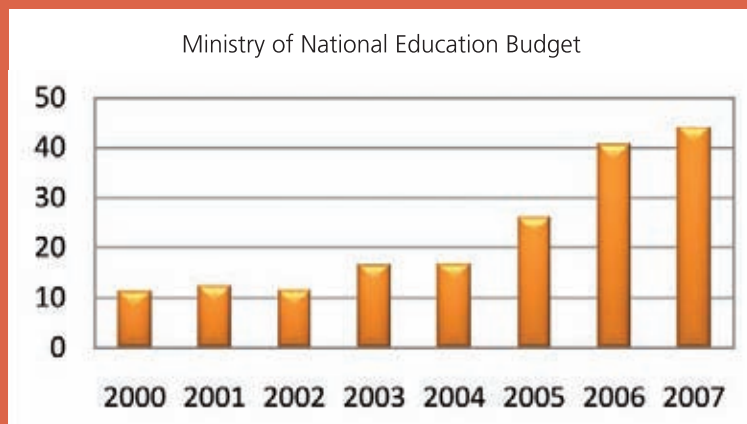
Following the National Parliaments approval of the revised education law in 2003, Indonesia has formulated a new strategic plan (RENSTRA 2005/09) and National EFA Action Plan over 2004-2005. These documents set out programs, approaches and financing needs to achieve most EFA goals and targets ahead of 2015. These plans have been strongly endorsed by National and Local Parliaments, reflecting the high importance of education to Indonesias people. As a result, very large increases in public expenditure on education, particularly for EFA, have been approved since 2005.

In 2007, Indonesia completed an EFA Mid Decade Assessment to check progress made in

achieving EFA goals and targets over the past 5-6 years. The results are encouraging. Substantial progress has been made in providing greater opportunities to early childhood education, primary and secondary schooling and higher education and lifelong learning for young people and adults.

A fundamental principle of Indonesias EFA approach is to ensure that education services reach the unreached and previously unreachable. It is very heartening to see that the education opportunity gap between rich and poor, urban and rural areas and males and females is being reduced. It is very notable that education standards have improved significantly since 2005, under the governance of the Board of National Education Standards (BSNP), established in 2004. It will reassure parents to see that the number of schools being approved as meeting Indonesias education standards has increased in recent years. All the evidence suggests that Indonesia will achieve EFA goals and targets well ahead of 2015, meeting many of them by 2009.

Whilst Indonesia should celebrate these achievements, it is important to recognise that more remains to be done. Variations in EFA performance across provinces and districts needs to be addressed further. Differences in the capacity to implement EFA policies and the ability to raise extra provincial and district resources for education is another challenge. Reaching younger and older students in more remote areas will require creative solutions tailored to local circumstances. The RENSTRA 2005/09 has been specifically designed to address these issues.



It is notable that in order to speed up EFA achievements, National and Local Parliaments have increased spending on education. Central spending through the Ministry of National Education has almost tripled in the past four years from Rupiah 16.9 Trillion to Rupiah 44 Trillion. Education spending through the Ministry of Religious Affairs has also increased significantly. This additional money is being targeted at poorer families to reduce cost barriers, under performing districts and schools and providing key quality inputs such as textbooks and teacher qualifications upgrading.

The results suggest that this extra money is beginning to have a positive effect. We are strengthening monitoring, governance and accountability systems so that Parliaments, parents and school managers and teachers can continually track performance. We are determined that this additional money will translate into a better school environment, more motivated and professional teachers and improved student performance. RENSTRA programs are being continually reviewed and updated to ensure value for money and ensure the early and successful achievement of EFA.

October, 2007
Minister of National Education

Prof. Dr. Bambang Sudibyo, MBA

WHAT IS EDUCATION FOR ALL?

Key Events in Global EFA Process

- 2007 : Review and Stocktaking of EFA Progress
- 2005 : Goal-Parity for boys and girls
- 2000 : World Education Forum, Dakar
- 1997 : United Nations Resolution on Education for All
- 1996 : Mid-Decade Meeting on EFA, Jordan
- 1990 : World Conference on EFA, Jomtien
- 1960s : A Series Of Regional Ministerial Conferences
- 1950s : A Series Of Regional Conferences



EFA is a Global Partnership: The Education For All initiative is a global alliance between countries and various development partners to ensure equal opportunities to high quality education. This alliance has a long history originating back to the UNESCO Constitution of 1945. Over the past sixty years, the importance of EFA has been advocated and reaffirmed through these international partnerships. Key milestone events were the **World Conference on EFA, Jomtien, Thailand** in 1990 and the **World Education Forum, Dakar, Senegal** in 2000. An important development over the last 20 years has been the agreement between countries and partners that progress towards EFA will be monitored regularly against agreed goals and targets.

EFA Sets Goals and Targets: Countries like Indonesia prepare their own national EFA action plans which set out national targets related to: a) early childhood education and care, b) primary and junior secondary education, c) lifelong learning opportunities, d) adult literacy, e) gender parity in education and f) improving education quality.

In Indonesia's case, a decision has been made to speed up achievement of many of the commitments and targets set out in the Dakar Declaration. For example, the aim is to achieve universal access to basic education by 2009 and halve the number of adults who are not literate by the same year. Indonesia also intends to speed up achievement of the other EFA goals.



Article 1: Meeting Basic Learning Needs

“Every person - child, youth and adult - shall be able to benefit from educational opportunities designed to meet their basic learning needs”

World Declaration on Education For All

EFA Requires Legislation: The EFA process is supported through legislation at the country level to respond to Indonesia's signing of these EFA international agreements. For example, the revised Education Law, enacted by the National Parliament in 2003, specifically refers to a number of UN conventions related to EFA and the Rights of the Child. The Indonesia EFA action plan is also fully consistent with the UN Millennium Declaration and Development Goals which commit Indonesia to achieving universal access to primary education and gender parity. The Presidential Instruction No. 5, Issued in 2006, on The National Movement to Hasten Compulsory Nine-Year Basic Education Accomplishment and the Fight Against Illiteracy is intended to ensure that EFA implementation contributes directly to broader poverty reduction and economic growth objectives.

EFA Involves Regular Progress Reporting: The EFA process is supported

What is Education for All?

by regular Global EFA Monitoring Reports based on information submitted by UN member countries, including Indonesia. In Indonesia's case, the National EFA Coordinating Committee has set up provincial and district EFA committees which send in progress reports to the EFA Secretariat, based in the Ministry of National Education. The EFA Mid Decade Assessment, prepared in October 2007, is part of this process.

Key Recent Events in Indonesia EFA Process

- 2007 : EFA Mid Decade Assessment Prepared
- 2006 : Presidential Instruction on EFA Acceleration
- 2005 : Gender Parity Achieved and Ratified
- 2005 : Teachers Law Passed by Parliament
- 2005 : Parliament Approves RENSTRA Budget
- 2004 : Establishment of BSNP
- 2003 : Education Law Passed by Parliament
- 2002 : Peoples Welfare Ministry Issues EFA Decree
- 2000 : Indonesia Signs Dakar EFA Declaration

Why is EFA important for Indonesia

A Binding Force for Nation

Building: Education is very important in bringing together the different groups in Indonesia. Indonesia is a large and diverse nation of around 241 million people with a wide range of religions, ethnic groups and languages. The population is spread over a very wide area with very many large cities and towns, but also thousands of small and remote areas. Providing education for all is a way of bringing all these groups together.

Helping Improve Human

Development: Achieving EFA is very important if Indonesia is to improve its rating on the UN Human Development Index (HDI). Indonesia is currently ranked 108 (2006); an improvement from 112 in 2003. The HDI measures progress in literacy, life expectancy, primary education opportunities and child health. Speeding up EFA progress will therefore help to improve Indonesias HDI ranking.

EFA Contributes to Economic

Development: EFA is important in a number of ways:

- *Poverty Alleviation:* Bringing the chance of education to poor families helps to put them on the ladder to paid or self employment.
- *Job Creation:* Making sure that young people and adults have the right education and skills encourages people to invest in new industries

and services.

- *Better Work Performance:* Better education helps to make workers more productive, use their time better and understand what needs to be done in the workplace.
- *Improved Agricultural Productivity:* Making farmers at least literate helps them to understand more modern farming methods and make better use of new technologies and agricultural extension services.

For these reasons, Indonesias EFA approach pays special attention to lifelong learning for school age children, youth and adults. Recognizing that not all people find it easy to attend formal classes, Indonesias EFA approach is paying increased attention to non formal and informal education. This allows people to learn in a way that suits them best. Sometimes, people attend formal classes, learn on the job, learn at

Why is EFA important





Why is EFA important for Indonesia

home or take advantage of mobile education facilities.

EFA Contributes to Social Development:

Providing more and better education helps to improve the wellbeing of families in a number of ways:

- *Improved Child Health:* Children of better educated parents, especially mothers, are generally healthier and able to learn better at school.
- *Better Family Nutrition:* Families and children of better educated parents are usually better fed, have more balanced diets and have better physical and mental wellbeing.
- *Better Use of Health Services:* Better educated parents are more likely to make sure that their children have more regular health checks and are immunized against childhood diseases.
- *Less Days off School and off Work:* Healthier and well fed students and employees are less likely to have to take days off due to ill health and are more productive at school and work.

For these reasons, Indonesia is taking an integrated approach to education and health services through joint planning by Social Welfare, Health and Education Ministries. The EFA approach gives special emphasis to formal and non-formal early childhood education and care, through kindergartens, play groups and Qur'anic based approaches. Increasing community involvement in the running of these social services is a top priority.

EFA Contributes to Cultural Development:

Education helps ensure that Indonesias cultural heritage is passed on between generations. Education also helps to instill strong values and ethics. The national curriculum places strong emphasis on these things and provides opportunity for local community cultural expression. A better educated population also makes sure that local communities can participate more effectively in national and local political and community affairs. Civics education is important as part of EFA development.



What is Indonesia doing to achieve EFA?

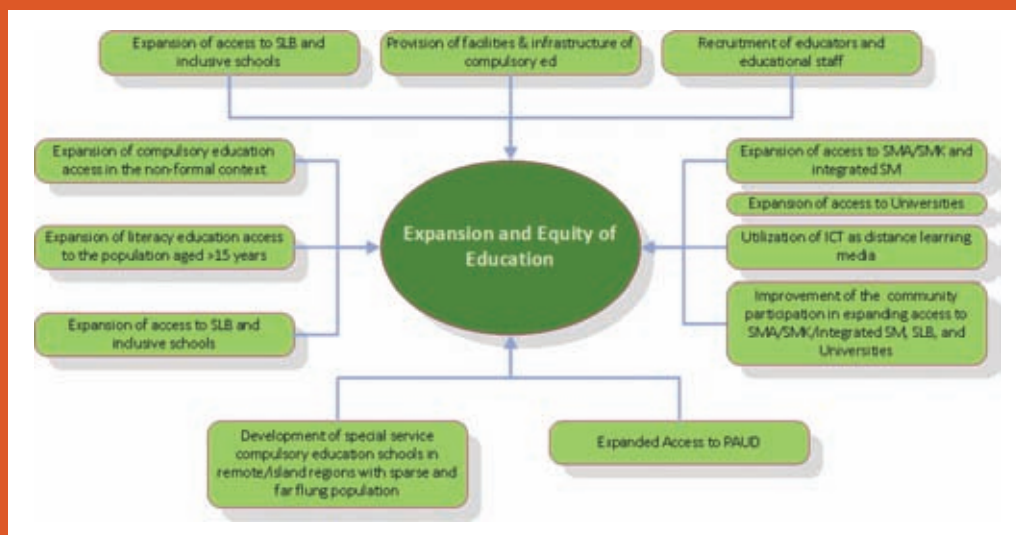
Making sure everybody has equal opportunities: In the past it has not always been easy to make sure that all Indonesians people have had the same opportunity. Reaching people in more remote rural areas, including islands, has been difficult. Poorer families have not been able to contribute to the costs of education and their children have not always been able to attend school regularly.

Some education services, such as kindergarten, senior secondary education and university studies were mainly available in urban areas

only. A significant number of children and young people have been unable, or unwilling, to continue their education beyond primary or secondary levels. Frequently, education services have not been arranged flexibly enough for school age children and adults to continue their education. Government is responding to these challenges and problems in a number of ways:

- ***Reducing the Cost to Parents and Communities,*** through: a) increasing support for school operational budgets (BOS) to replace the need for school fees, b) special grants to schools to buy textbooks for children of poorer families and c) conditional cash transfers to poorer families who ensure their children attend school regularly.

- ***Building More Education Facilities,*** through: a) building extra schools and classrooms where they are needed, b) building different types of schools which suit the needs of communities





uncertain about the standards and relevance of education programs. Also, in the past, facilities have not always been in good condition, qualified teachers not always available and being able to pay for textbooks has

better (e.g. combined kindergarten, primary and junior secondary) and c) ensuring all primary and junior secondary schools are located as close to home as possible to minimise travel and feeding costs.

- *Increasing Non-Formal Education Opportunities*, through: a) increasing community led early childhood education/care (e.g. play groups), b) introducing new paths to education which are most relevant to the needs of communities (e.g. equivalency education) and c) increasing lifelong learning opportunities, especially life skills and entrepreneurship training.
- *Increasing Availability of Adult Literacy Education*, through: a) matching grants to provinces, districts and community groups and b) technical and financial support to districts where adult literacy rates are highest.
- *Integrating Education with Other Social Services*, through joint planning and shared facilities with Health and Social Welfare Ministries (e.g. Posyandu).

Ensuring Relevant & Competitive Qualifications: Sometimes, students, parents and employers have been

been difficult. The Government has taken a number of steps to address these challenges:

- *Putting Quality Assurance Procedures in Place*, through: a) setting up the Board of National Education Standards (BNSP) to set minimum standards of achievement and competency, b) making the curriculum and programs more standards and competence based and c) improving student examination and other testing systems, related to these minimum standards.
- *Ensuring a Good Learning Environment*, through: a) making more money available for school supplies, school building repairs and textbooks, b) renovating and replacing older classrooms to agreed national standards and c) encouraging community partnerships in order to improve school boundaries, grounds and gardens (e.g. fencing, murals).
- *Developing a Professional Teaching Force*, through: a) providing opportunities for teachers to improve their academic and professional qualifications, b) setting and checking the performance of school principals and teachers and c) offering more incentives for well qualified

teachers to work in more difficult and remote schools.

- *Ensuring Students have the Right Skills*, through:
 - a) working more with employers in designing programs,
 - b) increasing relevant life skills aspects of literacy and school programs
 - and c) increasing vocational training and entrepreneurship skills in senior secondary and non-formal education opportunities.
- *Extensive use of ICT for learning and education management*

Increasing a Sense of Shared Responsibility for EFA:

Sometimes, the different responsibilities of central and local Governments, parents and others has not always been clear. At the same time, being able to get enough information on education services has not always been easy. As a result, Government, community groups and families have not always been able to share in decisions related



to education. Government has taken a number of steps to increased this sense of shared responsibility, including:

- *Making Roles and Responsibilities Clearer*, through:
 - a) issuing new education laws, regulations and guidelines which make responsibilities clearer,
 - b) reorganizing parts of MoNE and MoRA to focus more on EFA results, especially quality improvement and
 - c) new agreements between central and local Governments on who will pay for what.
- *Increasing Decision Making at the Local Level*, through:
 - a) giving additional powers and responsibilities to school committees and
 - b) increased authority to local Governments, schools and community groups on how to spend various block grants.
- *Making more Information Available*, through:
 - a) frequent reporting by MoNE, MoRA and local Governments to National/Local Parliaments on EFA progress,
 - b) annual publication and circulation of student examination results as part of public debate on education and
 - c) more information to





Local Government Initiative, Health and Education Services in Jembrana District, Bali

In 2001, the Regent of Jembrana District in Bali, adopted a policy of free basic education and health services. The goal was to improve agriculture and livestock sector productivity through a better educated and healthy work force.

Education is free at primary and secondary levels, including textbooks and merit scholarships for top students. Health services are also free for the poorest families. These policies

were implemented by devoting a greater share of spending to basic services and other efficiency gains elsewhere in the public sector.

Overall, district income has increased several fold, especially in the non tourist sectors. Health and education indicators, including EFA targets, have also improved.

parents and local Parliaments on how funds are being spent by schools and education offices.

- *Increased Attention to Value for Money and Results*, through: a) regular value for money reports to national and local Parliaments on education spending and results and b) raising confidence in how education funds are being spent through regular checks by internal and external auditors.

Government is giving increased attention to improving the arrangements within central, provincial and education offices to meet these responsibilities. At the same time, education staff skills are being upgraded. A particular focus is to strengthen technical and financial monitoring and accounting procedures, especially related to EFA progress monitoring. The EFA Mid Decade Assessment is one part of these upgraded procedures.

Achieving EFA Demands More Spending on Education: With the approval of national and local Parliaments,

more money is being allocated to education. Since 2001, it is estimated that funds for education have increased from 42 to 131 trillion Rupiah. Also in the last 6 years, the education share of Gross Domestic Product (GDP) has increased from 2.5% to 3.9% and the share of Government spending has increased from 12% to almost 17%.

This increase in spending is being specifically directed at speeding up EFA progress. For example, much of the extra funding from Government is being directed at poorer provinces and districts who find it more difficult to raise their own funds for education. Extra funding is being targeted towards poorer performing districts (against EFA targets) in order to bring up these districts to national averages. Special attention is being paid to making sure that school facilities are in good condition and all children have the right textbooks.

Another important focus of this extra funding is to provide teachers with the opportunity to upgrade their qualifications and teaching skills as mandated by the National Parliament in 2005.

What is Indonesia doing



GOAL 1: EXPANDING EARLY CHILDHOOD CARE AND EDUCATION OPPORTUNITIES

Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children

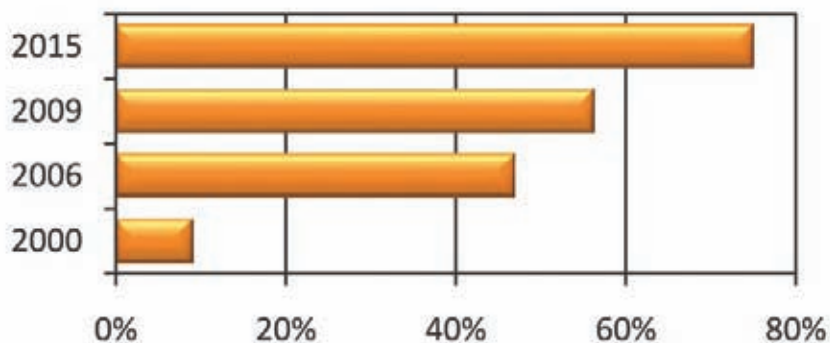
WHAT PROGRESS HAS BEEN MADE TOWARDS EFA?

Encouraging Progress Towards EFA Target. The national EFA target is 75% coverage of early childhood education (ECE) services for 0-6 year olds by 2015, with an interim RENSTRA target of around 60% by 2009. Since 2000, there has been a very significant increase in access and coverage of ECE services, reaching an estimated 47% by the end of 2006. Prior to 2004, there has been some under reporting of ECE access/coverage (2000 figure is Kindergarten only). This very substantial improvement is

mainly due to expansion of, and better reporting of, non-formal community based approaches, especially community run play groups, Qur'anic ECE and other informal ECE units in pre-school and primary schools.

ECE is Helping Prepare Children for Primary School. The growth in early childhood education opportunities is having a positive knock on effect in terms of students being exposed to ECE ahead of primary school enrolment as part of children being more ready and prepared for school. The percentage of students with previous ECE experience has risen from 17.7% in 2000 to 37.7% in 2006. In the longer-term, this ECE exposure is likely to improve students primary school performance and improve internal efficiency. In other words, better ECE opportunities

ECE Coverage (0-6 Year Olds), Progress and Targets





Government is Adopting an Enabling and Quality Assurance Role

ECE in Indonesia is predominantly run by communities and the private sector, which constitute 99.9% of provision. Government is taking steps to provide support for quality assurance through various partnerships.

Key mechanisms include: i) establishing the ECE forum and ECDE consortium, ii) mobilizing support from professional associations and iii) organizing programs through religious centres and women's organizations and ECE centres through various Universities. Many of these arrangements include ECE model schools which can be used to trial materials and upgrade teachers.

What progress has been made towards EFA?

are contributing to childrens readiness for primary education.

Community Involvement in ECE is Increasing. Over the period 2000-2006, access to more formal kindergarten has also increased; for 3-4 year olds net enrolments have grown from 12.4% to 15.3% and for 5-6 year olds from 19.9% to 23.8%. There are signs that more formal ECE enrolment rates are beginning to level off as families take advantage of more flexible, more accessible and more affordable non-formal and informal approaches. In particular, ECE play groups and other similar approaches are helping to strengthen community participation in early childhood education and capture community and private contributions in terms of providing facilities, parents acting as ECE organizers and other direct and indirect contributions.

Provincial Variations in ECE are a Challenge. Disparities in urban/rural access remain with net ECE enrolments for 3-6 year olds being 25.4% and 15.4% respectively. Access disparities between the richest and poorest quintiles are also

significant at 24.8% and 15.8% respectively. Mothers level of education and household socio-economic status both correlate strongly with accessing early childhood education.

There are also significant provincial and district variations in ECE access, which appear to correlate significantly with a number of child health indicators such as levels of child malnutrition, infant mortality and immunization rates. For example, child malnutrition in Gorontalo and Nusa Tenggara Barat are 41%-42% (where ECE access is lowest) compared to only 15% in Yogyakarta (where ECE access is highest).

There has been a decrease in access to early childhood care (ECC) programs in recent years, illustrated by the number of children accessing such services falling from around 10.8 million in 2004 to 6.6 million in 2006, despite the number of integrated health posts (Posyandu) increasing. The estimated ECC coverage for 0-6 year olds is currently 23%, constituting a 52% gap from the Government's target of 75% by 2015. In contrast, the ECE gap has been reduced to only 28%.



GOAL 2: ASSURING EXPANDED AND EQUI-TABLE ACCESS TO BASIC EDUCATION

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

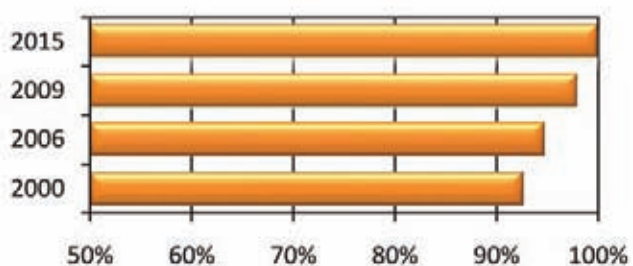
Accelerating Progress Towards Basic Education For All. The EFA national target is 100% net enrolment rates in primary and junior secondary education by 2015. The intermediate Renstra targets are net enrolment rates of 95% and 75.5% for primary and junior secondary education levels respectively by 2009. The 2015 Dakar target also includes achieving net primary grade 1 intake rates of 100% by 2009 and primary to 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%.

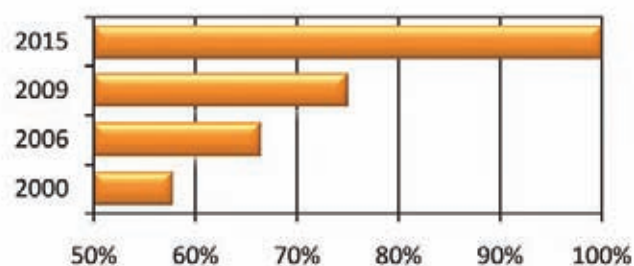
Parental Cost Barriers are Being Addressed. A number of policy and regulatory measures have been adopted. In 2005, the Presidential decree sets out mutual responsibilities for Government and parents regarding primary and junior secondary school attendance. The introduction of the school operational block grants are designed to eliminate direct cost barriers for parents. As part of quality assurance, MoNE has issued minimum standards of school and student performance and related standards for school infrastructure, textbooks and teacher deployment and qualifications provision. The BNSP is mandated to report annually on progress, including formal performance accreditation of primary and secondary schools.

What progress has been made towards EFA?

Primary NER, Progress and Targets



Junior Secondary NER, Progress and Targets



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.



Signs of Encouraging Progress Towards EFA Targets. At primary level, significant progress is evident over the period 2000-2006. Net enrolment rates have increased from under 93% to around 95%. Gross primary intake rates have increased from 120% to 135% over the same period. Primary gross enrolment rates have begun to level off at 114%. Gross figures are partly due to significant levels of 6 year old enrolment in primary schools. Government is taking steps to regularize ECE and primary school intake, particularly through the integrated TK/SD model. Transition rates from primary to junior secondary have increased from 82% in 2000 to 92% in 2006. Net enrolment rates in junior secondary have increased from

58% to 66.5% over the same period. Enrolment of special needs groups in 9 years of basic education has also increased through both dedicated and mainstream provision.

Non Formal Education Opportunities

are Helping. Previous legacies of drop-out and non attendance in primary and junior secondary schools has also been addressed. Enrolment in non-formal and informal education, through Paket A, Paket B, equivalency programs, home schooling and mobile schooling, has also expanded dramatically. Many school drop-outs are using non-formal education opportunities as a means of gaining performance accreditation and reentry to mainstream secondary and post-secondary education.

All provinces have shown improvements in primary and junior secondary NERs and many of the poorest performing provinces have shown the largest rates of improvement. However, significant provincial variations remain. For primary NER, ranging from 96% (in Kalimantan Tengah) down to 78% (in Papua); for junior secondary NER, ranging from 78% (in NAD) down to 47% (in NTT). There are also even more significant variations in district performance within provinces, with the poorest performing districts being mainly the more rural and remote ones.

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 all aspects of the process.

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 *Imbal 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 spin off is that the approach contributes to broader school management and school committee capacity building.

GOAL 3: EXPANDING LIFE LONG LEARNING OPPORTUNITIES

What progress has been made towards EFA?

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

EFA Progress Will Help Improve Indonesias HDI Ranking. The longer-term indicator of national performance on lifelong learning is to improve Indonesia's ranking on the Human Development Index (HDI), which is currently 108 out of 179 countries in 1996. A related indicator is improving Indonesia's ranking on the global economic competitiveness index, where in 1996 Indonesia jump from 69th position up to 50th position. Short to medium-term indicators related to Dakar EFA goals are to increase access to secondary and higher education opportunities, including technical and vocational, through improved transition rates.

Lifelong Learning Opportunities are Increasing. Overall, there has been very significant progress over 2000-2006. Primary to junior secondary transition rates have increased from 82% to 92% whilst junior secondary to senior secondary (both SMA and SMK) has increased from 47% to 81% over the period 2000-2006. The urban/rural gap in transition rates from senior secondary to higher education has narrowed from 22% to under 8% over the past 6 years.

As part of increasing the vocational orientation of senior secondary level education, the proportion of senior secondary institutions that offer technical and vocational education



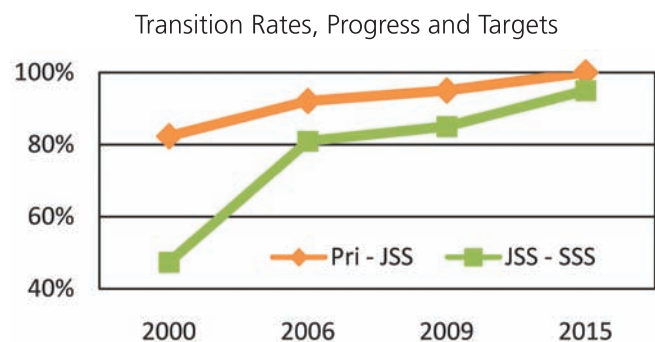
Life Skills and Entrepreneurship in Education

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 organize 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.

has increased from 30% (in 2004) to 39% (in 2006), almost meeting the RENSTRA 2009 target of 40%. Youth (aged 15-24) literacy rates are being sustained at 98% (in 2000) to 99% (in 2005).

Vocational Education Provision is Expanding. The enrolment share in technical and vocational schools (SMKs) has increased from 15% in 2000 to 17.5% in 2005. The





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 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.

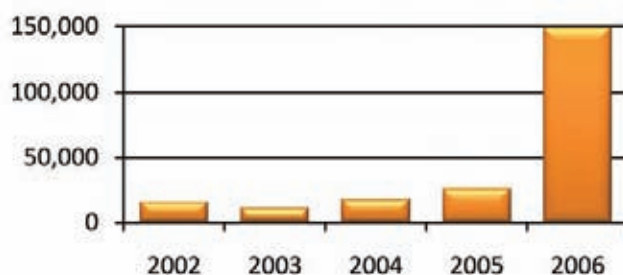
enrolment in non-formal skills training programs has increased dramatically, rising from under 20,000 in 2002 to almost 150,000 in 2006. Through this combination of institution based, community based and workplace based provision, lifelong learning opportunities are becoming increasingly responsive to labor market and workforce skill requirements. Formal and non-formal curricula increasingly incorporate other life skills, including environmental, health, HIV AIDS and social/cultural affairs.

Provincial Gaps Remain a Challenge.

Significant provincial variations remain, especially for accessing more formal lifelong learning opportunities. The transition rates to senior secondary education range from 77% in Sulawesi Utara to 43% in Kalimantan Tengah,

against a national average of 62%. For transition to higher education, opportunities are highly concentrated with 70% of higher education enrolment being concentrated in 7 provinces. Overall, overcoming the historical legacy of under provision for basic education and subsequent lifelong learning opportunities in a number of provinces is being actively and quickly addressed.

Enrolment in Non-Formal Life Skills Programs





GOAL 4: ASSURING INCREASED ADULT LITERACY AND CONTINUING EDUCATION

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

Accelerating Progress Towards EFA

Target. 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. 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 over 2004-2009.

To meet this target, approximately 1.6 million people per year need to be reached by the literacy campaign. This is set out in Presidential Instruction No. 5/2006 on The National Movement to Hasten Compulsory Nine-Year Basic Education Accomplishment and the Fight against Illiteracy (NMHFAl), demonstrating high level political commitment to achieving this EFA goal.

Good Progress Towards Meeting EFA

Goals. In the past 6 years, there has been very significant progress towards achieving intermediate RENSTRA and EFA targets. Adult literacy rates have increased from 85% in 2000 to 92% in 2006. The proportion of female illiterates has been halved from around 20% in 2000 to 11% in 2006, compared to a reduction from 10% to 5% for males. The urban/rural gap in illiteracy rates has been reduced from 10% in 2000 to 7% in 2005.

Disadvantaged Groups are a Priority.

Government has adopted a targeted approach to illiteracy eradication, including poverty targeting. Adult literacy rates have improved across all poverty quintiles with literacy rates, over the period 2000-2005, increasing from 83% to 87% (in the poorest) and from 92% to 95% (in the richest). Overall, the key target group for Government's literacy programs remains the rural poor, especially rural women.

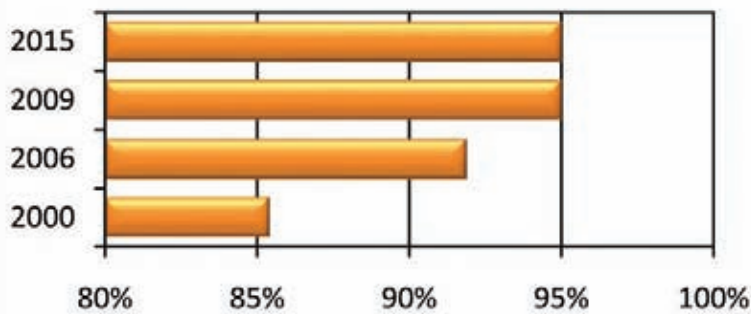
Significant provincial and district performance variations remain. Illiteracy rates range from 26% (in Papua) down to 1% (in Sulawesi Utara) with 10 provinces having an illiteracy rate greater than 10%.

What progress has been made towards EFA?



There are pockets of extreme illiteracy in some districts; in Papua one district has 84% of the adult population without literacy skills and some districts in East Java, Bali, N.T.B, N.T.T and Sulawesi Selatan, have more than 30%. Using enhanced literacy mapping and planning systems, developed since 2004, MoNE is increasingly focusing on these under performing provinces and districts.

% of Adults who are Literate, Progress and Targets



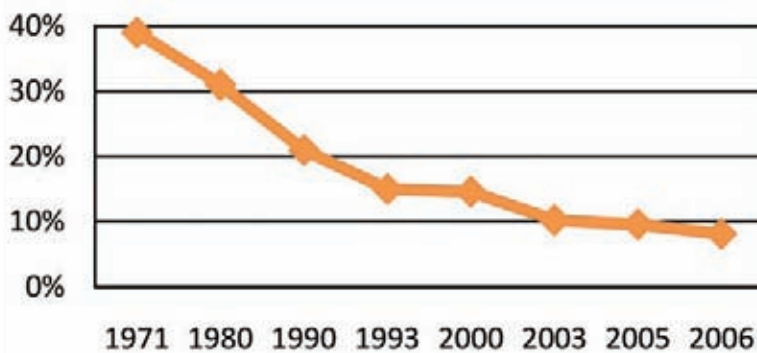
Community Service Approach to Literacy Education

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, SCTS 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.

Reduction in the % of Illiterate Adults, Progress & Targets



What progress has been made towards EFA?





GOAL 5: ASSURING GENDER EQUITY IN EDUCATION

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

Gender Equity has Been Mainstreamed. Gender equity is fundamental to Indonesia's education reform planning and implementation. A dedicated unit within MoNE is responsible for ensuring gender equity is planned for and monitored, in consultation with the Coordinating Ministry of Women's Empowerment. The latter is mandated to ensure gender equity mainstreaming of all Government policies and strategies, including for education, to ensure equitable access to and benefits from education provision.

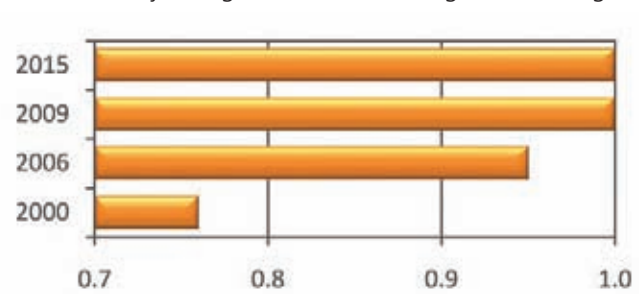
EFA Targets Have Been Achieved. In terms of primary and secondary education access, gender equity was achieved over the period 2000-2003. The Gender Positioning Index (GPI) for

primary and junior secondary NER has been 0.99-1.00 over the past 6 years. For senior secondary education, the range has been 0.98-1.00 over the same period. The GPIs for these indicators show little or no urban/rural or socio-economic group disparities. In contrast, the GPI for senior secondary education is higher in the poorest poverty quintiles, demonstrating households accord a high priority to the education of girls.

Gender Equity is Extending Beyond Basic Education. A very significant achievement has been progress towards gender equity in higher education access. The GPI for NER in higher education has risen from 0.76 to 0.99 over the period 2000/2006. Female students are currently outperforming male students in national examinations, resulting in greater

What progress has been made towards EFA?

Gender Parity in Higher Education, Progress and Targets



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.

female competitiveness in gaining admission to higher education. Female graduation rates in senior secondary schools were 98% in 2004/2005 compared to 95% for males. In terms of higher education programs, women are underrepresented in science and technology and overrepresented in social studies and education.

There are significant provincial variations in gender equity. The GPI NER for primary and junior secondary is lowest in Jakarta, Maluku Utara, Papua, Bali and Yogyakarta. At senior secondary level, Sumatera Utara, Nusa Tenggara Timur, Yogyakarta, Kepulauan Bangka Belitung and Sulawesi Utara have GPIs less than 0.8. The Government is adopting targeted and context specific strategies to address these disparities.



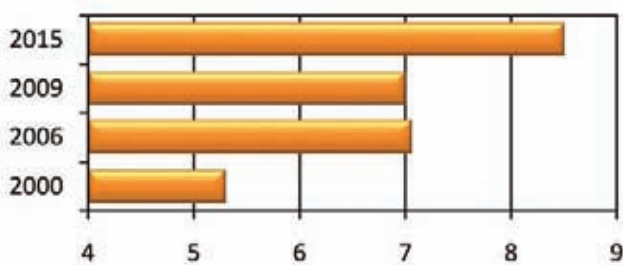


GOAL 6: IMPROVING AND ASSURING EDUCATION QUALITY AND STANDARDS

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

Strong Focus on Standards Setting. The Government has adopted a number of key institutional, organizational and financing reform strategies for quality improvement, especially since 2004. For improved student and school performance, Government has adopted a number of measures including: i) strengthening student examination systems and school accreditation systems, ii) setting up institutional arrangements for the setting of standards and governance through legislative, regulatory and organizational reform and iii) strengthening central, provincial and district capacity to implement these performance monitoring systems.

Junior Secondary Exam Scores, Progress and Targets



Encouraging Evidence of Standards Improvement.

Overall student performance, as defined by average examinations scores, has improved significantly in both junior and senior secondary schools. The RENSTRA 2009 target of an average exam score of 7.0 has already been achieved and more ambitious targets have been established for 2015. The gap between MoRA and MoNE schools student performance has also narrowed. Moreover, the rise in national examinations pass rates over 2004-2005 is another indicator of improved education standard and quality. In terms of student performance in international and regional Olympiads, Indonesian students won a number of medals. An average number in 2005 and 2006 is 50 – 60 medals each year in various Olympiads.

Ensuring an Effective Learning Environment.

Government has adopted measures to improve the availability of quality oriented inputs, including: i) setting out minimum standards for these inputs, including infrastructure, instructional materials and qualified teachers and ii) setting out financial and management guidelines for the provision of these inputs and related resource management at school levels.

The qualifications of primary and junior secondary teachers have improved over the past 6 years. The proportion of primary teachers with the minimum qualifications rose from 10% (2000) to 14% (2006), whereas junior secondary ones it rose from 40% to 55% over the same period. In addition, the physical

What progress has been made towards EFA?

School Based Management Systems

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

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

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

condition of school classrooms has improved with the proportion in good condition increasing from 46% to 50% over the past 5 years and the number of classrooms in fair/poor condition being reduced. The nationwide introduction of the school operational budget program (BOS) in 2005 and an additional textbook provision BOS in 2006 is ensuring increased and equitable access to key quality oriented inputs.

Better Standards Monitoring Systems.

In terms of strengthened quality assurance systems and capacity building Government has adopted a number of measures including: i) revision of roles and responsibilities for education standards setting and monitoring, including increased autonomy for standards monitoring organisations, ii) revised roles and responsibilities for quality assurance of teachers and education personnel, including new organizational arrangements at central levels and iii) increased autonomy to school managers and committees for management for resources and reporting on student and school performance results.

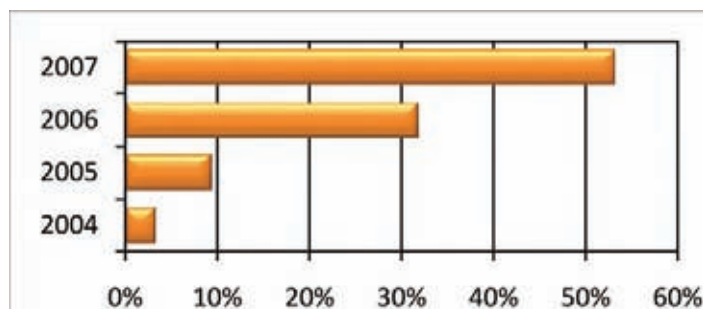
The BSNP has taken the lead in defining standards, ensuring the security of examination systems and the broader governance of education standards and ensured public dissemination of examination results as part of improved accountability mechanisms. Extensive progress has also been made in standards setting and formal accreditation of schools. Since

2004, the number of institutions accredited annually has increased from around 8,000 to 54,000 with priority for primary and junior secondary schools equal to 53%. The target

is to complete this process by the end of 2009. The new legislation and regulations on teacher qualifications, professionalism and accreditation, approved by Parliament in late 2005 is currently being implemented, with the target of 100% completion by 2015.



Percentage of Basic Education Schools that are Accredited





Continuing EFA Progress

Sustaining Community Involvement in ECE. The overall strategy for meeting interim RENSTRA and EFA targets for ECE/ECC is to strengthen advocacy and promotion activities and enable greater community involvement in ECE/ECC provision. MoNE and MoRA are responding through innovative enabling mechanisms, including targeted block grants in acutely disadvantaged areas, strengthening planning and quality assurance advisory services and staff development programs.

These strategies are drawing on lessons learned and evidence of good practice, including: i) expanding community run playgroups, ii) pioneering pilot public kindergartens (USB) and one roof combined kindergarten/primary school models (TK) and iii) community and workplace based ECE/ECC provision and Qu'ranic ECE/ECC alongside university students community internships.

Reaching the Unreached in Basic Education. Government recognizes that getting the last 5% of primary school aged children and 30% of junior secondary school aged children into schools will require creative approaches. Previous and new RENSTRA strategies are designed to help accelerate achievement of EFA goals and targets, building on innovative approaches and good practice.

The nationwide implementation of the BOS and textbook BOS is already impacting positively on enrolment through eliminating cost barriers, especially in the poorest urban and rural areas. The expansion of community managed infrastructure programs in low NER districts is overcoming facilities shortages. More flexible organizational models, such as the one-roof combined primary/junior secondary school and non-formal equivalency education programs are also enabling improved access, especially for the previously unreachable.



Meeting Demand for Lifelong Learning. In order to sustain and increase lifelong learning opportunities, a number of strategies have been adopted and will be expanded. Future provision will be based on local skill requirements mapping and appropriate formal and non-formal program development. Greater life skills orientation is being incorporated in SMA and SMK schools, alongside mechanisms that ensure these institutions respond to fluid local labor markets.

Formal and non-formal workplace and community based skills training is being expanded through demand driven block grant mechanisms, including in-company and entrepreneurship training. In consultation with employers, workers organizations and school managers, skills training competencies, standards and accreditation arrangements are being set and implemented by MoNE and other stakeholders.

Strengthening Literacy Education Partnerships. In order to sustain the impact of Governments literacy programs, the following strategies are being implemented: i) strengthened provincial targeting, ii) concentrating on high demand areas, iii) strengthening mutual accountability for eradicating illiteracy, iv) encouraging the developing of networks and partnerships, v) collaboration with universities/academics and vi) standards setting and quality assurance.





Detailed operational planning is drawing on growing evidence of good practice, including literacy socialization programs, introduction of literacy certificates (SKUMA) and partnership programs with NGOs, universities, women's organizations, tribal and community groups. Demand led and performance based block grants are a key enabling strategy.

Maintaining Gender Equity in Education. Despite positive patterns and features, gender equity, in terms of teachers qualifications has yet to be achieved. Only 34% of women teachers have the minimum S1/D4 degree qualifications compared to 42% of male teachers. These disparities are particularly marked in private senior secondary schools.

This suggests that female teaching staff are facing a qualifications barrier in access to school principal and other senior education management positions. It also constitutes a potential constraint on maintaining gender equity in secondary

education where international evidence indicates that the presence of a female school principal correlates strongly with high female enrolment rates and progression to higher education.

Reducing Provincial Gaps in Standards. Despite significant improvements in national quality oriented performance indicators there are substantial variations across provinces and districts related to examination scores, operational budgets and availability of better-qualified teachers and managers. In particular, rural and remote districts find it difficult to recruit and retain graduate level teachers and mobilize education resources from local revenues.

The challenge will be to design strategies which help offset these disparities and engage local authorities and community groups in the design and implementation of local solutions to local problems, taking account of the ongoing expansion of school based planning, management and governance initiatives.

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