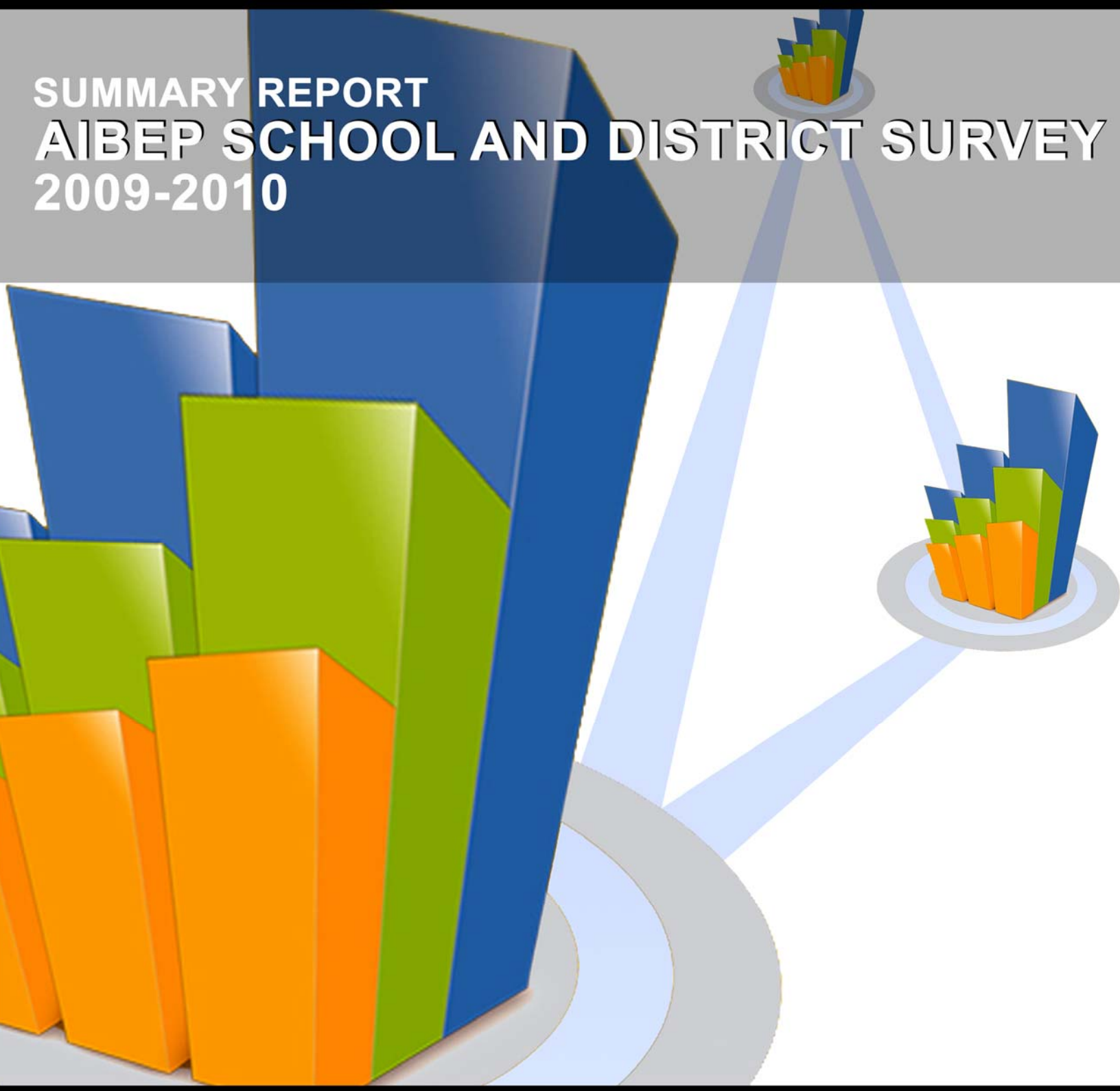
AUSTRALIA INDONESIA BASIC EDUCATION PROGRAM

# SUMMARY REPORT
# AIBEP SCHOOL AND DISTRICT SURVEY 2009-2010



Australia Indonesia Partnership

Kemitraan Australia Indonesia

## PREFACE

The Managing Contractor Program Management (MCPM) has been conducting an annual survey of the Australia-Indonesia Basic Education Program (AIBEP) schools that have been operational since 2006.

The objectives of the survey were to collect aggregations or clusters of information about BEP schools and districts for monitoring and evaluation purposes as well as for use as baseline data. These survey data were supplemented by additional qualitative data collected through individual and group interviews of key personnel, including parents and students, at a small sample of schools.

This survey covered 1,710 AIBEP schools that are operational as at the beginning of school year 2009-2010. It was conducted in September and October 2009, and was divide into two phases: phase 1 also collected relevant data from the district offices in those 197 districts in which BEP government junior secondary schools have been constructed, while phase 2 covered the remaining 305 Madrasah which were still under construction in September 2009 and not yet completed until the end of December 2009. 116 Madrasah remained non operational in February 2010 and will only accept students in July 2010 for the new school year. Phase 2 also included a Validation Study and some data collection aimed at clarifying certain issues raised during discussions about the preliminary results that took place towards the end of 2009.

It is expected that through this report the reader will gain valuable information about the BEP schools that opened their doors to students between June 2007 and February 2010.

MCPM welcomes your feedback on the interpretations and analyses and any comments on the methodology of both the Survey and the analyses which may help to improve the approach for any future surveys. Any opinions or conclusions made in this report are those of the MCPM survey team and do not necessarily reflect those of the Government of Indonesia or AusAID.

Managing Contractor Program Management (MCPM) for
Australia-Indonesia Basic Education Program (AIBEP)
May 2010

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## GLOSSARY

| Acronym | English | Bahasa Indonesia |
|---|---|---|
| AIBEP | Australia Indonesia Basic Education Program | Program Pendidikan Dasar Australia Indonesia |
| AMMM | Asset Maintenance and Management Manual | Manual Pemeliharaan dan Pengelolaan Aset |
| AusAID | Australian Agency for International Development | Badan Pemerintah Australia untuk Pembangunan Internasional |
| BEP | Basic Education Program | Program Pendidikan Dasar |
| BERMUTU | Better Education through Reformed Management and Universal Teacher Upgrading | Better Education through Reformed Management and Universal Teacher Upgrading |
| BOS-KITA | Bantuan Operational Sekolah - Knowledge Improvement for Transparency and Accountability | Bantuan Operasional Sekolah - Knowledge Improvement for Transparency and Accountability |
| BSNP | National Education Standards Board | Badan Standar Nasional Pendidikan |
| CDC | Construction and Development Consultant | Konsultan Konstruksi dan Pembangunan |
| CLC | Community Learning Centre | Pusat Kegiatan Belajar Masyarakat (PKBM) |
| CPD | Continuing Professional Development | Pengembangan Profesional Berkelanjutan |
| GAKIN | Poor Family | Keluarga Miskin |
| GER | Gross Enrolment Rate | Angka Partisipasi Kasar (APK) |
| GIS | Global Information System | Sistem Informasi Global |
| GoI | Government of Indonesia | Pemerintah Indonesia |
| ICT | Information Communication Technology | Informasi, Komunikasi dan Teknologi |
| IDR | Indonesian Rupiah | Rupiah Indonesia |
| IE | Inclusive Education | Pendidikan Inklusif |
| JSS / SMP | Junior Secondary School | Sekolah Menengah Pertama |
| KANDEPAG | Regional Office of Ministry of Religious Affairs | Kantor Departemen Agama tingkat Kabupaten/Kota |
| KP | Construction Committee | Komite Pembangunan |
| KPI | Key Performance Indicator | Indikator Kinerja Kunci |
| KPM | Madrasah Construction Committee | Komite Pembangunan Madrasah |
| KTSP | Educator Integrated Curriculum | Kurikulum Terpadu Satuan Pendidik |
| LPMP | Provincial Education Quality Assurance Institution | Lembaga Penjaminan Mutu Pendidikan Provinsi |
| M&E | Monitoring and Evaluation | Monitoring dan Evaluasi |
| MCPM | Managing Contractor Program Management | Kontraktor Pengelola Manajemen Program |
| MoHA / DEPDAGRI | Ministry of Home Affairs | Departemen Dalam Negeri |
| MoNE / DEPDIKNAS | Ministry of National Education | Departemen Pendidikan Nasional |
| MONEV | Monitoring and Evaluation | Pengawasan dan Evaluasi |
| MoRA / DEPAG | Ministry of Religious Affairs | Departemen Agama |
| MTs | Islamic Junior Secondary School | Madrasah Tsanawiyah |
| NER | Nett Enrolment Rate | Angka Partisipasi Murni (APM) |
| NES | National Education Standard | Standar Pendidikan Nasional |

| Acronym | English | Bahasa Indonesia |
|---|---|---|
| NFIE | Non-Formal and Informal Education | Pendidikan Non-formal dan Informal |
| NTB | West Nusa Tenggara | Nusa Tenggara Barat |
| NTT | East Nusa Tenggara | Nusa Tenggara Timur |
| OSIS | Student Council | Organisasi Intra Sekolah |
| PNPM | National Program on Community Empowerment | Program Nasional Pemberdayaan Masyarakat |
| SATAP | One-roof School | Sekolah Satu Atap |
| RENSTRA | Strategic Plan | Rencana Strategik |
| SATKER | Task Force | Satuan Kerja |
| SD | Primary School | Sekolah Dasar |
| SD-SMP | Primary and Junior Secondary School | Sekolah Dasar - Sekolah Menegah Pertama |
| SMA | Junior High School | Sekolah Menengah Atas |
| SMD | School Monitoring by Districts | Pengawasan Sekolah per Kabupaten |
| SMIS | School Management Information System | Sistem Manajemen Informasi Sekolah |
| SMP / JSS | Junior Secondary School | Sekolah Menegah Pertama |
| SNP | National Education Standard | Standar Nasional Pendidikan |
| SOP | Standard Operating Procedure | Prosedur Operasional Standar |
| SP-4 | Endorsement Note of Completed Construction | Surat Pernyataan Penyelesaian Pekerjaan Pembangunan |
| SPPB | Block Grant Agreement | Surat Perjanjian Pemberian Bantuan |
| SRM | Supplementary Reading Material | Buku Pengayaan |
| SSN | National Standard School | Sekolah Standar Nasional |
| SSSE | Self Supported School Evaluation | Swa Evaluasi Sekolah |
| TTK | District Technical Team | Tim Teknis Kabupaten |
| USB | New School Unit | Unit Sekolah Baru |
| WDD | Whole District Development | Pengembangan Kabupaten Terpadu |
| WSD | Whole School Development | Pengembangan Sekolah Terpadu |
| Yayasan | Foundation | Yayasan |

**Text Box 1**

**Bernardus Tosi:**
**"Our Children Don't Have to Suffer the Pain as We Were…."**

The eyes of the middle age man were looking far ahead. Passing beyond the door of the principal's room. Passing the bunch of children who were playing in the schoolyard. The weather is hot, dry and dusty. He exhaled long breath and then started to tell his stories:

"After finishing elementary school, it was my teacher who persuaded me to continue my study. We were poor family; my parent could not even dare to imagine sending me to school. The distance from home to the school back and forth was 24 kilometres, the distance that I have to go through by walking every day, passing the forest and sharp rocked soil. I used the shoes me only along the way to school, to prevent my feet injured by the rocks. When I arrived at school, I took off the shoes and attending the class in barefoot. Usually I walked to school with half naked body, because if I wore my shirt, it would be wet and could easily tear off. After reaching the school, then I put on my shirt again. There was one river that we have to pass through, that in rainy season the river has a fast current. Well, because there was no bridge, we have to climb the trees crossing to the other side of the river. So we all put off our clothes, climbed the trees, and thrown our clothes and school bags to the other side of the river.

Today, when afternoon come, I love to sit in the veranda of my house and watch the children walking home from school along the road. The bunch of children is walking in long line with their school uniform. They walk while chatting cheerfully, some of them are laughing playfully. I feel so excited, proud and happy knowing that they do not have to undergo the difficulties I used to experience. Now we have buildings for elementary school and one-roof junior secondary school, the most distant is only about 2 kilometres from the homes of the students." He paused for a moment and took a deep breath, and continued: "It is hard to hide my emotion telling all these stories..." the voice of Bernardus Tosi, Head of School Committee from the community members element, trembled; "Well, Pak (Sir), I and all the community here are very happy with the existence of this school. Our children do not have to face the pain we used to suffer..."

The large front yard of SMP SATAP Nitneo, West Kupang, NTT: the pride of the community.

**SECTION A: CONTEXT AND METHODOLOGY**

## Chapter 1 – The Context

### 1.1 The AIBEP Program

1 Australia-Indonesia Basic Education Program (AIBEP or BEP) commenced in 2006 to support and complement the Government of Indonesia's commitment to ensuring that by 2010 every Indonesian child should have access to nine years of high quality basic education.

2 The main goal of the BEP has been to improve equitable access to higher quality and better governed basic education services – especially in poor and remote areas in Indonesia. More than 2000 new junior secondary schools (SMPs) including 1,510 government (MoNE) schools and 504 Madrasah Tsanawiyah (MTs) have been constructed in 240 districts during the program. These new schools have created school places for at least 330,000 children within the formal education system, as well as the potential for many thousands more places for young people in the non formal system.

3 This Survey focuses on the impact of the BEP on access and participation through school construction and on quality and governance through the Whole School and Whole District Development activities (WSD/WDD). Whilst much of the support for capacity building was focused on the national ministry for the first three years of the AIBEP program (2006-2009), the WSD/WDD was a strategy to ensure that the principals of the BEP funded schools, members of their school communities and staff of the District Education Offices had improved capacity for district and school-based management under the decentralised system. Topics covered included strategic and annual planning, budgeting, HR management, school maintenance, etc.

4 However, over time, WSD/WDD grew in significance and changed from being project type elements designed only to support the new BEP schools and the districts in which they had been built to become a proactive part of the overarching Quality Assurance System and be responsible for developing and refining key EQAS elements such as Supported School Self Evaluation (SSSE) and District Self Evaluation (DSE).

5 This survey comes at the point when some of the schools have been operational for nearly three years, others for just two or even one year, and some Madrasah Tsanawiyah which will become operational only when the next school year commences in July 2010.

6 As such, this survey is just another element of a comprehensive baseline and a continuity of data that began with the results of the 2008 survey and which can be used to reveal current trends and progress and monitor future trends as well as provide many lessons as to the success of the BEP strategies. However, educational development is a long term process and these data, although offering answers and posing new questions, relate to only a very early stage in that development process. It will be at least another five years before final answers emerge about the true impact of BEP.

### 1.2 The Role of Monitoring and Evaluation

7 In order to provide the most comprehensive evidence of impact and change, each activity within the BEP undertakes ongoing monitoring and evaluation (M&E). For BEP, Monitoring and Evaluation in the context of education development covers two aspects, namely:

a) Formative evaluation, as a tool to inform all stakeholders about the implementation progress and about those factors supporting or working against successful implementation and completion, as well as to identify the need for any change in focus and/or implementation strategy and the best way(s) to achieve such change(s).

b) Summative evaluation which is conducted at the end of a program or activity to enhance understanding among program developers, implementers and other stakeholders about what works, what does not work and why. This assessment will also assist in determining if the expenditures of the program have provided an appropriate level of economic return or 'value added', as well as showing whether the constituent elements have made a difference or not.

8 The BEP M&E system manages these two aspects and creates the necessary space, time and resources for reflective analysis or `sense making'. BEP Quarterly and Annual reports submitted to the program management committees (PCMU and PSC) have been essentially formative and a part of this 'sense making process' which helps management and implementers to answer "What has worked and what should change?"

9 This Survey, coming as it does at the end of the BEP is potentially more summative although, as noted above (Para 6) the true and lasting impacts will only become known in the next three to five years. The conclusions arising from the analysis of these data must be at best tentative.

10 Indeed, in the absence of any consistent follow-up to these Surveys the ultimate test of the effectiveness of the BEP M&E system will be the extent to which the learning and insights are used to improve the quality of ongoing development activities.

### 1.3 Objectives of the Report

11 To present aggregations or clusters of information about the changing and current status of the BEP schools for monitoring and evaluation purposes as well as for use as baseline data and comparison between BEP schools and non-BEP schools.

12 To provide a summary profile as at April 2010 of BEP national schools and Madrasah.

13 To present a comparison of BEP schools over time and of BEP schools with non BEP schools in BEP districts and with a selected sample of non BEP schools in non BEP districts.

14 To present a critical analysis of the data and provide an assessment of the extent to which key school-based BEP outputs relating to access and participation, quality and governance have been achieved through reference to the agreed performance indicators.

15 To present lessons learned through the survey and recommendations for future engagement with and further development of the secondary education system whether at MoNE or MoRA.

### 1.4 Organisation of the Report

16 This report sets out the findings of the study and is structured around the questions posed in the questionnaires and interviews within the following sections:

1. The Context
2. Methodology
3. The schools
4. The students
5. The teachers
6. WSD and WDD
7. BEP District Survey
8. Lessons learned
9. Conclusions and Recommendations

17 Chapter 2 elaborates the methodology of the survey, including sources of information, types of data, and sampling. It also includes discussion about how to triangulate quantitative (census) with the qualitative (interviews) and secondary data into a holistic perspective relating to program outcomes. This chapter also provides brief information on the validation of the survey - the process and results.

18 Chapters 3 to 7 present the results of the Survey through a combination of descriptive and analytical narrative supported by tables, figures and data from interviews. The five chapters cover – the schools, students and teachers, quality improvement, and the BEP district survey. The results are presented where appropriate in the context of the questions posed in the Introduction.

19 Chapter 8 focuses on two groups of lessons learned – the first relating to the actual study methodology and, the second, relating to progress during the four years of BEP.

20 Chapter 9 builds on the previous chapters and provides conclusions and recommendations for the future.

## Chapter 2 – Methodology

21 This report relies primarily on the data collected through the 2009 Survey of BEP schools and districts. But, where it is appropriate, data and information from other sources is included. The concept of integrated data analysis from two or more data sources has been followed to ensure a more holistic analysis and a more comprehensive understanding of the nature and extent of change.

22 The report rarely focuses on a single school, but rather on the total number of 2,014 schools which have been constructed and have begun operations with and through Australian support. If at any point there is a specific mention of one or more specific schools, then this occurs simply to highlight or reinforce a specific point that has emerged from the analysis of other data.

23 Overall, the analyses focus on how AIBEP has brought junior secondary schooling closer to thousands of potential students especially in areas that are poor, difficult to reach and are lacking in education services and how the additional capacity building support provided under the program may have enhanced the impact of that intervention.

### 2.1 The Types of Data

24 This report draws on information from a variety of sources including official Government of Indonesia papers, regulations and documents; material provided by the various Directorates and Agencies within the Ministry of National Education (MoNE) and the Ministry of Religious Affairs (MoRA); MCPM reports derived from Pillar Leaders, National and International Consultants, field staff and monitors, activity records and from specific research studies; and, most importantly, from the very comprehensive School and District Surveys undertaken by the MCPM during the period September to October 2009, supplemented by a second phase of data collection in January and February 2010. The school and district surveys provide most of the core statistical data as well as the school and community based qualitative data referred to in the report.

25 The School and District Surveys collected two basic types of data – quantitative and qualitative. Firstly, Quantitative data about schools and districts to enable identification and description of the current status, trends, patterns, commonalities and variances. Secondly, in order to enhance confidence in findings and conclusions, qualitative information was obtained through interviews and group discussions with key personnel including school principals, teachers, students, school committee members and district officials. These qualitative data combined with the quantitative survey data and appropriate secondary source data where available provide a more comprehensive basis for answering the questions of “why?”, “how?”, “what impact?”, etc.

26 Of course, the 2008 and 2009 surveys should be considered as only ‘snapshots’ in time. While together these surveys indicate many aspects of change and growth and should enhance our understanding of this ongoing development and the potential impact of new initiatives, in order to more clearly understand how far that progress has proceeded, this study has added a small structured comparative sample of non-BEP schools. From the development perspective it is important to know how far a program such as BEP has advanced the weakest parts of the system, but it is also important to understand the distance yet to be travelled.

27 Copies of the Questionnaires for Schools and Districts and of the Interview Questions are attached as Appendix A.

### 2.2 The Scope of the Study

28 The survey was designed to collect information about school facilities, students and enrolment, teachers, school management, community engagement and participation and perceptions of the BEP Whole School Development (WSD) and Whole District Development (WDD) Programs. The survey was also designed to capture valuable information relating to district capacity and how

districts in which BEP MoNE schools have been constructed may have changed as a result of their engagement with the program.

29 The survey was comprehensive in that 100% of BEP schools and 100% of BEP district education offices were visited and both quantitative and qualitative data collected for analysis and reporting.

### 2.3 Population and Sampling

30 The School Survey included all 2,014 BEP schools - 1,510 MoNE schools and 504 MoRA MTs. BEP schools consist of new school units (USBs) where the new school is not specifically attached to a government primary school (SD), and 'one-roof' SD-SMP schools (SATAPs) where the new school buildings are attached through being on the same site as an existing primary school.

31 The School Survey also included:

- **Non-BEP schools** (151 Non-BEP schools in BEP districts and 25 Non-BEP schools in Yogyakarta). The Yogyakarta schools were chosen to provide a better appreciation of the 'gap' between the BEP schools and schools in an established and highly resourced 'educational' region of Indonesia. The 151 non-BEP schools in BEP districts were all established and operational prior to the year 2000.
- **Parents** - a random sample from 150 BEP schools; 4 parents per school, 50% female.
- **Students** – a random sample of 1200 students - 8 students per school with gender parity.
- **Validation survey** - a random sample of 200 BEP schools and 1,000 feeder schools (5 feeder schools for each BEP school)

32 In addition to the above studies, in-depth interviews and Focus Group Discussions (FGDs) with Teachers, Parents and Students in 10 schools in NTT, Kalimantan, Sulawesi, and Java were organised to complement the quantitative data. Table 1 summarises the population and sampling for the School Survey.

33 Late in the data collection process and following a preliminary examination of the returns from those schools surveyed during Phase 1 of the 2009 Survey, it was decided that more data was needed relating to the role of the previously identified 'feeder' primary schools. As the major criteria for site selection it was thought necessary to try to get some initial understanding as to how effectively that criteria had worked in establishing the BEP schools. Also, it was thought that feeder school information might well throw light on how parents and students made their choice about which junior secondary school to attend.

34 The District Survey covered the 197 BEP districts in which the program had constructed national junior secondary schools (SMP) and which had participated fully in the WDD program. The District Survey has provided information which is complementary to the data obtained through the School Survey and information which specifically relates to the WDD initiative and its impact on district education management.

35 In this report, district data is used where appropriate to further improve our interpretation and understanding of the data obtained through the School Survey.

**Table 1: The Survey: Types of Study, Population, Sampling and Scheduling**

| Types of Study | Population | When |
|---|---|---|
| **Census** | 2,014 BEP schools in 20 provinces | Phase 1: September - October 2009<br>Phase 2: February 2010 |
| | 197 BEP MoNE districts | October - December 2009 |
| **Survey**<br>• Non-BEP Schools | A random sample of 150 Non-BEP schools in BEP districts and 25 Non-BEP schools in Yogyakarta) | October 2009 |
| • Parent | 600 randomly selected parents – 4 parents per school from 150 BEP schools – 2 x males and 2x females | October 2009 |
| • Student | 1,200 students (50% girls) randomly selected from 150 BEP schools (8 students per school) | October 2009 |
| • Validation | 200 BEP schools in 16 provinces and 119 districts | February 2010 |
| • BEP feeder schools | 1,000 feeder schools for the 200 schools in the Validation Study | March 2010 |
| **In-depth Interviews and FGD** | Teachers, Parents, Students in selected schools in NTT, Kalimantan, Sulawesi, and Java (10 schools) | October 2009 |

## 2.4 Data Collection and Processing

36 Seven questionnaires were designed to support data collection in each element of the study mentioned above (Table 1), i.e.: BEP school census, BEP district census, Non-BEP school survey, Parent survey, Student survey, Validation survey, and BEP feeder school survey. The questionnaires were trialled in six locations in West Java and Lampung.

37 160 personnel were trained as enumerators to collect the data using these Questionnaires. The enumerators visited each school and conducted interviews with the principal or with a senior teacher when the principal was absent. On their school visits, each enumerator filled two copies of the Questionnaire - one copy to remain on the school's file while the other copy was sent to MCPM for further data processing and subsequent analysis and reporting. The data collection involved not only reference to school registers and other school documents but required the enumerator to visit each classroom and count the students present and verify both the enrolment records and the absentee records for the day of the visit.

38 The actual School and District Surveys took place in two phases. The 305 Madrasah that were incomplete and not operational at the beginning of the 2009-2010 school year were visited and data collected during the second phase in February 2010. All other schools, including all MoNE schools, and district offices were visited as part of the first phase in September and October 2009.

39 For in-depth interviews, MCPM trained six highly skilled personnel to visit a selected sample of schools and interview the principal, students, parents, members of the school management committee and others, using the interview guidance which had been developed. In addition to direct one-on-one interviews, qualitative data were obtained also through group discussions and by using the 'most significant change' technique.

Travelling to the school for survey, Sampang, Madura February 2010

40 The District Survey was completed by the same enumerators using a specially focused Questionnaire.

41 Returned forms were stored in digital form and coded into categories by manual coding. These data were then edited to ensure that they were consistent, and this editing was followed by an imputation process to supply responses where possible to any questions which had not been completed on the original form.

42 The Validation survey which took place in March 2010 was an interview survey of some 200 randomly selected BEP schools from 119 districts[1]. Comparison of the results of the validation survey with the Census was used to validate the results of the first phase census.

### 2.5 Data Analysis

43 Aggregation and information clustering are the basis for the analysis of basic descriptive statistics (population totals, population means, growth rates, or simple ratios of totals or means). These types of descriptive statistics constitute the majority of the data in this report. However, the matching of the quantitative (census) with the qualitative (interviews) provides a more holistic perspective.

44 The analysis of data for a single question is fairly simple and begins by describing how responses are distributed among the categories. Tabular analysis, using two-way and three-way tables, is used to describe relationships between an item and others in the survey. The selection of the variables included in any tabular analysis is based on the logic of the program.

45 No attempt has been made in this report to undertake any sort of multivariate analysis. Such analysis should de delayed until the next round of data collection, hopefully in August-September 2010 when the third year of school data should be available and many of the inconsistencies that arise when new schools begin and which often remain during the first year or so of operation, have disappeared.

[1] It is a proportional random sample of 10% of each type of school (UBS, SATAP and MTs). Schools in North Maluku and Maluku were excluded for logistics reason.

## 2.6 The Validation Study

46 An additional study was carried out during February 2010 using the initial school census returns as the sampling frame to identify a random sample of schools for a validation of data collected during the first phase in September 2009. Validation findings were compared to results gained from the School Survey to identify the level of variance. The rate of variance is a good indicator of the quality of the questions and of the data collection process as it reflects the consistency of responses over time and from different observers.

47 The Validation schools were also used to obtain additional information about 'feeder' schools which could help further elaborate issues in site selection.

48 Two of the main findings of the Validation Study were:

- On the crucial variable of enrolment, variance rates were less than 3% with little variance observed in related variables such as absenteeism, dropout, etc. Generally the variance in student numbers was upwards and checking by the enumerators found that virtually 100% of those enrolled at the time of the Phase 1 survey were still enrolled but some additional students had been enrolled since that time.

- The availability of electricity and water supply also improved slightly between the date of the initial survey and the time of the Validation Study.

- For most questions the discrepancy rate was five per cent or less – refer Table 2 – indicating a high level of consistency over time and between respondents as well as a high level of accuracy of the initial data.

- Several misunderstandings were brought to light: some enumerators and respondents incorrectly interpreted contract teacher in MTs to mean 'short-term contract teacher', whereas the correct census definition was a teacher with non-permanent employment status. This misunderstanding caused a significant discrepancy between the census and the Validation Study results (88% and 55%).

- Based on the results from the Validation Study there should be a high level of confidence in the data in this report.

**Table 2: Core Data: Comparison of Census and Validation Studies**

| Descriptions | MoNE - SMP | | MoRA - MTs | |
|---|---|---|---|---|
| | Census | Validation | Census | Validation |
| School Principal | Male (86.6%) | Male (84.3%) | Male (87%) | Male (83%) |
| Number of teachers | 9 (51% female) | 11 (51% female) | 7 (39% female) | 9 (40% female) |
| Percentage of contract teachers | 56% | 54% | 88% | 55% |
| Percentage of teachers with pre-services teaching qualification | 72.6% | 74% | 65% | 64%% |
| Percentage of teachers with S1 degree or above | 69% | 73% | 68% | 69% |
| Number of students in Grade 7 | 29 48.4% girls) | 30 48.7% girls) | 17 48.1% girls) | 19 47.4% girls) |
| Number of students (all grades) | 73.6 (48.9% girls) | 75.3 (49.4% girls) | 31 (48.7% girls) | 34 (48.9% girls) |
| Absenteeism rate | 4.2% | 3.7% | 3% | 2.5% |
| Drop-out rate | 1.3% | 1.2% | 1.3% | 1.2% |
| Number of classrooms | 6 | 5.7 | 4 | 4 |
| Electricity | 67% | 72% | 94% | 100% |
| Water supply | 78% | 82% | 98% | 100% |
| Distance most students travel to school < 3 km | 74% | 74% | 87% | 91% |
| Active School Management Committee | Yes (95%) | Yes (96%) | Yes (87%) | Yes (87%) |
| Gender policy as a part of School Development Plan | Yes (77%) | Yes (81%) | Yes (74%) | Yes (76%) |

## SECTION B: RESULTS AND ANALYSES

49 The following five chapters provide a descriptive review and summary of the data collected via the Census and Surveys. In certain analyses, relevant points from the various qualitative studies and cross tabulation of variables will be presented to enrich the analysis perspectives.

50 Distinction is frequently made between USBs and SATAPs as they have been constructed using a different strategy or set of criteria for junior secondary expansion and, in the case of SATAPs, have an existing pattern of school and community relationships. Similarly, MTs are often mentioned separately as those built within Pondok Pesantren have an extremely close pesantren community affiliation.

### Chapter 3 – The Schools

#### 3.1 Location

51 The 2,014 BEP schools in the survey comprised 1,510 MoNE schools and 504 MoRA schools. BEP schools were located in 240 districts (20 provinces), while the non BEP schools for the survey were located in 141 MoNE districts. 39% of BEP schools are located in Sulawesi. The small comparative sample (n=25) of non-BEP schools were located in Yogyakarta, a non BEP Province.

Figure 1 provides a breakdown of the number of BEP schools by major region.

52 Schools in Sumatra and Java are MoRA Madrasah. Overall, BEP schools comprise of three types of schools i.e. New School Units/USB (38%), One Roof Primary - Junior Secondary or SATAPs (37%), and MTs (25%).

**Figure 1: Regional Distribution of BEP schools**

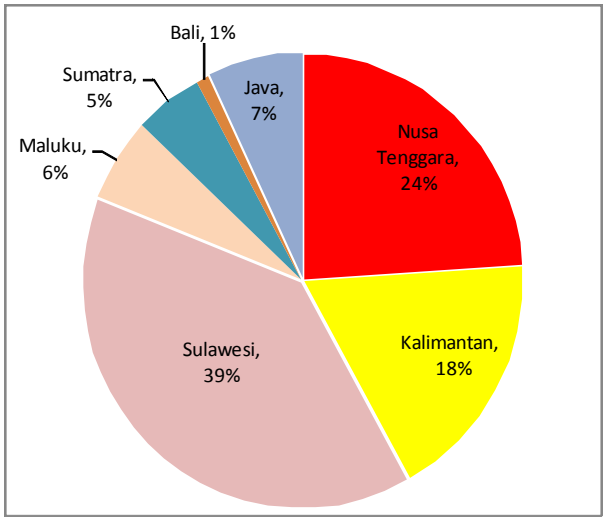



**Figure 2: On the way to a school in Sinjai, South Sulawesi, October 2009**

53 Of the 2,014 BEP schools included in the census, 1,898 are operational in the current school year. The remaining 116 MoRA schools will become operational in July 2010. The progress of school openings since 2007 is shown in Table 3.

54 As is discussed in a later section (4.1), this wide distribution of new schools has had a major impact on enrolment, access and participation.

**Figure 3: Location of AIBEP schools Operational in February 2010**

**Table 3: First Year of Operation of BEP Schools**

| Type | 2007 | 2008 | 2009 | Total Operational |
|---|---|---|---|---|
| MT-PSA | 45 | 159 | 185 | 388 |
| SMP-SATAP | 360 | 272 | 103 | 735 |
| SMP-USB | 357 | 240 | 178 | 775 |
| **Totals** | 762 | 671 | 466 | 1898 |

### 3.2 School Construction

- **The School Construction Committees (SCC)**

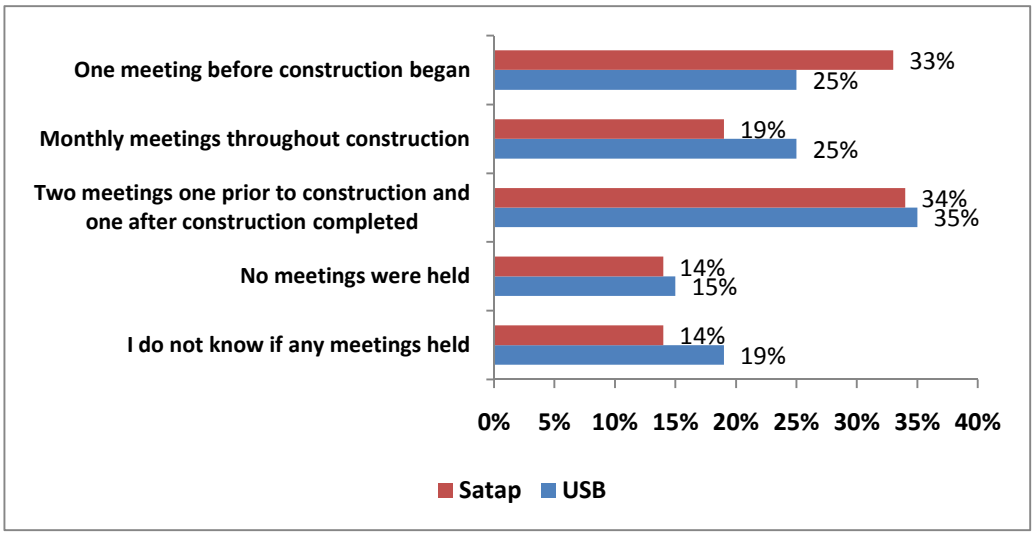
55 Through a public forum, each school community appointed a School Construction Committee or SCC to be responsible for the management of school construction. The SCCs were comprised of community representatives, including government officials (21% of SCC members were civil servants), village heads and other community members. One in four (25%) members was female.

56 In the majority of cases the SCC was headed by the person designated to be the principal of the new junior secondary school.

57 The SCC in turn set up a technical team, generally comprised of a builder, engineers and workers. The SCC was obliged to report construction progress through a regular public meeting. The school survey found that nearly 50% of the SCCs held at least four meetings with the public forum during the construction but 17% held only one such meeting.

58 The Parent Survey provided a somewhat different view as about 33% parents either did not know of such meetings or reported that no meetings were held at all (Figure 4). About 35% of parents were invited to attend a meeting prior to and on completion of the construction. Monthly meetings allowed closer community monitoring of the quality of school construction, but only 25% of USBs and 19% of SATAPs held construction progress meetings on a regular basis.

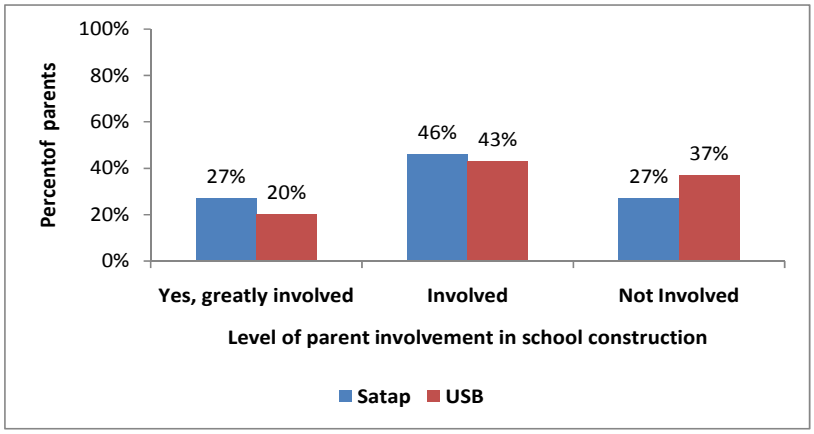
**Figure 4: Frequency of public meetings on school construction according to the parents**



59 Although around one third of parents did not attend an SCC public meeting, a majority of parents (65%) felt that they had been well involved (Figure 5). It shows that SCC public meetings are not the only measurement for involvement. There are other forms of "involvement" besides such meetings as reported during the interviews, for example a report from Sigi, Central Sulawesi, *"The community provided their land for free for the construction of this educational facility in their village…the construction of the road to get reach the school was also the initiative of the community. Hundred bags of cements were donated by the community to make the road to this school can be accessed by car".*

60 The level of parent involvement was greater in the case of SATAP construction due perhaps to the prior existence of a strongly identifiable school community based around the primary school and established patterns of communication.

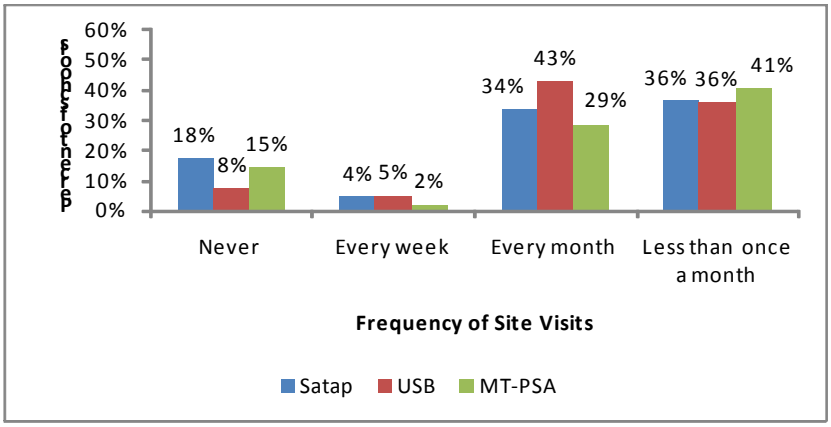
**Figure 5: Parent involvement in school construction**




- **Supervision from District MoNE**

61 In accordance with the Memorandum of Understanding between MoNE and the district governments, officials were assigned by the district governments to provide oversight of the progress and quality of school construction and 45% of schools reported monthly visits by the local supervisor (Pengawas). But in many cases, district officials made visits on a less frequent basis than warranted for a major construction project (see Figure 6). Some Pengawas visits were also supervisory visits to the primary school and not just construction supervision visits. Clearly, the major supervisory role fell to the SCC and to the CDC contracted on behalf of MoNE by the MCPM.

**Figure 6: Site Visits conducted by District Officials**




- **Satisfaction with Building Quality**

62 As shown in figure 7, the great majority of Principals (68-69%) of both MoNE and MoRA schools found that the construction quality was excellent and at least 82% report the construction quality as being above average or better. This view is very much in line with the view of most parents (70%-80%) who considered that the money for construction represents value for money (Figure 8). Nevertheless, there was a significant group of parents in MoNE schools (30%) who considered that the money provided to the SCC does not represent value for money.

**Figure 7: Principals' views on the quality of the new school for teaching and learning**

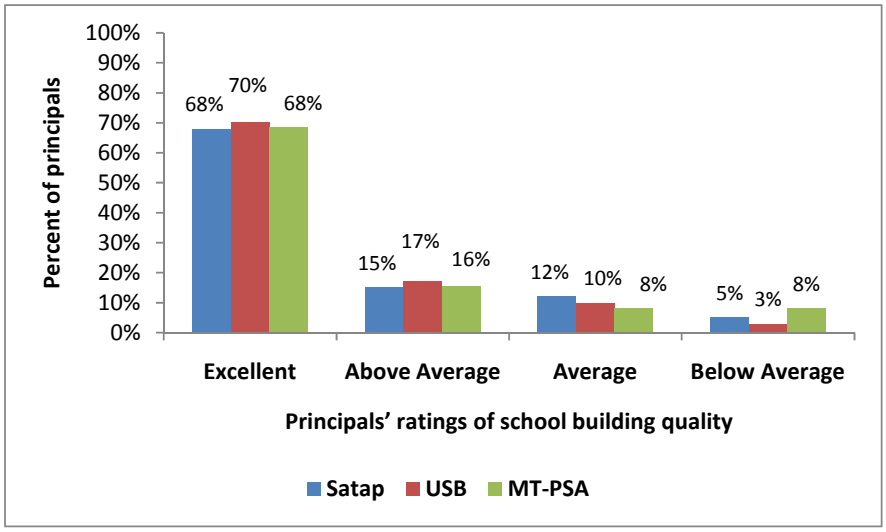
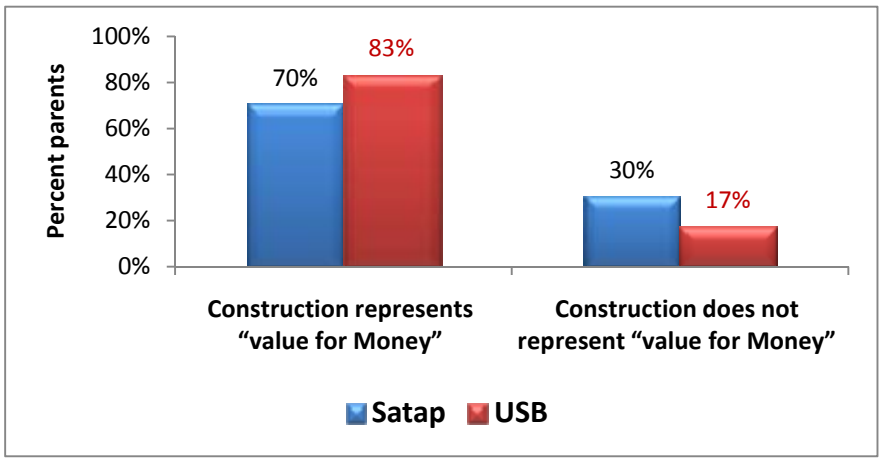


**Figure 8: School construction and 'Value for Money': the Parents' views**



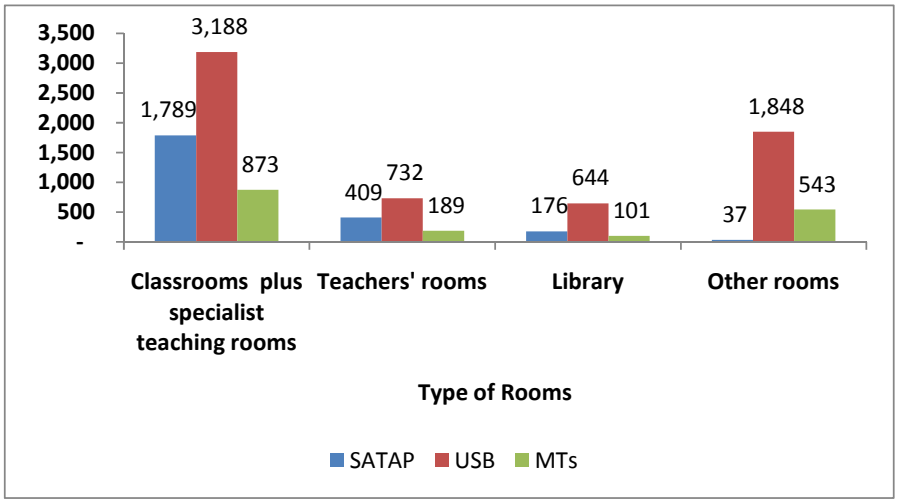

63 The SCC was also responsible to ensuring that any damage to the environment arising from the construction was minimal. AIBEP supported the schools to repair any environmental damage by planting a total of 52,874 trees across all construction sites. On average, a USB school ground was planted with 46 trees while SATAPs and MTs had 22 trees. Parents, teachers and principals were very much supportive of this practice and report that the trees have already added to the environmental quality of the schools. A number of districts contributed by building retaining walls to prevent erosion while the school buildings also included septic tanks for sewage disposal.

### 3.3 School Facilities

- **Classrooms and Student Places**

64 AIBEP has supported the construction of 2,014 schools (1,510 SMP, 504 MTs). On average, each SATAP has three classrooms and each USB has six classrooms. By constructing at least 6,787 classrooms and specialist teaching rooms, the program has established more than 200,000 new places at the BSNP national standard class size for junior secondary of 32 students per classroom and more than 270,000 new places if the student number is increased to 40 per room. If all available rooms, except teachers' rooms, were used for classroom teaching then the total number of potential new places greatly exceeds the program target of 330,000 new places.

**Figure 9: Rooms constructed through BEP**



65 The use of the 40 students per classroom is well established as the international standard because research has shown that it is uneconomic and inefficient to divide an existing class into two unless the number enrolled in that class is at least 40 students. In total, BEP has provided 11,432 rooms for schooling activities (Figure 8).

- **Other Resources and Facilities**

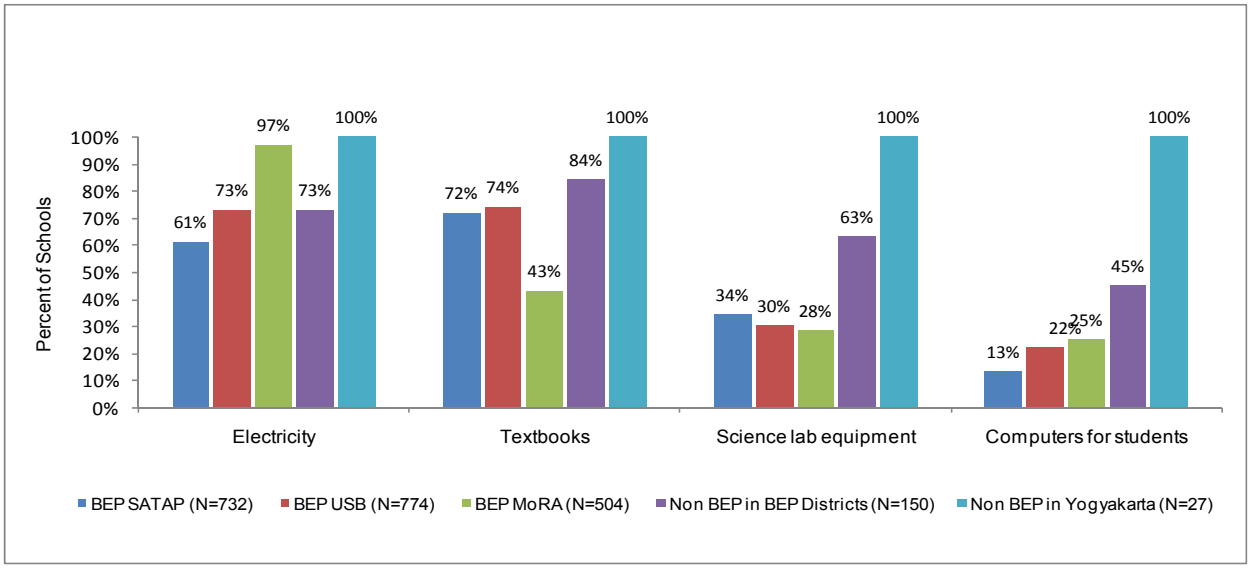
66 The lack of an electricity supply is a major problem in MoNE schools as more than 25% of schools report not having an electricity connection. But this is more a reflection of the infrastructure situation in the region as the percentage is the same with non-BEP schools in BEP districts. The lack of an electricity supply was not a problem in the MTs with only one of the new Madrasah not having a grid based electricity supply. This reflects their location within Pondok Pesantren, which are generally well established communities and also the fact that most MTs are located in Java and Sumatra and therefore have access to established electricity supply systems.

67 BEP schools did have the opportunity through the block grants to purchase an electrical generator but most opted not to do so as the schools lack the funds to purchase fuel and to maintain the generators.

68 BEP schools are still facing a big challenge providing textbooks for the students. One in every four MoNE schools (26%) reported that they were unable to supply each child with textbooks, while 57% of MTs schools reporting that students do not have texts.

69 Laboratory equipment is a major problem for all types of BEP schools. On average only one third of BEP schools have any laboratory equipment. During the interviews, both students and teachers confirmed this situation. Ms. Yohana Samaa, a Science Teacher in Konawe, South East Sulawesi reported as follows:*"As a science teacher, I have problem of the lack of facilities for science practice. No matter how good and interesting the materials are, they will be soon forgotten without practice. Science text books are not sufficient in number either."*

**Figure 10: School Facilities: Electricity, Texts, Lab Equipment and Computers**



70 13% SATAP and 22% USBs provide computers for student learning and only a slightly greater percentage of MoRA schools (25%). However, even those schools with computers generally lacked internet access and the teaching and learning opportunities that can be harnessed through internet access. In fact, only 18 BEP schools currently provide internet access for students. Teaching about computers can be an almost impossible task for the teacher (see Text Box 2).

71 On the other hand, computers for students are available in 45% of the non BEP schools in BEP districts and 100% of the non BEP schools in Yogyakarta. This is obviously a key area for potential future support by Government and/or external donors and Aid agencies if schools in remote and poorer areas are not to be forever disadvantaged in comparison with schools in the wealthier and more established areas. The comparison with the non BEP schools in the Yogyakarta sample simply shows the 'gap' between what is and what should be.

**Text Box 2**
**Teaching computer with imagination**

"I am a teacher in Teluk Sampit, 67 kilometres from Sampit, the nearest town in the area. I teach Physics and Information and Communication Technology. There is a fundamental lack of facilities to support students learning the subjects. The first and foremost is computer. The only teaching reference is book. How can it be possible to teach computer subject without computer?

I tried hard to figure it out. I draw parts of computer hardware in the blackboard and explain them to the students. I attempt to make the students understand the use of mouse, keyboard, monitor, et cetera. The eight graders should have practiced to use computer with Microsoft office program. Here, teacher has no other choice but to make students imagining the steps of using the program. As a teacher, actually I hope to make studying process interesting and challenging for the students".
*(Nur Shofa, SMP 1 Sampit, Central Kalimantan)*

72 MoNE schools have a very limited computer support for administration with only 26% of SATAPs and 31% of USBs reporting having a computer for administrative purposes. This compares unfavourably with the reported average of two computers for administration per school in the non BEP schools in BEP districts. As MTs were constructed within existing pesantren with established infrastructure compared to the MoNE schools, 74% of MTs reported having computers designated for administrative work.

73 For 67% of principals of the BEP MoNE schools and 88% of principals of the BEP MTs having just one computer for administrative purposes was seen as inadequate.

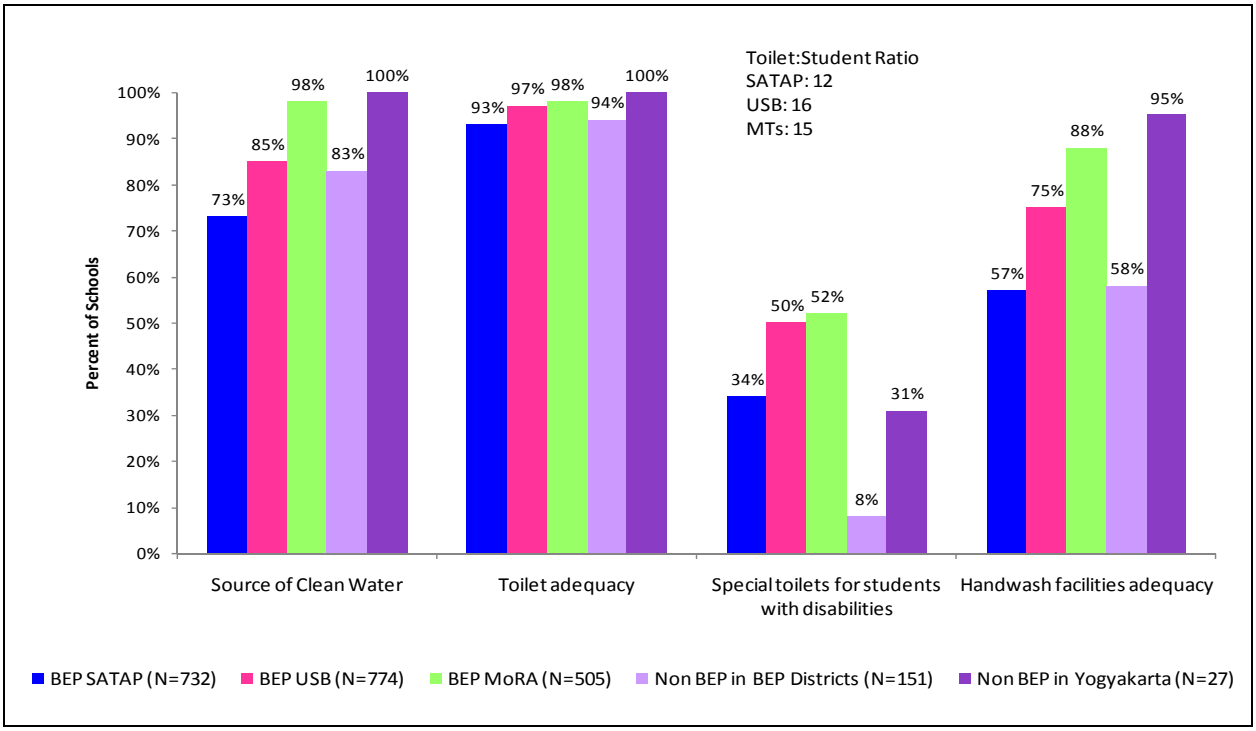
74 The lack of fixed line phone connections was an overwhelming problem in almost all BEP schools. Only about 2% reported having fixed line phone connections. MTs have better access to phone lines (14%) as the majority are located in established Pesantren. Non BEP schools in BEP districts were somewhat better off although even in those cases the incidence of a phone connection was just 1 in 4 schools. Most communication between the schools and external parties (District MoNE Office) was done by the principal through his or her personal mobile phone.

- **Water and Sanitation**

75 While most BEP constructed schools – 85% of USBs and 73% of SATAPs - do have a permanent source of clean water, approximately 30% of all BEP schools do not have adequate hand washing facilities, a major problem for the practice of effective hygiene.

76 All BEP schools have toilet facilities, usually separate for boys and girls. Given that the BEP schools have been constructed according to national standards it is not surprising that in excess of 90% of the BEP schools report that the toilet facilities are adequate.

**Figure 11: School Facilities: Water and Sanitation**




77 The advantage of the MTs being constructed within a pesantren is not limited to electricity, but extends also to water supply. Only six of the BEP MTs lack a permanent water supply but those six schools were still able to provide water through tanks. Consequently, 90% of the MTs surveyed reported having hand wash facilities and 97% reported having separate toilet facilities for boys and girls.

78 BEP upholds and has encouraged and facilitated through its support for 'inclusive education' (IE) a non discriminatory approach regarding schooling for disabled students. The commitment to IE has been implemented by constructing vital facilities such special toilets and ramps. Almost 50% of BEP schools have those facilities compared to only 8% of non BEP schools in BEP districts.

### 3.4 Overcoming the Problems of Inadequate Facilities

79 The BEP has provided 2000 communities in the more remote and/or poorer regions of the country with new junior secondary schools so promoting improved access to and encouraging increased participation at the junior secondary level of education. However, while the buildings are seen as generally very adequate and of good quality, the facilities of some schools are not yet up to the same quality standard.

80 The provision of laboratory equipment is the main priority of principals especially in MoRA schools (72%). Teacher rooms, housing for teachers, and improved water supply were the next highest priorities.

81 Although this survey indicated poor access to resources for intellectual enrichment, such resources were not always highest on the list of priorities for school principals. Only 14% of principals ranked reading materials as a major priority, while only 16% ranked computers for students as high priority and only 8% included internet access as a major development priority.

82 Parents and students have different yet genuine priorities, as they indicated the need for more full time teachers, more reading materials, more lab equipment, computers and clean water for drinking and hygiene purposes, as their highest priorities. Student interest in music is evidenced by the inclusion of musical instruments high on the list of student priorities.

83 As subsequent sections relating to school budgets show, the major barrier confronting schools as they strive to provide an improved learning environment is a lack of funds. Inevitably, progress to rectify the deficiencies in teaching and learning resources will be slow and these schools will take many years to catch up with the best in Indonesia, Several schools have already tried other solutions. One school successfully promoted *student to student cooperation*, whereby students from 'favourite' or 'sister' schools donate books to their peers in BEP schools. Another example was a district in which fresh graduates or final year university students were mobilised to teach voluntarily part-time in BEP schools. The 'sister school' concept may well be utilised with increasing frequency to allow schools that do have resources to share with the schools that do not. The networks of BEP schools promoted and supported through WSD may provide an active catalyst for such a development in the near future.

### 3.5 Maintaining Building Quality: Repairs and Maintenance

84 A majority of BEP schools (70%) reported having a Building Maintenance Manual provided by the CDC. However, almost a half of them (47%) considered this manual to be too general and setting a high standard that does not match with local capacity.

85 During the interviews, one parent had specific concerns about how the CDC seemed to lose interest once the construction was completed and left them with insufficient knowledge as to how to ensure effective maintenance (Text Box 3). On the other hand, a community leader in Lombok Barat reported a different story where essential skills in building maintenance had been transferred to the local community. (Text Box 3)

**Text Box 3**
**School Construction Consultant and School Maintenance**

"We inquire that the consultant of this building trains us to maintain this school building, as we all have no skill in doing so and no sufficient knowledge on the technical matters related to the building construction. The consultant never visited us again as soon as the construction was finished. We collected money then did the maintenance according to what we know"
*(A parent from Kupang)*

"Most of the construction workers are from this village. During the construction, we have learned from the consultant (CDC) techniques on how to build a strong concrete construction as well as how to maintain it. Our workers now feel more confident to work in other area"
*(A community leader from Lombok Barat)*

86 Improving knowledge and skills on maintenance must be a priority, as it has been raised by respondents as one of the most essential subjects in WSD program. However, even when comprehensive planning, knowledge and skills for asset management and maintenance are in place, funds for repairs and maintenance must also be sufficient. The average funds allocated for repairs and maintenance in a non BEP school (IDR 71,000 per student) is far higher than a BEP school (IDR 30,000 per student). Ensuring an effective maintenance strategy, including funding, must be a key aspect of school planning and management in all BEP schools.

### 3.6 School Management

- **Principals**

87 All – 100% - of the Principals of BEP schools met the regulatory requirement of at least an S1 degree.

88 Overall, 13.20% of Principals in BEP schools are female – 13.4% in the case of MoNE schools, 12.4% in the case of MTs. These figures are almost identical with the national pattern for junior secondary schools (13.4%) and with the situation to be found in non BEP schools in BEP districts (13.3%). In part this is a result of the traditional view that men should be the leaders but also is a product of the reality that women have less mobility than men and are less able to take up new promotion opportunities that may be much further away from their current school.

89 A special condition applied to Gorontalo, a province with the highest percentage of female principals (41%) and to its neighbour province, North Sulawesi (38%), and also to South Sumatra (22%). Based on interviews with MoNE district office personnel in Gorontalo and Minahasa (North Sulawesi), this high proportion of female principals in BEP schools is a direct result of the local government's policy to assign younger Head teachers to newly established schools.

- **School Management Committees**

90 The important role of parents and community in improving teaching and learning quality is broadly acknowledged in Indonesia as it is internationally and the school management committee (SMC) is seen as the key mechanism for this participation. In fact, at the start of the school year 2009-2010, 97% of BEP schools had active SMCs.

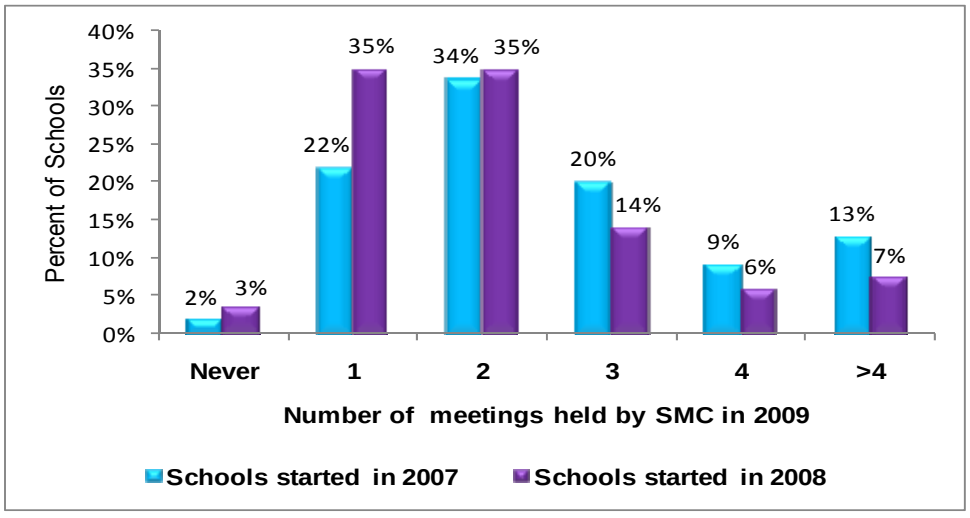
91 Women make up nearly 30% of SMC membership while there is about 5% representation from the private sector. This is in accord with Government rules governing SMCs.

92 SMCs reported holding one or two school management meetings during their first year of operation, with the number of meetings increasing in subsequent years (Figure 12).

93 The great majority of parents who are members of the SMCs were previously members of the school construction committees.

94 While great support is given to SMCs by the Government, the WSD program within BEP also has played a major role in further encouraging, facilitating and mobilising these committees. WSD has actively stressed the value of these committees and the importance of their various functions in supporting and improving a high and improving quality of education.

**Figure 12: Meetings held by School Management Committees**



95 70% of BEP schools started in 2008 reported that their SMCs had 1-2 meetings in the past year and 28% had met on more than two occasions. There were only a few schools (3%) reporting not yet having a meeting. This was reported in all cases as being the result of the fact that the schools had only recently become fully operational.

96 Among the agenda items which involved parents were discussions on school planning and budgets, curriculum, teaching, student assessment, fund raising, and others. Of all the topics, discussion on school planning and budgets was the main purpose or focus of about 50% of SMC meetings (50% in SATAPs and 56% in USBs) followed by topics relating to teaching and student assessment (28% in SATAPs and 22% in USBs respectively).

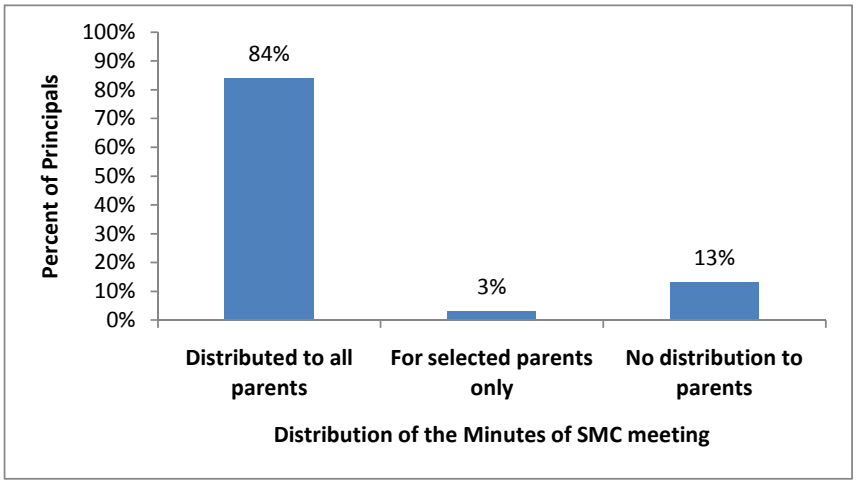
- **Communicating the business of School Management Committees (SMC)**

97 One means of communicating with parents and the wider community about the work of the SMC is through the Minutes of meetings. The Minutes provide the SMCs and their communities with an historical record of SMC work as well as allowing all members of the school community to better understand SMC priorities and efforts.

98 Indeed, 82% of parents indicated that their primary interest in reading the Minutes is to get information on what the SMC has been discussing. Even the great majority (85%) of those parents who do not currently receive the Minutes would like to do so.

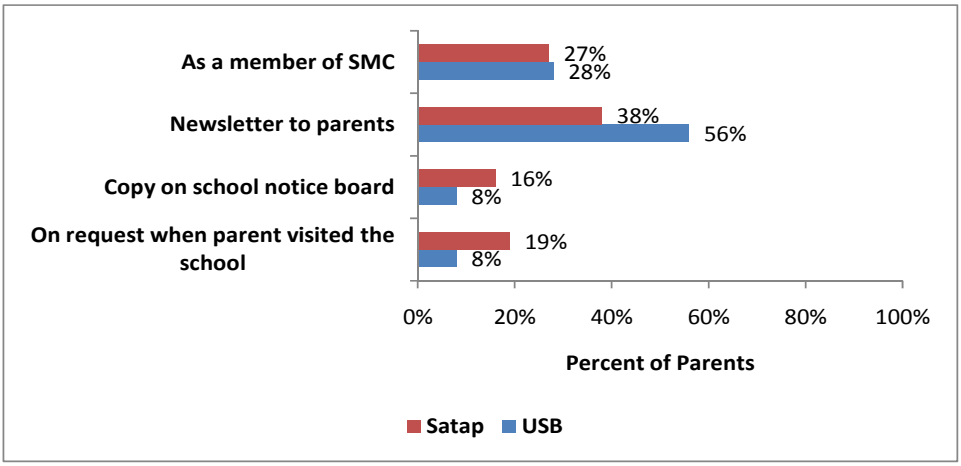
99 Dissemination of the Minutes of meetings is one indicator to assess the transparency of the decision making process through SMC meetings. Most of the head teachers (84%=1,692) reported that the Minutes were available to all parents and the community; 3% (60 schools) reported that the Minutes were available for selected parents and community members; and 13% (262 schools) said that Minutes were not available to all parents and community members. There is no apparent standard to select which parents should be on the distribution list. First priority is given to parents who are also members of the SMC and to parents who are considered as community leaders Since the 2008 survey, when only 54% of schools made Minutes available and then only for selected parents and community members, SMCs have improved their communication with the broader school community.

**Figure 13: Distribution of SMC Minutes to Parents (as reported by Principals)**




100 However, the high level of availability of Minutes as reported by school principals did not match with the proportion of parents (52%) who reported that they had never received the Minutes of SMC meetings.

**Figure 14: How SMC Minutes are distributed to Parents (as reported by Parents)**




101 Of those parents who received the Minutes, most (47%) reported that they received them through a Newsletter (Figure 14). However, this was most typical of USBs – schools which are larger and draw both students and community members from further afield than do SATAPs thus making school visits more difficult and more informal means of communicating likely to be less successful.

102 Almost 75% of parents reported that in addition to the SMC Minutes, schools had also been providing regular information (at least once per semester) about school development, policies and activities through newsletters and on request when parents visited the school. The majority of parents (66% of parents from SATAPs and 52% of parents from USBs) would prefer to have information from the school about school progress disseminated at least each semester.

103 SMC members usually have more opportunities than other parents to meet teachers and gather information about the school's progress and their children's progress. 86% of SMC members reported meeting teachers to talk about their child's progress, whilst the proportion was much lower (59%) among non SMC members.

104 However, rather than relying on scheduled parent-teacher meetings or expecting to join the SMC, there are a number of ways through which parents and teachers can communicate directly with each other. SATAP parents who had been in close communication with the primary school when their children were students at primary level, were more likely to open a communication channel with teachers than were parents of students at the USB. USBs tend to be located further away than the SATAP, at least for some parents, and many of the teachers are unknown to both parents and students. It takes time to develop close direct and indirect parent – teacher communications unless school principals and SMCs organise events that bring both together.

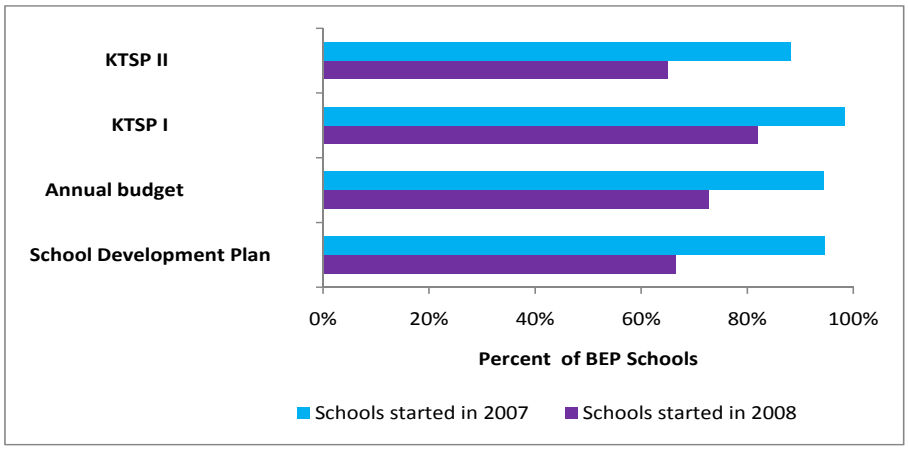
105 During interviews, parents made a number of suggestions about how to improve the services of the school management committees, especially in relation to improving student learning. They need more time to talk with teachers about student needs and progress and hope that this topic can be included in every SMC meeting, not only Agenda items relating to the school plan and how to raise money for the school.

- **School Planning Documents**

106 The School Planning Documents are important tools for the school management through which the school can define activities in line with their objectives, provide focused budgets, and indicate measurements of success. The Whole School Development Program (WSD) aimed to improve the

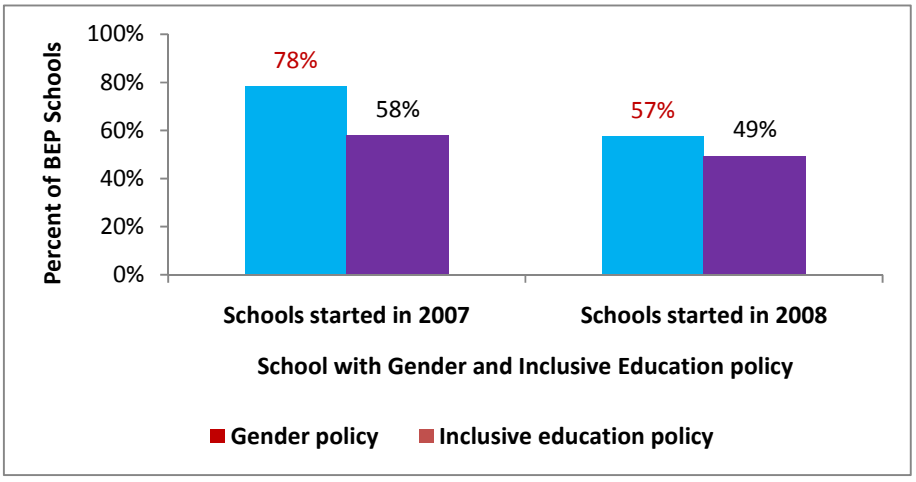
capacity of principals, teachers and other members of the school management committee to develop essential planning documents. Overall, as Figure 15 shows, more than 90% of the schools which commenced taking students in 2007 and which had all participated in the WSD program before September 2009 have four essential Planning Documents i.e. KTSP (Kurikulum Terpadu Satuan Pendidik -- Educator Integrated Curriculum) I and II, School Development Plan and the Annual Budget.

**Figure 15: BEP schools with Planning Documents**




107 The first schools to become operational in 2007 and to have benefited from the WSD program also demonstrated a higher percentage of gender mainstreaming and inclusive education policies and plans within their planning documents in association with increasing comprehension of the educational significance of those two issues. The quality of these two documents will undoubtedly improve further as the socialisation of the new national policies and Ministerial Regulations is completed.

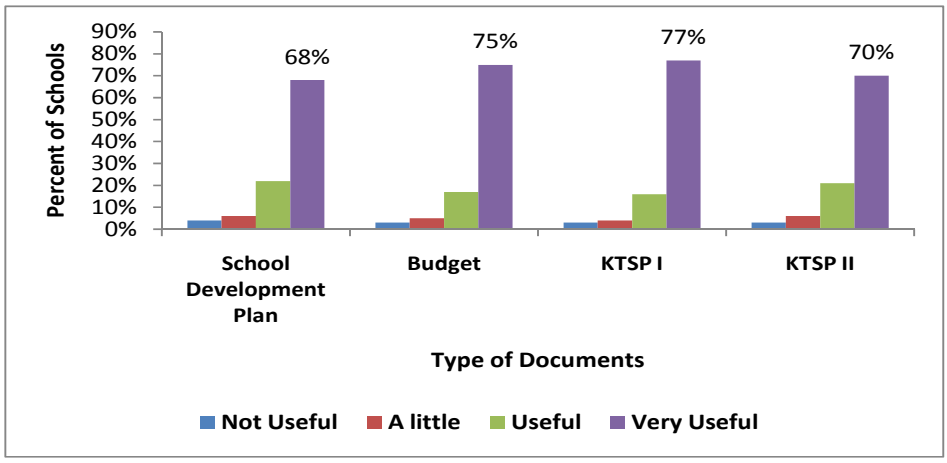
**Figure 16: BEP schools with Gender Mainstreaming and Inclusive Education Policies**




108 A majority of BEP school principals and SMCs reported that their activities were properly guided by planning documents - 67% of the schools that commenced in 2007 and 53% of schools which

commenced operation more recently in 2008-2009. Figure 17 shows the level of value and usefulness attributed to the various key planning documents by school principals and SMCs.

**Figure 17: Perceived value of planning documents**




109 Documents such as the School Development Plan, Budget, KTSP I and KTSP II are generally perceived as very useful. 70% of the respondents found that planning documents relating to School Development, Budget and Curriculum (KTSP I and KTSP II) of great benefit with only about 1% reporting that they are not useful.

110 Most (almost 85%) of the respondents reported the planning documents to be either realistic or very realistic and most respondents (almost 90%) also reported that the School Development Plan and Budget are very flexible. Good objectives and plans were those which were seen to have space and flexibility to compromise with external and unforeseen changes. Of course, these adjustments should be through an agreed process determined by the SMC.

111 Respondents identified five major barriers that have impeded the implementation of the school's plans. More than one third of principals considered lack of finance as the main barrier followed by lack of support from community, lack of local government commitment, delays in payment from the government, and their own limited technical skills to overcome the obstacles.

112 High quality planning should reflect both needs and aspirations. Through WSD, AIBEP has built the capacity of schools to develop and apply a school focused approach - School Self Supported Evaluation/SSSE - to evaluate their own performance. The percent of BEP schools reporting using an SSE approach is as follows: SATAP: 50%, USB: 49%, and Madrasah: 62%. This will increase with the roll-out of the new EQAS approach with its paradigm shift from central control and central monitoring to self control, self monitoring and self responsibility and accountability for quality improvement. This process will require the heavy involvement of SMCs and can be expected to provide a strong basis for quality improvement at the school level through its influence on planning.

- **Gender Principles in Practice**

113 Many principals and teachers commented that they had conducted many efforts to improve gender equality in their schools. The forms of activities that they carried out were generally similar, familiarisation of gender training from AIBEP to all teachers and staff and to parents and community members around the school. According to them, up to the level of receiving the idea, generally there is no problem. All teachers, parents, and community members around the school agreed with the basic principle that there is no difference between men and women, especially in terms of the right to get education and the opportunity for their children to grow and develop. The students interviewed in those schools agreed that they received no different treatment based on gender, either at home

or at school. All students agreed with and very happy to be treated equally without sexual segregation. Sumberbawa (a male student of Grade-IX SMPN 3 Ubud, Bali) mentioned: "... *never heard about gender, but I agree if men and women are equal in occupation, we can help and complete each other"*. Maria Aurelia Mogi (a female student of Grade-VIII SMPN 2 in Boawae village, Malalaja, Nagakeo, East Nusa Tenggara) stated "... *I don't really understand about gender, but I know that it is about equal rights of men and women, both suppose to be able to work together, as we always do in this school"*.

114 Almost all teachers in all schools considered that the best way to introduce gender equality to the students is through real action and examples. Text Box 4 provides example of these practice. Kristina Bunga (Teacher of Citizen Education of SMPN 1 in Sokolo'o village, Flores, East Nusa Tenggara) share similar opinion:

> *"Actually I myself do not really understand about gender issue, but we merely practice it in the day to day practices... The example that we often conducted in the classroom was during the group discussion among students... We formed small groups, mixing girls and boys, then it depends on them to decide who will be the leader, they share the tasks without any discrimination, both boys and girls...It makes them realise by themselves that the capacity of men and women are equal and there should be no differentiation of treatments"*

**Text Box 4: Gender in Practice**

(Photo above) One of the students of SMP SATAP Nunkurus, West Kupang, East Nusa Tenggara, has been assigned to read subject material to her fellow classmates both male and female.

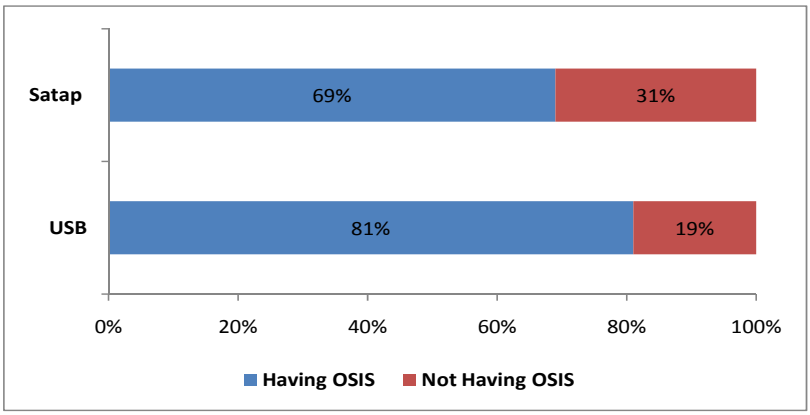
(Photo below) Students of SMP Pattallasang, Gowa, South Sulawesi, are finishing an assignment from their teachers through group discussion in one classroom involving both male and female students.

Most of the teachers in all schools surveyed admitted that the two methods, project assignment and group discussion, are the most effective means of socialising the meaning of gender equality among students. Without long verbal explanation, through these methods the students directly internalised by themselves the meaning of gender equality through concrete practices.

- **Student Councils**

115 A Student Council (Organisasi Siswa Intra Sekolah - OSIS) allows a partnership between school management, staff, parents and students for the benefit of the school and students they are representing. Many BEP schools have Student Councils (Figure 18) although they seem to occur more in USBs than in the SATAPs. Overall, a majority of students (75%) reported that members were nominated only by students and that there was an established practice of gender balance.

**Figure 18: Student Councils in BEP schools**



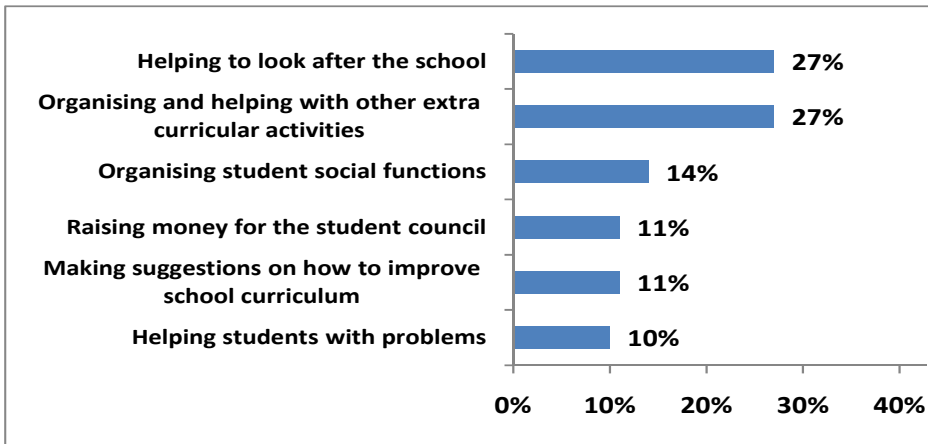

116 Ideally, members of student council are selected by their peers. By doing so, students have gained experience in the practice of democracy. Teachers' involvement in selecting the member nominees should be minimised.

117 In the case of SATAP schools, 72% of the student council members were directly selected by their peers, 11 % by their teachers, and the other 17% were selected from a list of nominees provided by their teachers. USB schools reflect a slightly better process as 77% of the student council members were chosen by students, leaving only 7% who were directly appointed by their teachers and 16 % elected from a list provided by their teachers.

118 In the survey, the students were asked to list three main activities of the Student Council or OSIS in their school. Figure 19 shows the six main activities listed by the students. Organising extracurricular activities and helping to look after the school share were mentioned by more than half of the students (54%). Although the student is the centre of the schooling process, the role of OSIS in giving inputs and feedback on how to improve the curriculum is not widely recognised and only 11% of students mentioned it.

119 An open question to students during the interviews found that many students favour widening the curriculum by including computer studies, typing, agriculture, farming, fisheries, foreign languages, arts (music and dancing) and martial arts. These could be offered either as curriculum based or extra-curricular activities.

**Figure 19: Involvement of Student Councils in School Affairs**



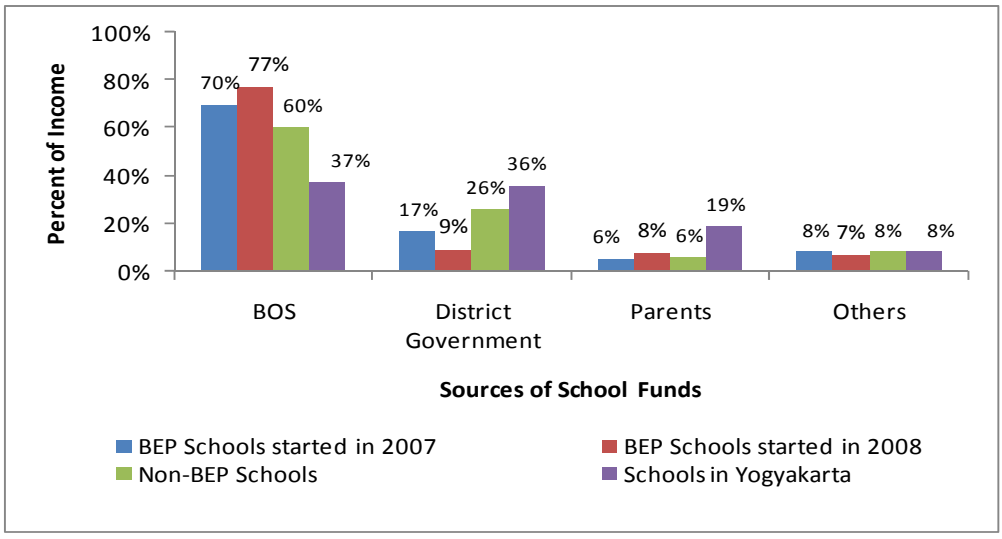

## 3.7 Financial Resources

- **School Budget**

120 In fiscal year 2009, the majority of each BEP school's financial resources were from MoNE through the BOS scheme (see Figure 20). For those schools that started in 2007, the proportion of their funds received from BOS was slightly lower than in their first year of operation and lower than for those schools which commenced operations in 2008. On the other hand, contributions from local government increased. Non BEP MoNE schools in BEP districts also reported a lower proportion of funding from BOS, but not as low as for schools in Yogyakarta (37%). Among the schools surveyed in Yogyakarta, contributions from parents almost reach one fifth of the total funds available and local government contributions (36%) are almost at parity with the BOS.

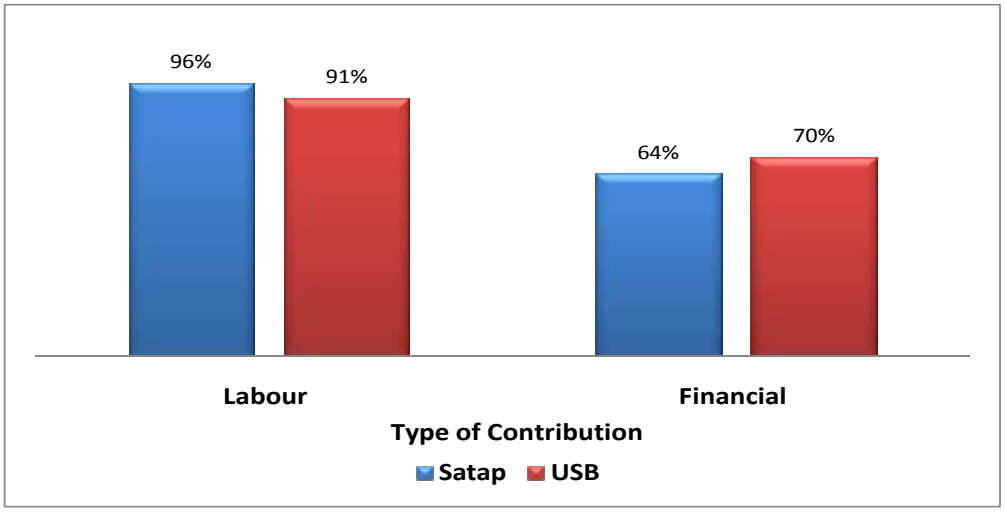
121 Ideally, schools receiving BOS funds should not generate any funding from parents and/or other sources than the BOS. However, the survey indicates a very positive community attitude to and a high level of participation in school development as 50% of BEP schools reported some sort of annual contribution received by the schools – from parents directly or through the School Committee – which were allocated for extra curricular activities such as computer classes and field trips.

**Figure 20: Sources of Funds for BEP MoNE Schools Fiscal Year 2009**



122 There is a wide variation in the annual budgets of BEP schools, reflecting both size and diversity in their development. One SATAP school in Central Sulawesi has an annual budget only IDR 17 million while another school in NTB reported annual budget of IDR 312 million. The median value is IDR 21 million for SATAP and IDR 30 million for USB. On average, the annual budget for a SATAP school is IDR 29.6 million (or IDR 560,902 per student) and for a USB is IDR 51.6 million (IDR 459,714 per student).

**Figure 21: Parent contributions to school maintenance**



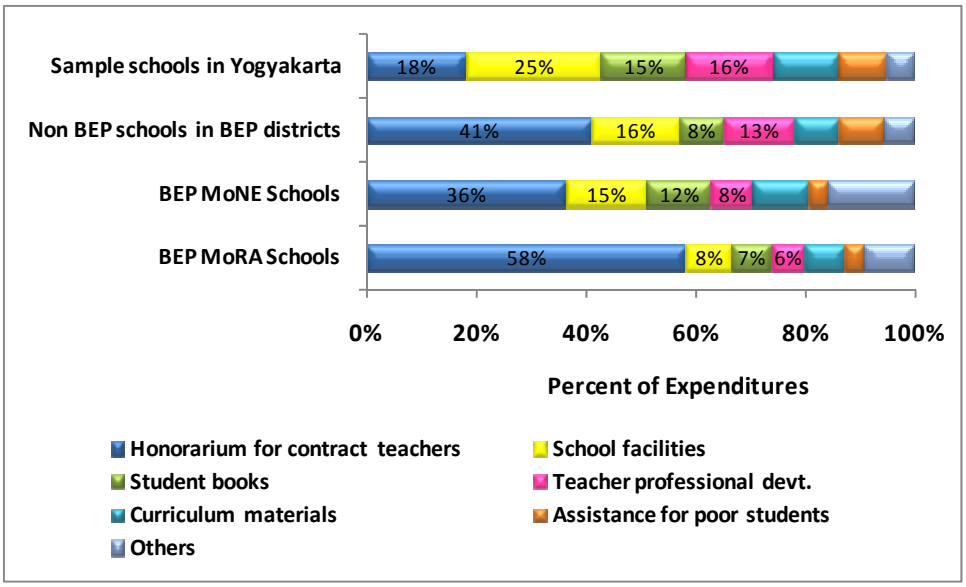

123 Of course, not all parent contributions are in the form of money. As Figure 21 shows, many parents contribute labour for various purposes to improve and maintain the school environment. The principal from SMPN Tassese (SATAP 0367) mentioned that *"we only announced to the community the school yard needs to be fenced. The next day, they came with bamboo and their own carpentry tools. Only in several days, the fence was finished. They even suggested painting it with red and white paint to make it more colorful. The school did not spend any money".* In fact, 91% of parent made contributions to school repairs and maintenance through the provision of labour and only 59% made cash contributions. But, irrespective of the modality of contribution, the parents do give and seem to give generously of time and money.

- **School Expenditures**

124 The school expenditures do not include salaries for full-time teachers (both civil servant and contract status). Their salaries are usually paid directly by MoNE district office, not through the school budget. The expenditure of the school budget was dominated in the case of both MoNE, and MoRA schools by payments of honoraria to contract teachers (see Figure 22).This also applies among Non BEP (MoNE) schools in BEP districts where on average, 41% of their expenditures is for payment of contract teachers. In the case of the MoNE schools in Yogyakarta, payment for contract teachers is only 18% of the total expenditures, lower than expenditure on school facilities.

125 The need to pay for contract teachers was most apparent in the reported expenditures of the BEP constructed MTs. On average, 58% of the expenditure of MTs was on honoraria for contract teachers, compared to 36% of the expenditure of BEP MoNE schools. This means of course that the MTs have less funds available for discretionary items supporting improved facilities, teaching and learning than do the SMPs. For example, despite the lack of reading materials and texts only a relatively small proportion of the available funds was spent on books – 12% for SMPs and only 7% for MTs.

**Figure 22: Disbursement of school operational budgets (Average % of available funds spent on specified items)**




126 Overall, these data on available funds and on expenditure show a very tightly balanced situation. Schools do not have much in the way of truly discretionary funding which can be used to meet the demands of quality improvement.

### 3.8 A Summary Comment

127 A total of 11,432 new rooms in 2,014 schools have been built through BEP corresponding to the national standards on school building quality and requirements. These rooms have functioned as classrooms, libraries, science laboratories and other rooms, despite the inadequacy of facilities such as electricity, permanent water supplies, books, computers and lab equipment.

128 Most schools have been operational with students enrolled, teachers engaged and classes functioning with only 116 MTs to become operational when the next school year commences in July 2010. Overall, this will mean more than 400,000 additional school places for SMP students across 240 districts including more than 150 districts in the economically poorer regions of eastern Indonesia. The community-based construction modality adopted by BEP has proven to be a highly effective approach to school construction measure in BEP construction programs supported by School Construction Committees, the supervision of CDCs and District Education officials. This community based approach has facilitated and ensured the greater involvement, collaboration and participation of school personnel, parents and community in school planning, budgeting, management and development.

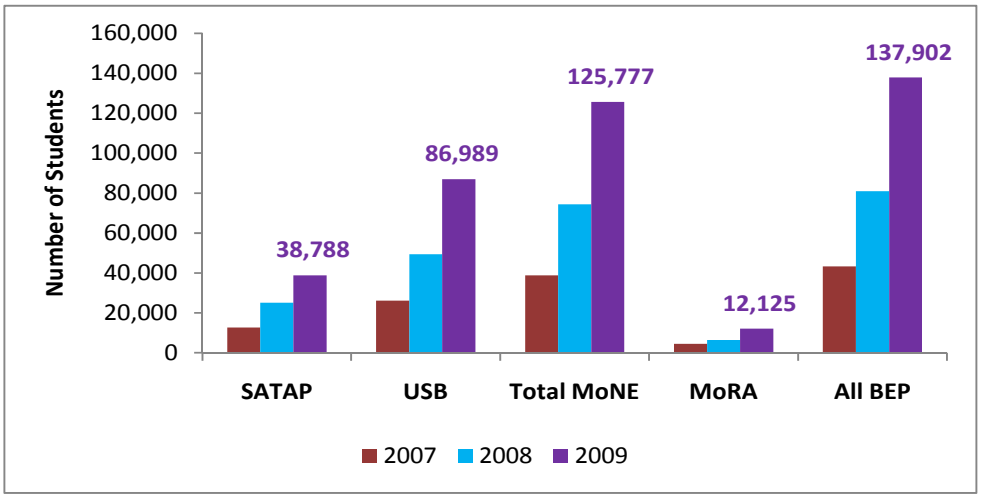
## Chapter 4 – The Students

### 4.1 Enrolment

129 The prime objective for constructing 2000 BEP schools was to improve access and participation at the post primary level by bringing junior secondary education closer to the community especially in poor and remote regions of the country. The targets are on track to be successfully achieved, as by the school year 2009-2010, the 1899 operational schools had enrolled more than 137,000 students. Figure 19 shows the overall growth in enrolment since 2007.

130 Of 137,033 students in school year 2009-2010, 47% (64,813) of them are in Grade 7. This figure is important in projecting forward the likely enrolment when all schools are fully operational.

**Figure 23: Total Enrolment in BEP schools**




131 The total enrolment of more than 137,000 also represents a high level of gender parity with 48.7% of female students.

132 On a per school basis the average enrolment of 129 students per USB is less than the national average of 328 students per school but greater than the average for USBs in eastern Indonesia which is only 90 students per school (MoNE database, 2008)[2]. The average enrolment in the BEP SATAPs is currently only 62 students per school. These figures can be expected to increase over the next two years as community awareness increases and the schools reach maximum intake.

133 However, across all BEP schools the distribution of student enrolment about the average is uneven. For illustration, a SATAP school in Poso, Central Sulawesi, has only 14 students, compared to a SATAP school in the nearby district (Parigi Moutong) with 330 students. For USB, the range of student enrolment is from 15 (Kotawaringin Barat) to 563 (Manggarai NTT). The smallest MTs is in Nganjuk, East Java with 8 students and the biggest is in Jepara, Central Java with 339 students.

134 During the period 2006 to 2009, the National Gross Enrolment Rate (GER) at junior secondary level increased from 88.68 to 96.18 an increase of 7.8%. In the BEP MoNE districts where school construction and other capacity building took place, the increase was from 75.98 to 88.40, an increase of 16.34%.

[2] MoNE (2008), Indonesia Educational Statistics in Brief 2007/2008, Jakarta

135 The change in the Net Enrolment Rate (NER) at junior secondary level was even more noticeable with the BEP district rate increasing on average by 25.2% over the three years from 55.07 to 69.10 compared to a national increase in NER from 66.01 to 71.60 or an increase of 8.5%. The graphs below (Figures 24 and 25) show the GER and NER distributions for the 141 BEP districts where BEP has constructed schools in partnership with MoNE. Figures (26 and 27) show the reduction in the number of BEP MoNE districts with low GER and NER levels between 2006 and 2009.

**Figure 24: Distributions of BEP Districts by GER (JSS – Junior Secondary School) 2006 and 2009**

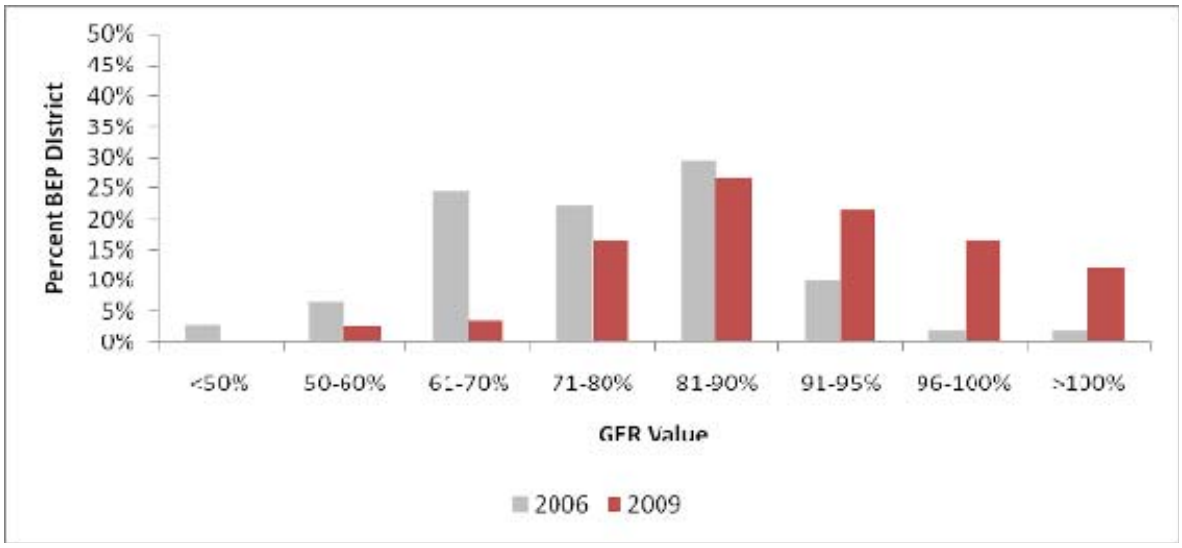



**Figure 25: Distributions of BEP Districts by NER (JSS – Junior Secondary School) 2006 and 2009**

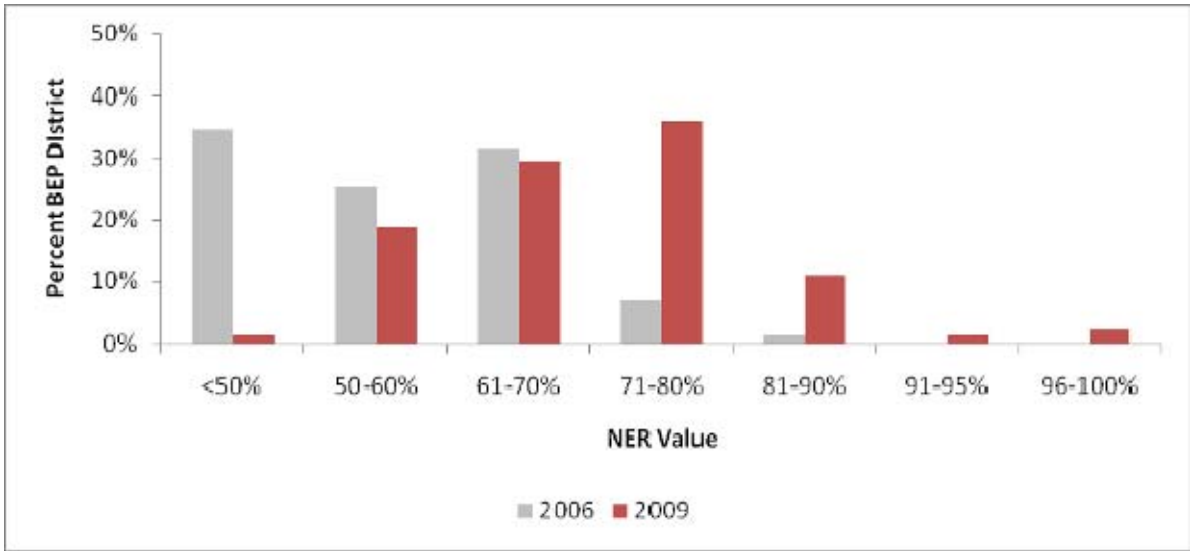


**Figure 26: GER at JSS (Junior Secondary School) in BEP Districts**

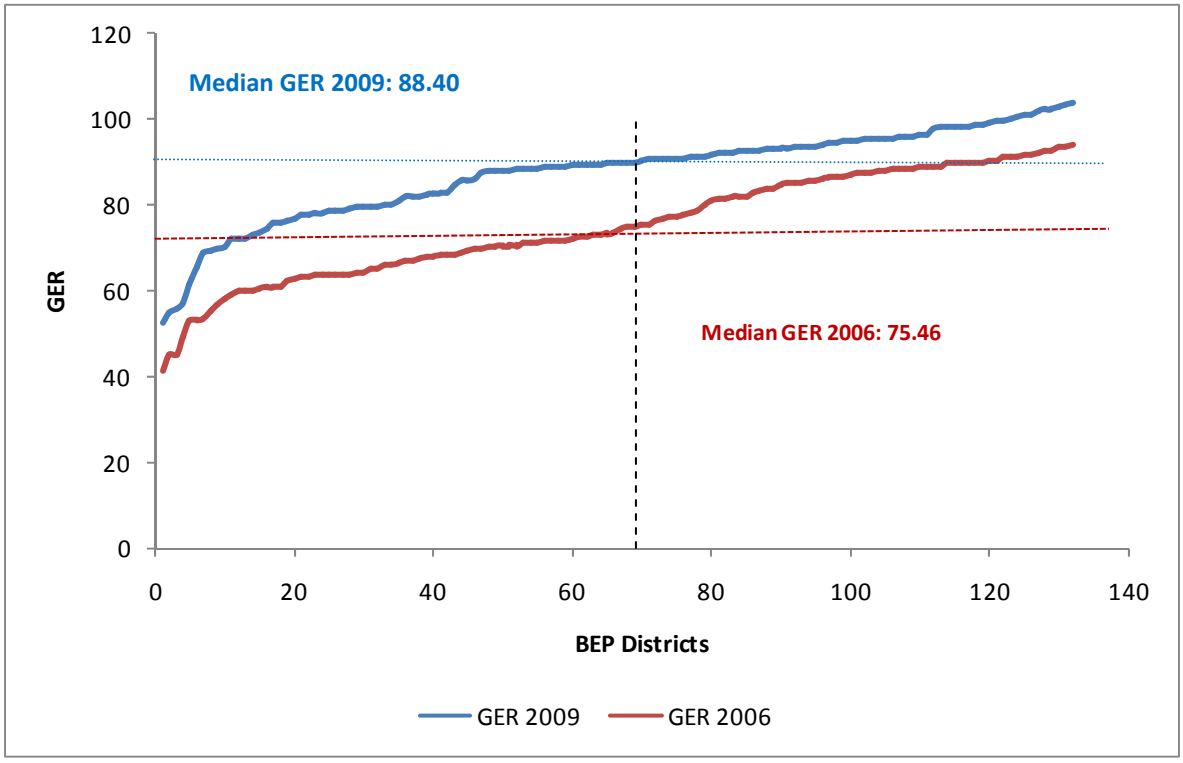
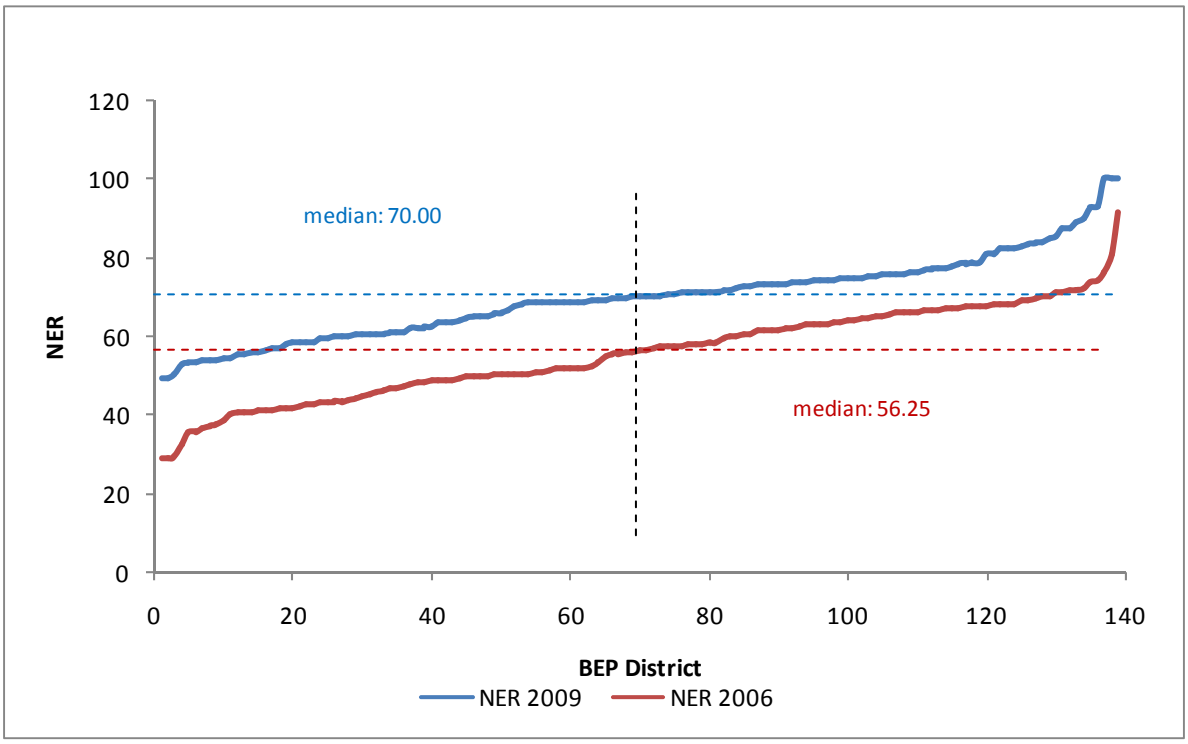
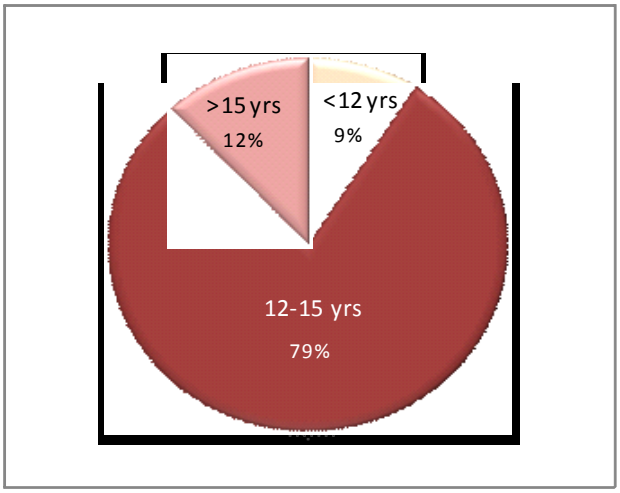



**Figure 27: NER at JSS (Junior Secondary School) in BEP Districts**



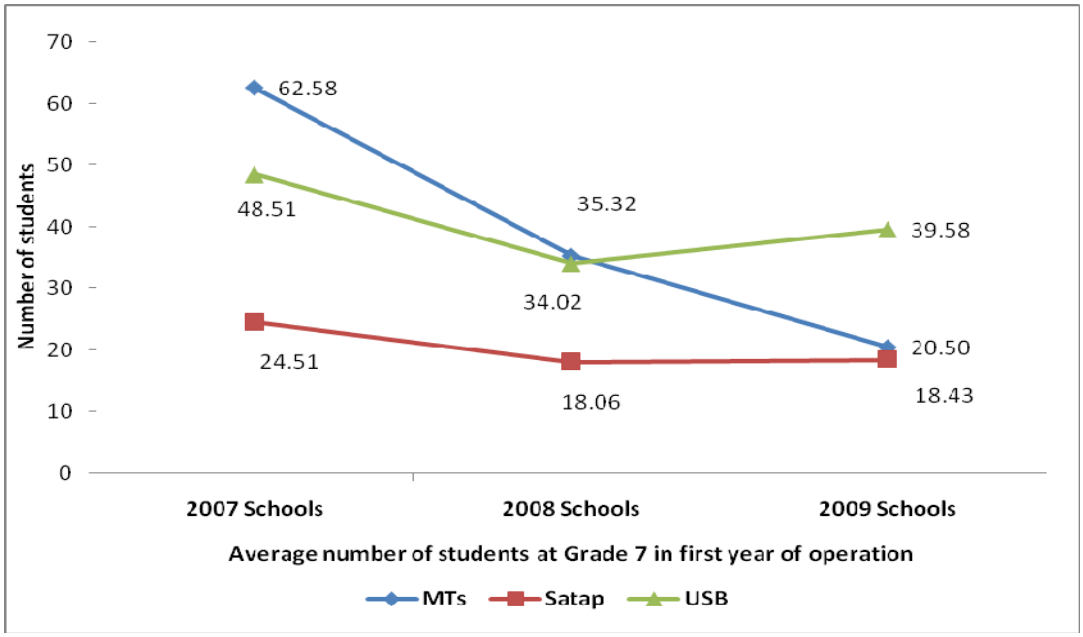
136 National figures show that 81% of JSS students are within the age cohort of 13-15 years, and most (79%) of the students in BEP schools are also within this correct age group (see Figure 28). The 9 percent of JSS students below 12 years old in BEP schools was similar to the national figure of 10%. 12% of BEP school students are over the age of 15 years compared to only 9% of students nationally. This may be the result of students previously enrolled elsewhere taking advantage of the new schools to complete JSS closer to home, perhaps after a period of dropout or other break in study.

**Figure 28: Age of Students**




137 The average (Mean) number of students at Grade 7 in the first year of operation is decreasing (Figure 29). In the case of MoRA schools the change is dramatic from 62.58 in 2007 to 20.5 in 2009. The first 45 MoRA schools in 2007 were located in relatively large Pesantren which had established primary schools (MI) with most students being boarders. The MI provided a strong feed of students to the new MTs and explains why those 45 schools had greater Grade 7 enrolments than the SMPs first established in 2006-2007. MTs established in later years were often located within smaller pesantren with smaller MI enrolments and have so far generated lower Grade 7 enrolments. Average Grade 7 enrolments at government SMP slumped after the first year but seem to have stabilised since then.

**Figure 29: Enrolment at Grade 7**




138 Examination of Figure 30 reveals that over the past three years the enrolment at each grade level in 876 MoNE SMP that became operational in 2007 is moving closer and closer to parity. Enrolment at Grade 7 is stabilising and a high rate of through-put or promotion and low dropout means that Grade 8 and 9 enrolments are trending towards the Grade 7 level. This suggests that

the long term enrolment at these schools will be perhaps at best a little more than three times the current Grade 7 enrolment or about 100,000 to 105,000 students. A similar pattern is apparent for the 45 MTs that were also opened in 2007 – Figure 23.

**Figure 30: Enrolment Progress in 876 MoNE first opened in 2007**

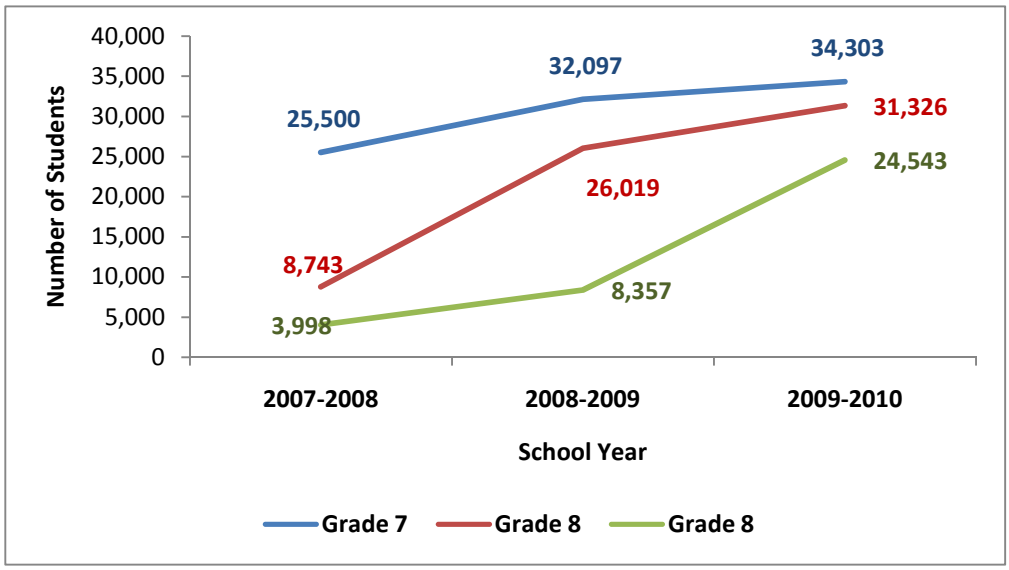
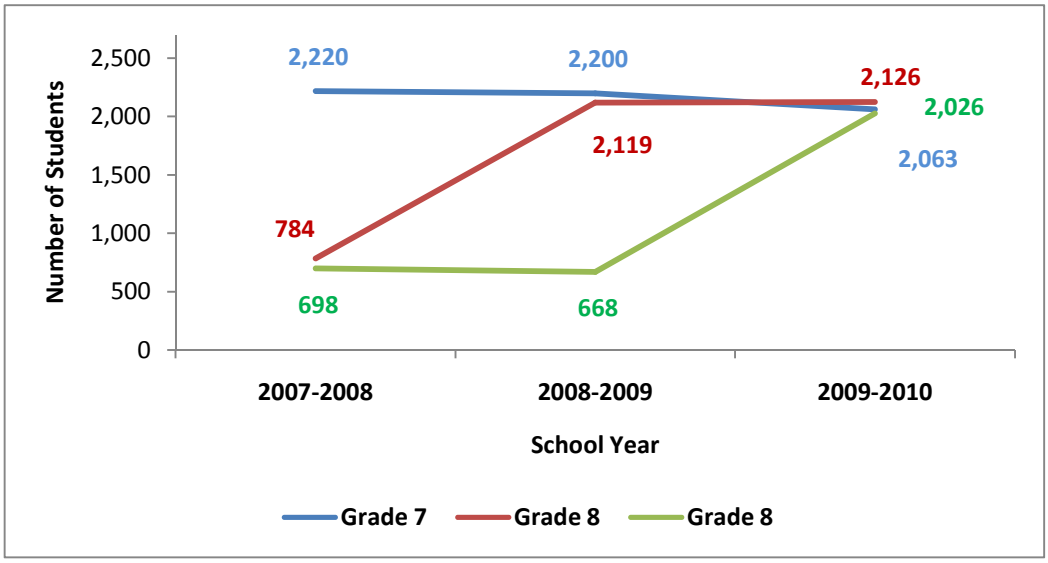
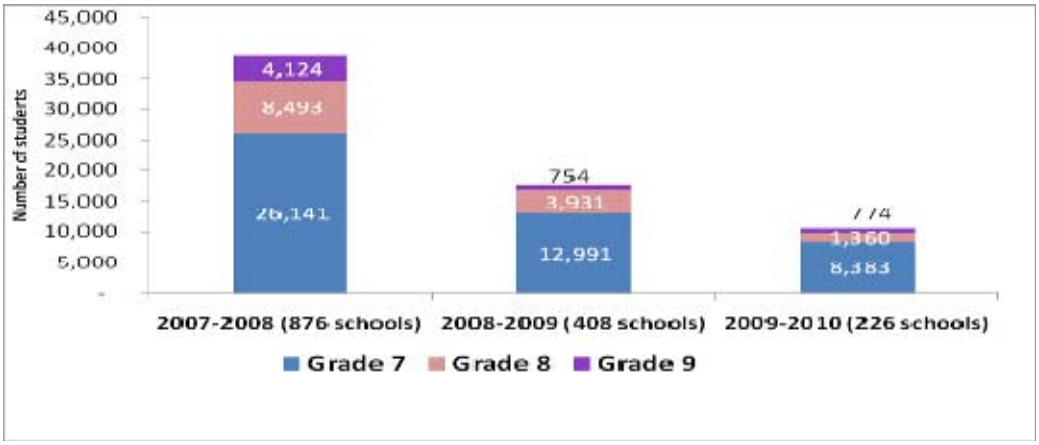



**Figure 31: Enrolment Progress in BEP MoRA schools**




139 Figure 32 shows that some of the new SMP especially some SATAPs had already allowed students to study for Grades 7 and 8 before the new school was completed and that some students had transferred from other schools. Those latter students took advantage of the easier and almost certainly cheaper access to the new school. However, the proportion of enrolments at Grade 8 and Grade 9 is decreasing, meaning that this sort of shift is probably a 'one off' event and cannot be expected to continue.

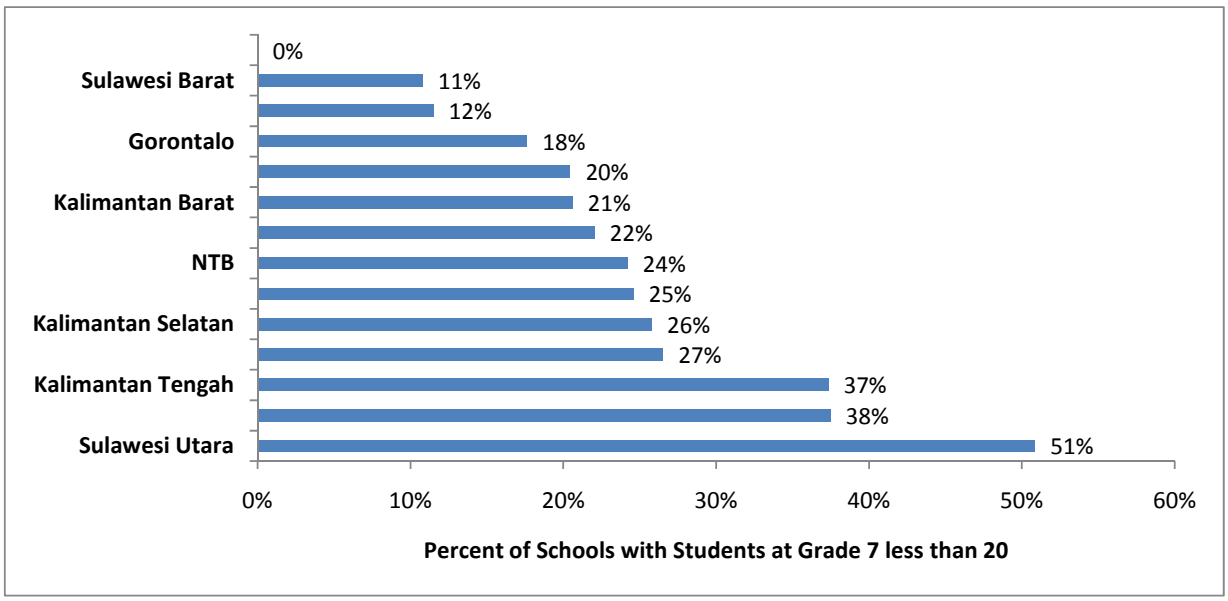
**Figure 32: Grade 8 and Grade 9 enrolments in First Year of Operation**




140 In total, there are 365 BEP schools that have less than 20 children enrolled in Grade 7. More than two thirds (68%) are SATAP schools, 19% are USB, and 12% of them are MTs. One third of these schools are located in ten districts i.e. Banggai, Banggai Kepulauan, Bolaang Mongondow, Kapuas Hulu, Kotawaringin Barat, Kupang, Minahasa, Minahasa Selatan. Minahasa Utara, and Melawi. Figure 33 below shows the proportion of BEP schools with fewer than 20 children at Grade 7 in each MoNE province.

141 It is possible that these low enrolment figures are due to fact that the majority of these schools (74%) are in their first year of operation. However there are 95 schools (26%) which are already in the second and third year of operation. These 95 schools consist of 42 SATAP schools, 22 USBs and 31 MTs. An investigation to the feeder schools for these 95 schools found that on average only 19% of the leavers from these feeders went to BEP schools, the majority of them (around 78 %) went to non-BEP schools available in the same areas.

**Figure 33: Proportion of BEP Schools with Children at Grade 7 less than 20**



### 4.2 The Feeder Schools: From where do the students come?

142 One of the criteria used in the site selection for new school construction is the number of Grade 6 students in potential feeder schools near to the site.

143 In February 2010, BEP visited 1,000 feeder schools listed on the selection database collecting enrolment data and information about the students who graduated from Grade 6 in June 2009, how many went to: (i) BEP schools (ii) non-BEP schools (iii) did not continue to JSS.

144 The survey found that on average a USB school has five feeders, SATAPs have an average of three feeders and each MTs has around seven feeders. For all MoNE schools, the feeders are local primary schools (SD and MI). In the case of MTs, the seven feeders may include up to four MI from outside the local area.

145 The main feeders on average provide between 60%-85% of the students. About 65% of the students in BEP MoNE schools come from two feeders; three feeders on average contribute about 80% of the new enrolment.

146 SATAP schools on average get nearly half (45%) of their Grade 7 enrolees from the SD to which the SMP has been added.

147 In the 1,000 feeder schools surveyed, about 66% of their students who graduated in June 2009 went to BEP schools, 30% to non-BEP JSS, and 4% were reported as not continuing to JSS, instead either working at home or in other employment.

### 4.3 Children from Poor Families

148 The survey defined a poor family as a family who is listed in the government's "Keluarga Miskin (Gakin)" scheme. This definition is used to provide a consistent standard in assessing poverty. In total the schools reported a slightly lower proportion of students from poor families between the 2008 and 2009 surveys – down from 51% in 2008 to 48% in 2009 – but absolute numbers were higher.

149 The three provinces in 2009 reporting the highest percentage of students from poor families were NTT (92%), Maluku (85%), and Gorontalo (79%). Together with Papua and Papua Barat, these three provinces are among the poorest in Indonesia. In particular, Gorontalo is the poorest province in Sulawesi (Susenas 2009[3]).

150 However, this survey found that poor families are not necessarily associated with malnourishment, as the proportion of malnourished students was reported as being only 3%. However, these data cannot tell us about the nutrition status of the children.

### 4.4 Number of children refused a place

151 The 2009 survey found that 24 schools had refused applicants a place in the new school. A total of 58 students were excluded because no place was available at the time of application. All refusals applied to students wishing to enter at Grade 7. An examination of the enrolment data at Grade 7 for these 24 schools combined with the number of classrooms indicated that 18 schools were overpopulated and the other six schools (all of them are MTs located within Pesantren) reported that the applicants were refused a place because they were unable or not willing to live in the Pesantren as boarders. This of course challenges one of the main premises on which the BEP construction program was based – namely to meet local demand for junior secondary education where no

[3] Survey Sosial Ekonomi Nasional (Susenas) is annual social economy survey conducted by BPS (Badan Pusat Statistik - Indonesian Statistics Agency). The 2009 Susenas data were published by BPS in "Statistical Yearbook of Indonesia 2009".

access was available – and also raises the issue of choice and whether parents were consulted and given a choice as to whether a government school or a Madrasah was the preferred option for meeting that demand. No students were reported as being rejected because of disabilities.

### 4.5 Physical Disabilities and Intellectual Problems

152 BEP has positively supported the concept and practice of IE by requiring that the BEP schools be constructed with ramps and special toilets that cater better for children with physical disabilities. The Government of Indonesia's policies as reflected in the recent Ministerial Regulation (No. 70/2009) on Inclusive Education on 5th October 2009 require that schools not refuse places to children with physical or learning disabilities and actually promote the idea that schools should reflect the broader mix of the society and not simply be enclaves for the most able. The interviews revealed that the commitment and also the capacity of BEP schools to respond to this regulation are still varied (see Text Box 5).

153 The proportion of students with intellectual problems was reported as higher than for students with physical handicaps (Figure 34). The principals in the school survey asked the Ministry to consider providing a more comprehensive level of support such as more trained specialist teachers, special learning and library facilities, and to promote peer group acceptance to affirm the value of inclusive educational settings.

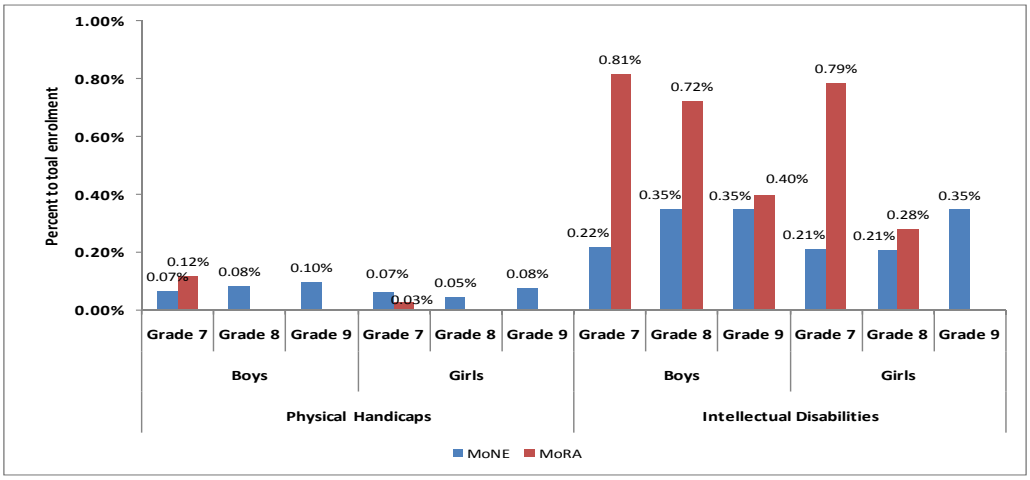
154 Many studies have shown a close association between physical, intellectual, health and social problems. Both the 2008 and 2009 survey reported that there were virtually no students with physical and intellectual disabilities who also showed evidence of social maladjustment. While this suggests that local communities, including school communities are very supportive of children with disabilities it also suggests that the BEP, and especially the WSD component, have successfully helped to overcome any latent stigmatisation.

**Text Box 5:**
**Service to Disabled Students: Commitment and Capacity of the School**

"...Our school is committed to observe the equal rights of the students with physical and mental challenge to get education... Our school has built the infrastructure, which is friendly for students with physical or mental challenge, for example sitting toilet and one special path" *(Adhi Wahyu, Headmaster, Kotawaringin Barat)*

"...Teachers are not ready to have students' physical and mental disability, because of the limitation of our capacity as well as our facility and infrastructure" *(A teacher from Gorontalo)*

**Figure 34: Physical Handicaps and Intellectual Disabilities**



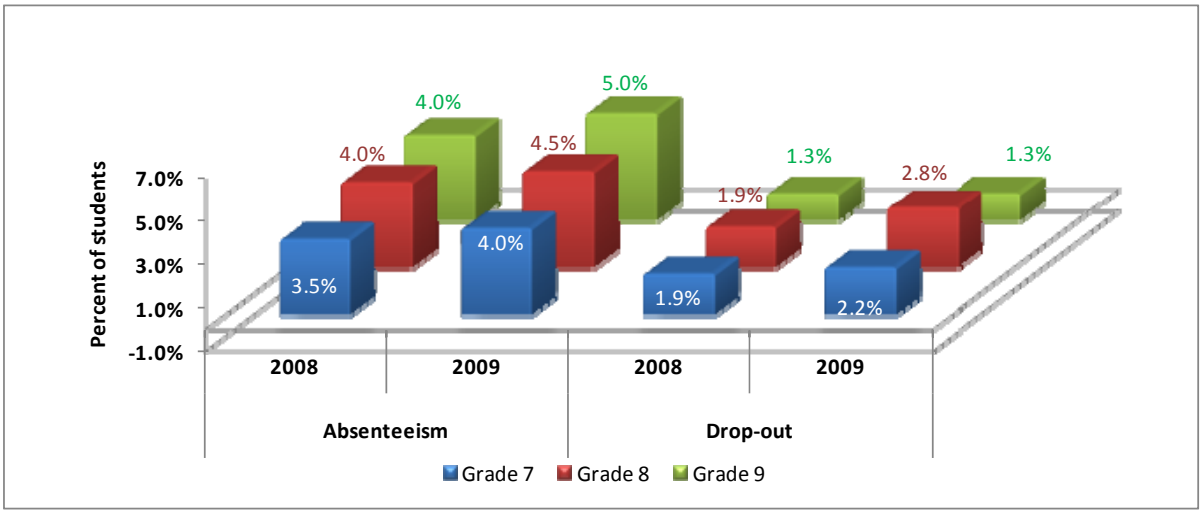
## 4.6 Absenteeism, Drop Out and Promotion

- **Absenteeism**

155 The schools were asked provide the numbers of children in each grade who did not attend the school on the day when the survey was conducted. This was essentially a one day snapshot of attendance patterns. The attendance was verified through direct observation of the individual classes by the enumerators.

156 The reported Absenteeism rate in 2009 was a little higher than 2008. The major reasons given for absenteeism in 2008 and 2009 were similar – (i) the child is sick and (ii) he or she is helping parents at home. Interviews with students in October 2009 documented that raining season in 2009 came earlier that year which meant that many parents were busy with their farming and needed the help of their children.

**Figure 35: Absenteeism and Drop Out**




157 Of MoNE students who were absent on the day of the survey, 74% were reported as ill, 12% were reported to be helping their parents, 8% having problems with transportation, and 6% as being absent for other reasons. The survey also found the level of absenteeism among boys was higher than girls for all types of BEP schools and in all grades. Follow up interviews with students in Kalimantan Tengah and Sulawesi Selatan conducted a few weeks after the school survey found that the absenteeism rate among boys was higher because boys were asked by their parents to help them work on the rubber plantations (Kalimantan Tengah) and with fishing (Sulawesi Selatan).

- **Drop-out**

158 The drop-out rates for girls in all grades are less than the rates for boys (Text Box 7). In 2009, the drop-out rates for Grades 7 and 8 were slightly higher than in 2008, but showed no difference for Grade 9. In total, in 2009 some 2,936 children (2.2%) dropped out and are no longer attending school and reportedly have not moved to another school.

159 The reasons given for these drop-outs include:- low income of parents (36%), looking for a job (25%), helping parents (18%), marriage (10%), no motivation (9%), intellectual problems (1%), long distance to school (1%), and physical disabilities (only 1 student). The first three reasons which are all poverty related accounted for 79% of the reported drop-out.

160 The overall drop-out rate was still below the national average of 3.4%, although four provinces had very high drop-out rates, namely NTT (22%), Sulawesi Selatan (18%), NTB (16%), and Kalimantan Barat (11%). Follow-up interviews with parents and students in NTT, Sulawesi Selatan, and NTB further supported the poverty effect. “Becoming migrant workers” and “helping their parents” were the major reasons reported by both parents and students

**Text Box 6:**
**Why drop out among boys is higher than for girls**

“The drop out cases among boys is generally because they have to help their parents to work at home”. *Mr. Suwandi, Parent, Kotawaringin Barat, Kalteng*

“Students dropping out from school are commonly boys because they have to help their parents earning money” *Mr. Ridwan, Principal, Polman, Sulsel)*

“There are many male students quitting which is caused by two factors, personal and environment. Parent’s economy ability also one of the factors. There are also male students having big postures and become an ‘ojek’ (motorcycle taxi driver) and it makes them reluctant to go back to school because they can already earn their own income.” *Ms. Rosa Maria, Teacher, Nagekeo, NTT*

- **Promotion**

161 Promotion is only applied by the school in Grade 7 and Grade 8, as promotion in Grade 9 is decided through National examination. There were 1,857 MoNE students (1.5%) and 302 MoRA students (2.5%) NOT promoted for continuing study in 2009-10. The proportion of students not being promoted halved from the previous year, yet was still higher than the national figure of 0.42% in 2008. There is no significant difference between boys and girls in terms of promotion from grade to grade.

- **National examinations**

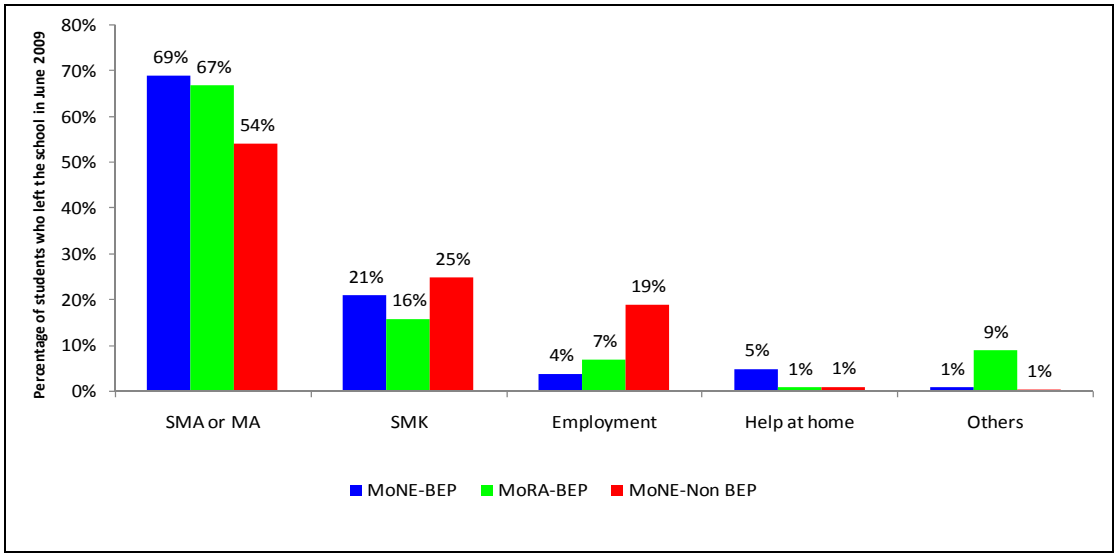
162 In total, 9,693 grade 9 students were reported as taking the national examination (Ujian Nasional) in 2009 with effective gender parity - 4,877 boys and 4,816 girls. Their reported pass rate was 87.63% - below the national pass rate for Grade 9 of 92.75%, but slightly higher than the pass rates for all schools in BEP districts (87.46%).

### 4.7 School Leavers and Aspirations to Pursue Senior Secondary School

**The Leavers**

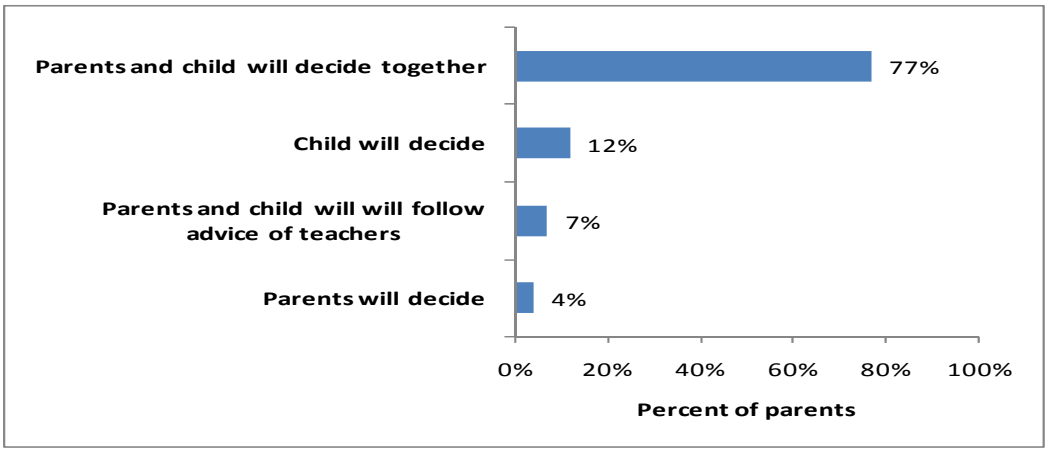
163 Nearly 90% of students leaving BEP junior secondary schools in June 2009 went on to attend senior secondary school (SMA, MA or SMK) compared to less than 80% of students leaving Class 9 in non BEP schools in the same districts (see Figure 36).

**Figure 36: Where did the school 'leavers' go?**




164 The survey reported only a small percentage (2%) of parents who did not want their children to continue to senior secondary school (SSS). The student survey reported also that only a small percentage (less than 2%) of students do not want to continue their study. SMA is preferred by the great majority of students (70%) as well as by the parents (65%). As students' plans are strongly aligned with parents' aspirations, the decision about what students will do after JSS graduation is generally the result of negotiation between parent and child (Figure 37).

**Figure 37: Who makes the decisions about what students will do after JSS graduation?**




165 Every effort is made by planners to ensure that schools are only built at sites where there is a sufficient and sustainable supply of students within the catchment area. Students and graduates of BEP JSS are definitely a significant supply for senior secondary schooling (SSS), and so there is a need for further investigation on the urgency of opening new SMA and SMK. The 2009 survey put additional questions to help the GoI identify those SMA and SMK to which the graduates of the BEP SMP and MTs are graduating.

166 In fact, 28 of the BEP junior secondary schools are currently providing senior classes to enable their junior secondary graduates the opportunity to continue their education even though no SSS is available nearby. Since the local authorities have limited ability to construct new schools, the

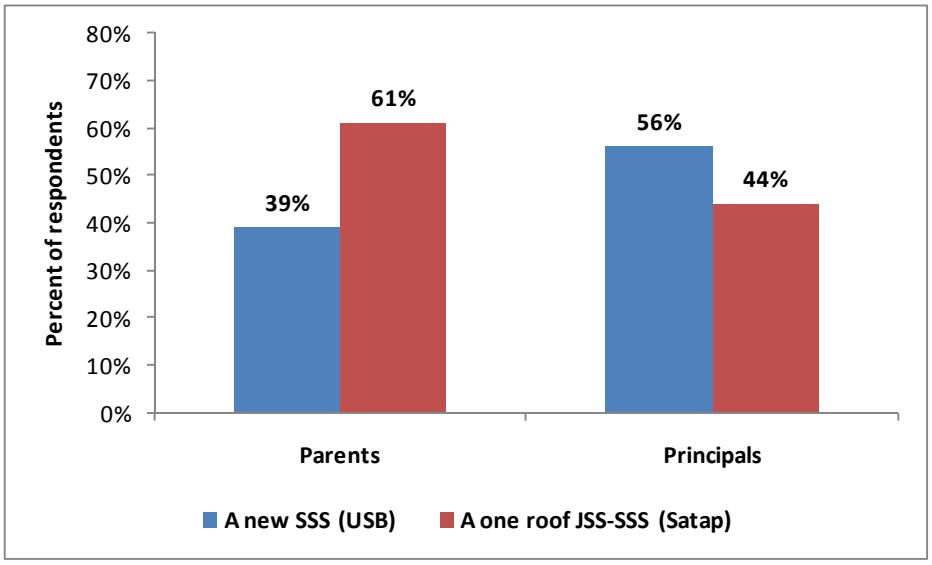
response to the increased demand for SSS was overcome by operating what might best be called 'emergency' SSS classes at the site of existing BEP schools. The need was confirmed by more than 50% of school principals who admitted that their graduates do not have sufficient access to Senior Secondary School (SSS).

167 In relation to SSS access within the areas, 74% of parents confirmed that their children would have sufficient access in the sense that places are available, but the distance to the nearest senior school was regarded as being too far – often more than 10 kilometres.

168 Parents and the principals have different aspirations on how access to senior secondary education should be increased (see Figure 38). A majority of parents (61%) preferred to have SATAP type development by adding Grades 10-12 on to an existing SMP, whereas a majority of school principals (56%) suggested the building of more new senior secondary schools of the USB type.

169 The data indicates that there is a need for all districts to begin planning for a more integrated provision of infrastructure from pre-school through to and including senior secondary. Failure to do so will almost inevitably result in wastage of scarce resources and other operational inefficiencies and also a lack of opportunity for many junior secondary graduates in the BEP districts.

**Figure 38: Strategies to increase access to Senior Secondary Education favoured by parents and principals**

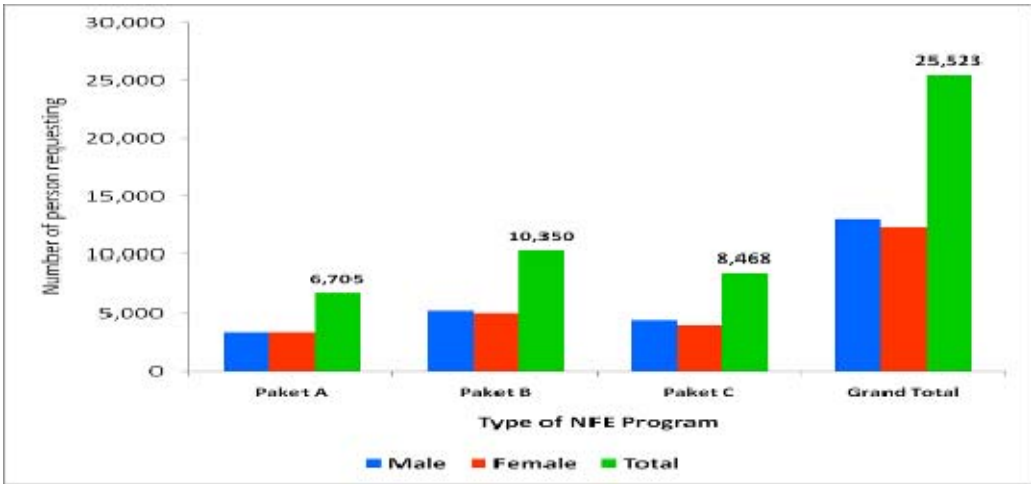



## 4.8 Prospective Students for Non Formal Education (NFE)

170 Non formal education may take place both within and outside educational institutions and cater to persons of all ages. The education program offered includes adult literacy, basic education for out-of school children, life-skills, work skills, and general culture. Some programs – Pakets A, B and C – are designed to provide for students who have previously failed to complete primary, junior secondary and senior secondary respectively. 564 (28%) BEP schools reported strong demand (more than 32 potential students per school) for NFE from the communities surrounding the schools with total potential student numbers in excess of 25,000 (see Figure 39). Almost half of the demand is for Paket B (10,350). BEP schools have the potential to meet this demand as more than half of BEP schools (59%) are willing to provide a room and teachers for non-formal education classes after school hours.

171 Across all schools and communities the total potential demand for NFIE programs of all types was 34,565 students.

**Figure 39: Non Formal Education in BEP Districts**



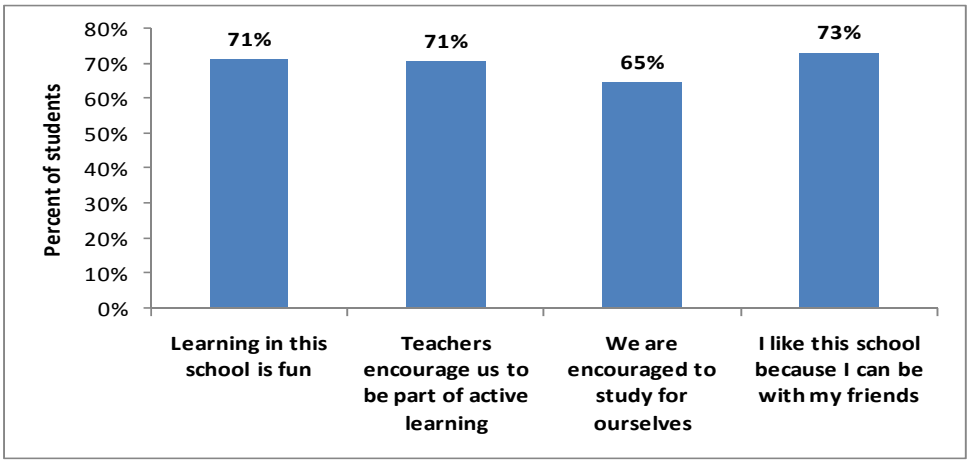

172 MCPM ascertained from the district survey that there are few if any barriers to the BEP schools offering to provide NFE classes. Generally, all that is required is a letter of request to the Head of District Education (Kepala Dinas Pendidikan). Some BEP schools have already begun offering classes at the request of their communities.

### 4.9 Students' Views on Schooling

173 It is interesting to read answers from students about the schools they attend.

174 Figure 40 shows that students strongly agreed[4] that learning in their schools is fun (71%), that teachers encourage them to be part of active learning (71%), that they are encouraged to study for themselves (65%), and that they like the school because they are with their friends. This is undoubtedly a strong motivator for attending a local school which is also most likely to be attended by your friends and relatives.

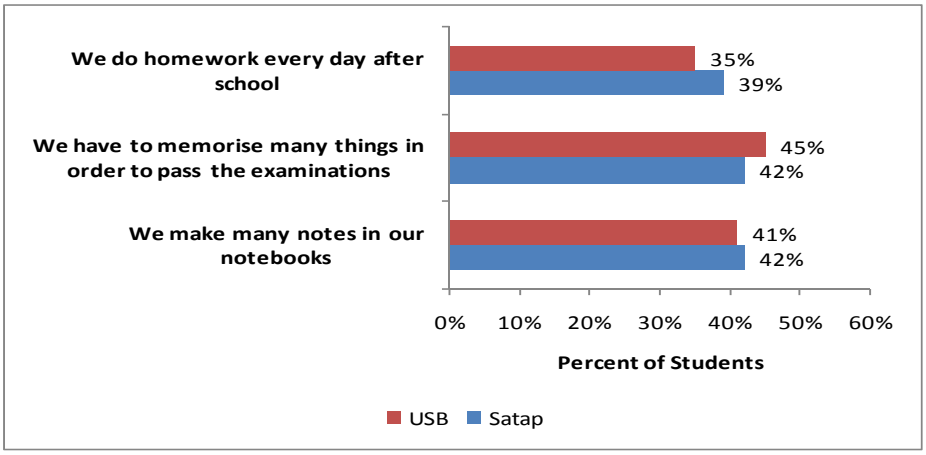
**Figure 40: Attitudes to schooling: the students' views**




[4] In the survey, the students were asked to circle the number (1=strongly agree to 5=strongly disagree) that they felt best represented their views.

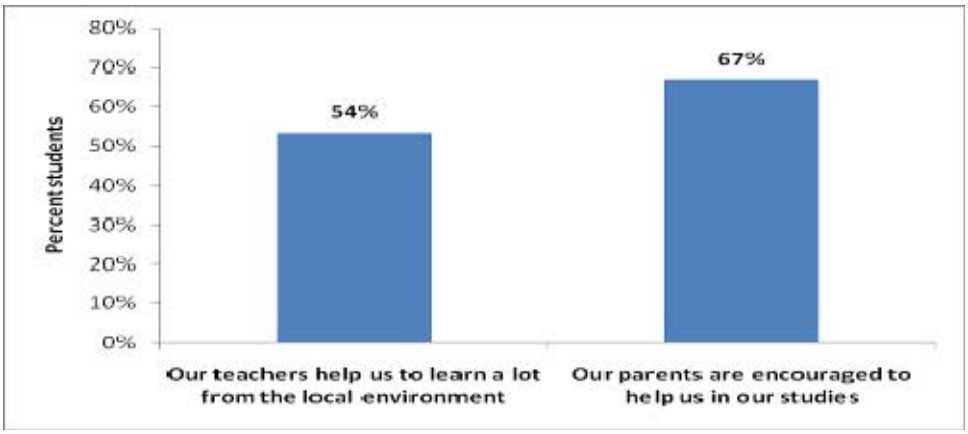
175 On the learning process and perhaps in some ways contradictory to the previous views (para 175 above) students also said that they have to make many notes, commit much to memory, and do homework every day after school (Figure 41). However, teacher favouritism of the better academic students is not regarded as a problem, only one out of four students strongly agreeing that their teachers favour the best students.

**Figure 41: Students' views on the learning process**




176 Positive support both from their teachers and parents is strongly identified by the students as motivation for learning. Figure 42 shows that more than 50% of students strongly agreed that their parents are supportive to their studies. They also agreed that their teachers help them to learn from their environment and to maintain a purposeful linkage with their environment.

**Figure 42: How parents and teachers support student learning: Student views**

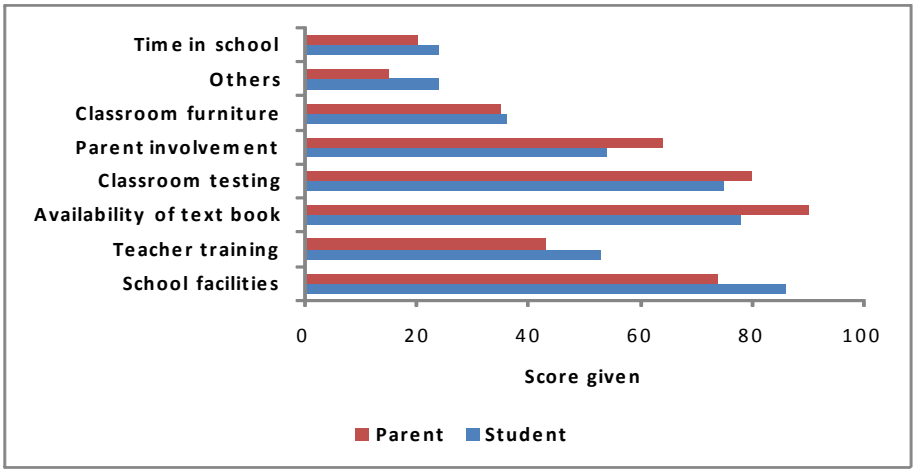



## 4.10 Factors contributing to student learning

177 When asked to indicate their choice of the three most important requirements for improved student learning, students gave high importance to having improved school facilities, availability of text books, and classroom testing. When the same questions were asked of parents, they indicated the same factors i.e. greater availability of textbooks, classroom testing, and school facilities (see Figure 43). Many students and the parents seem to share the view that their teachers are qualified enough and so the answer to improved learning does not necessarily depend on teacher training. Their priorities instead are focused on improving general school resources and activities including text

books and better use of classroom testing, although both of these require competent teachers if they are to be effective in raising learning performance.

**Figure 43: Perceived importance of factors contributing to student learning: Parental views and Student views**




## 4.11 A Summary Comment

178 A total of 137,033 students were enrolled across Classes 7, 8 and 9 in school year 2009-2010 with 48% of those students coming from families qualifying for Government support under the Keluarga Miskin (GAKIN). Even so, despite this support, drop-out due to financial considerations is still a major concern. The boys' drop-out rate is higher than for girls due to the fact that more boys are expected to help out by working at early age to bring more income for the family. However, the fact that nearly 90% of students leaving BEP schools in June 2009 went on to attend senior secondary school (SMA, MA or SMK) compared to less than 80% of students leaving Class 9 in non BEP schools in the same districts reflects highly on their finishing grades in junior secondary, on their teachers and parents, and on their aspirations to keep learning even though the economic difficulties are great.

179 Gender parity in BEP schools is high with 48.7% of female students. BEP schools fully support the principles and practice of Non Formal Education (NFE) and Inclusive Education (IE) by providing NFE classes and through their efforts to accommodate the needs of all students, including those with disabilities. No student was reported to have been refused a place because of physical or intellectual disability.

180 Overall, the enrolment in the BEP schools is expected to increase over the next few years as community awareness and appreciation of the importance of children's education becomes more extensive and the existence of these newly constructed BEP schools becomes more widely known.

181 Of course, the potentially negative impact of having insufficient places in reasonable proximity for all those Grade 9 graduates wishing to continue their senior secondary education should be a matter of concern to authorities at all levels.

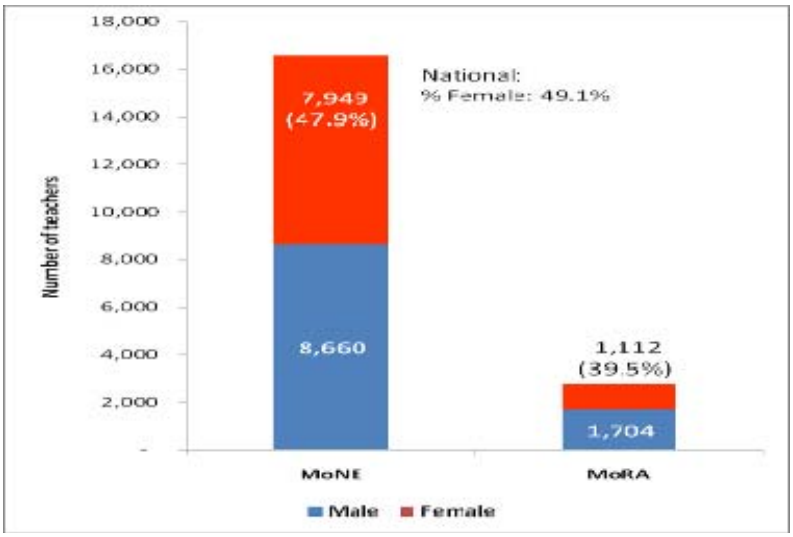
## Chapter 5 – The Teachers

### 5.1 Profile of BEP Teachers

182 The average number of teachers in the BEP junior secondary schools is 13 for USBs, 10 for SATAPs and 14 for MTs. Overall, the figures are well below the average number of teachers nationally, which is currently 24 teachers per government junior high school, and 20 teachers per MTs. This reflects the larger student numbers in the more established schools and more densely populated regions of Java and Sumatra and the early stage of development of the new BEP schools.

183 Figure 44 shows that currently the proportion of female teachers in BEP MoNE schools is 47.9%, much closer to the National rate for female teachers (49%) than the proportion of female teachers in the BEP MTs (39.5%).

**Figure 44: BEP Teachers**



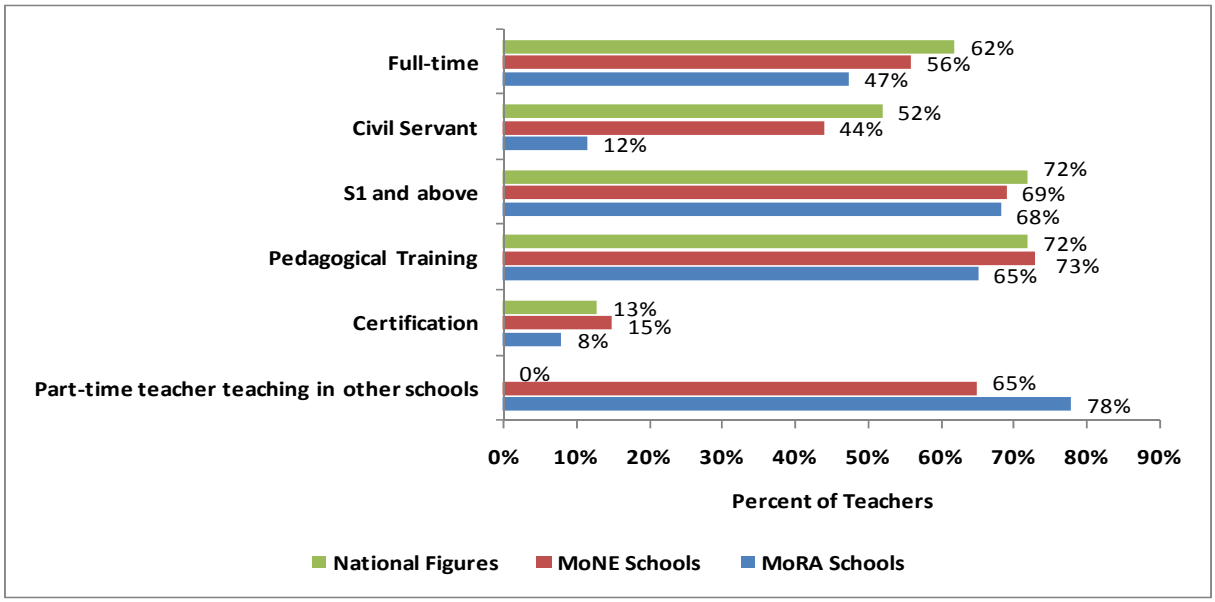

184 Figure 45 shows that 56% of teachers in BEP MoNE schools are full-time teachers, which is lower than the national level of 62%. In BEP schools, a full time teacher is not necessarily a civil servant. As noted, 56% of teachers are full time but only 44% have civil servant (CS) status, the rest (56%) are contract teachers. For some new BEP schools (operational in 2009), the percentage of teachers with CS status is even less than 10% (see Text Box 8). Nationally, 52% of teachers have CS status. Hopefully, this potential problem will be addressed in the near future as in terms of qualifications, as teachers in BEP schools are similar to other teachers nationally[5].

185 In the MoRA schools, most of which are private/Foundation owned schools, the employment status of the teachers is different from that of state schools. A permanent teacher for a MoRA school is defined as either a civil servant seconded to the school or as a Foundation teacher who has been working full-time for more than one year at that school. Teachers in some MoRA schools often have no legal employment contract with the Foundation but are considered as permanent teachers because they are the relatives of the owner. Therefore, the BEP MTs only reported 15% of full time teachers and only 4% were reported as being civil servants. On average, every MoRA school or MTs employed 13 non civil servant-teachers and only two civil servant teachers.

[5] Indonesia Educational Statistics in Brief 2007-2008, MoNE 2008, Jakarta

186 There is no information on the length of service of current teachers, but it seems that many of BEP teachers are in the early stages of their professional careers, 57% of them are younger than 30 years with the average age being 34 years. Nationally, only 18.5% of JSS teachers are below 30 years.

**Figure 45: Characteristics of BEP teachers**




## 5.2 Academic and Pre-Service Teaching Qualifications

187 In accordance with BSNP standards, the minimum academic qualification for a junior secondary teacher is an S1-degree or D-4 from an accredited university and for Indonesia as a whole some 72% of teachers meet this standard. For BEP USBs and MTs, the percentage of teachers holding the minimum required academic qualification is 77% and 68% respectively. BEP SATAPs fall below the national averages with only 58% of teachers holding an S1 degree, probably because a number of teachers in the junior secondary school are from the primary school teaching staff.

188 A background in pedagogy or teacher education is an essential component in a teacher's pre-service preparation and certification (Ministry of National Regulation No. 16 2007). As shown in Figure 45, on average 73% teachers in BEP government schools have completed a formal program in pedagogy, similar to the national rate of 72%. Only 65% of MTs teachers had such pedagogical qualifications.

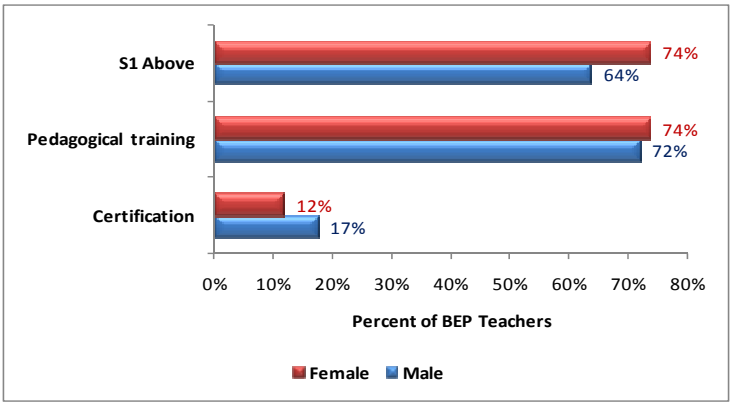
189 As shown in Figure 46, in terms of both academic and pre-service teaching qualifications, female teachers in BEP government schools are more qualified on average than the male teachers, however there is a smaller proportion of female teachers with certification compared to male teachers.

190 According to Law No 14 Year 2005, teacher certification is a process through which teachers are issued a professional certificate by a university or pedagogical institute selected by MoNE. The

Ministry of National Education has selected 31 universities to manage this certification process. These universities are called LPTK (Lembaga Pelatihan Tenaga Kependidikan)[6].

191 During the interviews, some teachers, especially female teachers, mentioned that the distance to the LPTK (generally located in the provincial capital) is often a barrier preventing them from applying for certification since they have to make frequent visits to follow the process.

**Figure 46: Teachers' qualifications**

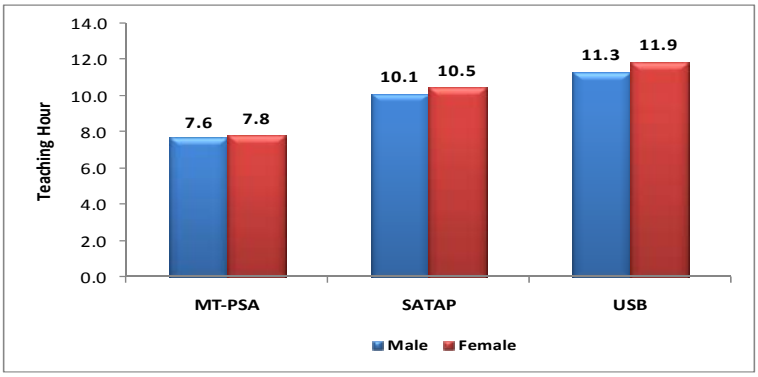



## 5.3 Teaching Hours

192 According to the UNESCO Database 2007, the average range for the number of teaching hours per week in Indonesia is 18 to 27 hours. By comparison, in the non BEP schools surveyed teaching hours averaged 16-17 hours per week. The average for the BEP schools is well below this level (see Figure 47). BEP MTs teachers are teaching about 8 hours per week, teachers in BEP SMP are teaching between 10 and 12 hours depending on whether they are employed in a SATAP or USB. On average, few BEP teachers are teaching more than 2 hours per day. Theoretically this should allow teachers a great deal of time to prepare lessons and lesson materials and so develop an improved learning environment and improved learning experiences for students, but the anecdotal evidence is that such improvement is only happening in a few schools. Teaching hours will increase as student numbers increase and the Grade 8 and 9 teaching loads increase.

193 On average, female teachers teach more hours than male teachers as more female teachers teach additional subjects like local language, religion and life skills.

**Figure 47: Teaching Hours per Week in BEP Schools**




[6] According to the Ministry of National Education Decree No.057/O/2007, there were 31 universities selected to manage the certification process. They are spread from Universitas Syiah Kuala in Aceh to Universitas Cenderawasih in Papua. On average, there is one LPTK in each province in Indonesia.

**Text Box 7:**
**Contract Teachers: The Backbone of School**

In all AIBEP schools, about half of the teachers are contract/honorary teachers.

BELOW: Information board on the situation of the teachers of SMP SATAP Raulo, Gowa, South Sulawesi, showed that only 1 person (namely the Principal) who is a permanent teacher, while the other 13 are temporary and voluntary teachers(see the column in yellow box).

KEADAAN GURU DAN PEGAWAI SMPN 3 PARIGI (SATAP RAULO)

TAHUN :

| NO | NAMA / NIP | L/P | TEMPAT TGL. LAHIR | PENDIDIKAN: LEMBAGA | PRODI | DEN-JANG | TAHUN | JABATAN PEKERJAAN | MATA PELAJARAN YG DIAMPUH | KELAS | JML JAM | TANGGAL MULAI BERTUGAS | ALAMAT | TLP/HP | KETERANGAN |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 1 | AKBAR, S.Pd 19701226 199210 1 001 | L | Lombasang, 26-12-1970 | UVRI Makassar | PKn | S1 | 200 | Kepala Sekolah | PKn | VII | 2 | 17-07-2007 | Borongbulo Manimbahoi | 085242515631 | |
| 2 | SAERAH, S.Ag 19690808 200101 2 033 | P | Bontote'ne, 08-08-1969 | IAIN U.Pandang | PAI | S1 | 1995 | GTT | Pend. Agama | VIII.IX | 4 | 17-07-2007 | Bontote'ne | 085255060085 | |
| 3 | ABDUL AZIS, A.Ma | L | Pattiro, 04-05-1984 | Unismuh Makassar | PAI | D2 | 200 | Guru Sukarela | PKn | VII, VIII, IX | 6 | 17-07-2007 | Raulo Manimbahoi | 081342417621 | |
| 4 | Dra. MASTUTI | P | Raulo, 06-02-1965 | Unismuh Makassar | Pend. Bhs dan Sastra | S1 | 199 | Guru Sukarela | Bhs. Indonesia | VII, VIII, IX | 12 | 17-07-2007 | Bontasunggu Manimbahoi | 085255646106 | |
| 5 | HADIA, S.Pd | P | Gowa, 24-02-1984 | UNM | Pend. Bhs Inggris | S1 | 200 | Guru Sukarela | Bhs. Inggris | VII, VIII, IX | 12 | 17-07-2007 | Tumburiwata Manimbahoi | 085242477626 | |
| 6 | ANISAH, S.Pd | P | Putepala, 28-06-1984 | Unismuh Makassar | Pendidikan Matematika | S1 | 200 | Guru Sukarela | Matematika | VII, VIII, IX | 12 | 17-07-2007 | Putepala Majannang | 085242558308 | |
| 7 | ST. RATNAWATI, S.Pd | P | Sinjai, 26-11-1984 | UNM | Pendidikan Geografi | S1 | 2008 | Guru Sukarela | IPA | VII, VIII, IX | 12 | 17-07-2007 | Pattallassang Majannang | 085242513811 | |
| 8 | Drs. SAWALUDDIN | L | Raulo, 26-09-1965 | IKIP U.Pandang | Pendidikan Koperasi | S1 | 1989 | Guru Sukarela | IPS | VII, VIII, IX | 12 | 17-07-2007 | Raulo Manimbahoi | 08884231409 | |
| 9 | NURHAYATI, A.Ma | P | Pattiro, 04-07-1970 | Unismuh Makassar | PAI | D2 | 2008 | Guru Sukarela | SBK | VII, VIII, IX | 6 | 17-07-2007 | Borongbulo Manimbahoi | 085255706877 | |
| 10 | HAERUDDIN 19610507 198411 1 002 | L | Gowa, 07-05-1961 | SGO | - | - | 1983 | GTT | Penjas. OR | VII, VIII, IX | 6 | 17-07-2007 | Borongbulo Manimbahoi | 085255099880 | |
| 11 | ISMAIL COLE | L | Pattallassang, 11-05-1979 | SMK | Sekretaris | - | 1998 | Guru Sukarela | TIK | VII, VIII, IX | 6 | 17-07-2007 | Putepala Majannang | 085255295290 | |
| 12 | Drs. KAMARUDDIN | L | Borongkopi, 08-12-1961 | Unismuh Makassar | PLS | S1 | 1988 | Guru Sukarela | Mulok | VII, VIII, IX | 6 | 17-07-2007 | Raule Manimbahoi | 081525861373 | |
| 13 | HAMSIAH | P | Bangkengkajang, 02-03-1986 | SMK | Sekretaris | - | 200 | Staf TU Sukarela | - | - | - | 17-07-2007 | Borongbulo Manimbahoi | 087841330720 | |
| 14 | EVIMUSDALIFA, A.Ma | P | Bangkengkajang, 01-09-1987 | Unismuh Makassar | PAI | D2 | 200 | Staf TU Sukarela | - | - | - | 17-07-2007 | Borongbulo Manimbahoi | 085255009880 | |

BORONGBULO,
KEPALA SEKOLA

**Teaching in other schools**

194 However 55% of contract teachers were also teaching in other schools to earn enough income to cover their living costs (see Text Box 8). The high proportion of part time teachers has also contributed to a high rate of absenteeism (10% among both female and male teachers). Such absences, which disturb the day to day operations of the schools and also diminish the unity of the staff, are potentially a major disadvantage to the long term success of the school as a learning institution.

195 SATAP schools are the most disadvantaged as nearly all teachers of SATAP are 'temporary borrowed teachers' from other elementary schools.

**Text Box 8:**

**Contract teachers' salary**

"Being a contract teacher for years is not easy. Sometimes payment of my salary (around IDR 400,000/month) is postponed for three months. All the USB in Central Sulawesi only depend on BOS fund to pay the contract teachers.

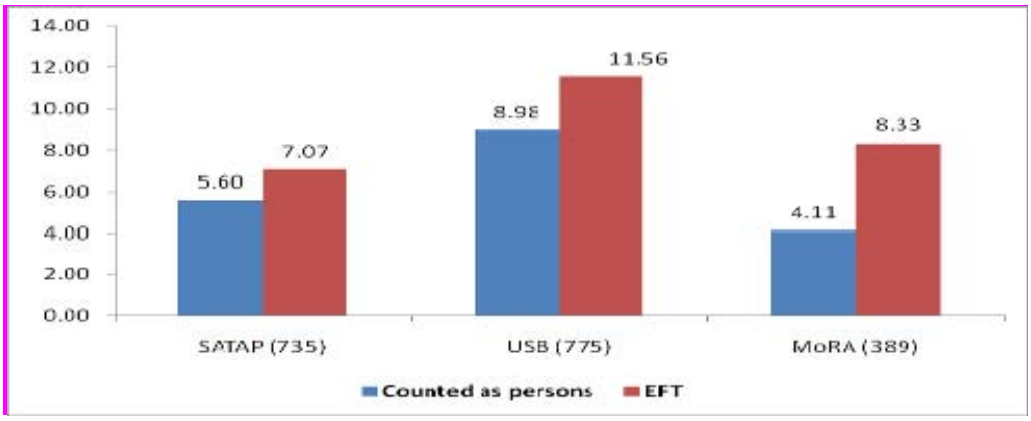
*(A contract teacher in Central Sulawesi)*

This strategy is considered appropriate in the early stages of new school operation, but as soon as the schools are operational, more qualified full-time teachers should be assigned to the new schools. It seems that the staffing strategy for new schools is different from one district to another. Some districts already have staffing plans for their new schools, some have not.

## 5.4 Teacher:Student Ratio

196 In general, the survey found that BEP schools have enough teachers. If teachers are counted as Effective Full-time Teacher – counted on basis of hours in school, the teacher:student ratios in BEP schools is about 1 teacher to 7 pupils in SATAPs and 1 teacher to 12 pupils in USBs. As most of BEP schools are newly operational with more than half of the enrolments are at Grade 7, this ratio will increase as the enrolment increases at Grades 8 and 9 and fewer new teachers are appointed. In other words, the ratios today probably mean that many teachers are being under-utilised at present. This will change as demand at Grades 8 and 9 increases. The schools are well staffed by national standards where the ratio is closer to 1:14 (see Figure 48) and the classes are small enough to allow teachers to adopt more student centered, activity based, and investigative methods of learning, if they have the skills and commitment to do so.

**Figure 48: Teacher:Student Ratio**




## 5.5 The Distance Teachers Travel to School

197 There is no data on the average distance most teachers travel to come to schools each day but the interviews in all regions suggest that BEP has brought the school closer to the students, but not always for the teachers (see Text Box 9).

**Text Box 9:**
**Distance to school: Teachers' perspective**

"Almost all teachers teaching at this school live far around 10 km" *(Mr. David, Nagekeo, NTT)*

"I go through 30 kilometres by motorcycle everyday to go teaching. The road to this school is not good, surrounded by woods. Once, I had flat tire and it was raining heavily. I came late to school and the students received late lesson, too. There is nothing can be done in such situation." *Kurnia Hadi, Ranumeeto, Sultra*

"My home to the school is about 7 km. In addition to the distance, sometimes I have to spend extra time in the evening to prepare the teaching materials and provide extra classes without any payment, but I like it." *Ms. Rahmah, Tanah Laut, Kalsel*

Photo: Teachers in Sampang Madura have to spend at least two hours every day to travel to school using boat.

### 5.6 A Summary Comment

198 Understandably, given the fact that the BEP schools are very new and comparatively small, the average number of teachers in BEP schools is lower than the national average. Nevertheless, teacher:student ratios are excellent by international standards and the majority of teachers are well qualified with 75% of teachers having an S1 qualification or higher and 73% having done pedagogical training while pursuing their academic and pre-service teaching qualifications.

199 Teaching hours are still below the average range for Indonesia but are expected to increase as the number of students and teaching loads increase through the years. More full-time teachers are needed to be assigned in new schools and with better remuneration to decrease teacher dependence on 'second' jobs.

200 There is no quantitative survey information on whether teachers who were in the 2007 schools when they first became operational are still in the same schools. However, interviews with BEP WSD training participants reported that about 12% of the participants have been moved to other schools.

## Chapter 6 – Improving Quality through Whole School Development and Whole District Development[7]

### 6.1 Whole School Development Program

201 The survey reported that 56% of the schools (1,128) had participated in the Whole School Development (WSD) program in 2009. The program will reach all of BEP schools by the end of May 2010. More than a half of the principals reported that BEP was the main training provider in 2009. Overall response to the WSD program is exceptionally favourable.

202 The three (3) subjects in the WSD program mentioned by the participants as being the most interesting and relevant - i.e. educational leadership, school based curriculum development and teacher quality assurance – reflect the initial and primary concerns of all school leaders. A similar pattern of results was reported in the 2008 Survey.

203 On the question "what did you like best about the WSD program", respondents mentioned (i) that the methodology encourages and facilitates them to interact with other participants (see Text Box 11); (ii) the importance and comprehensiveness of the subject matter; (iii) that the WSD training explores "the know-how" in school management.

204 However, on the question of what parts of the WSD program provided least benefit, respondents most frequently mentioned discussion about Inclusive Education because they consider it will be very difficult and perhaps unrealistic to implement. In contrast to to the above responses, some respondents indicated that there were many repetitions of topics and a lack of opportunity for them to exchange experiences.

**Text Box 10:**

**WSD facilitates Linking and Learning**

"When we met in a WSD workshop in Makassar, an idea to form a communication forum was raised. The Communication Forum of Sidrap Soppeng One-Roof Islamic Boarding Houses (FKP2S3) was then founded. The next meeting was in Banua Hotel; it was a provincial scope meeting held by MoRA and AIBEP. In the meeting the forum suggested to expand the membership scope of the Communication Forum, from schools in Sidrap Soppeng district to those in the whole province. Many participants joined the organisation. The functions of FKP2S3 are, first, as the communication forum and second, media to share programs held in each school.

In addition, the organisation also concerned to increase the quality of member schools. It will be easier for AIBEP to organise trainings if the Forum holds the trainings, because the forum has lists of its members, which are all newly established pesantrens. The overall number of the forum member was 42 plus MoRA."

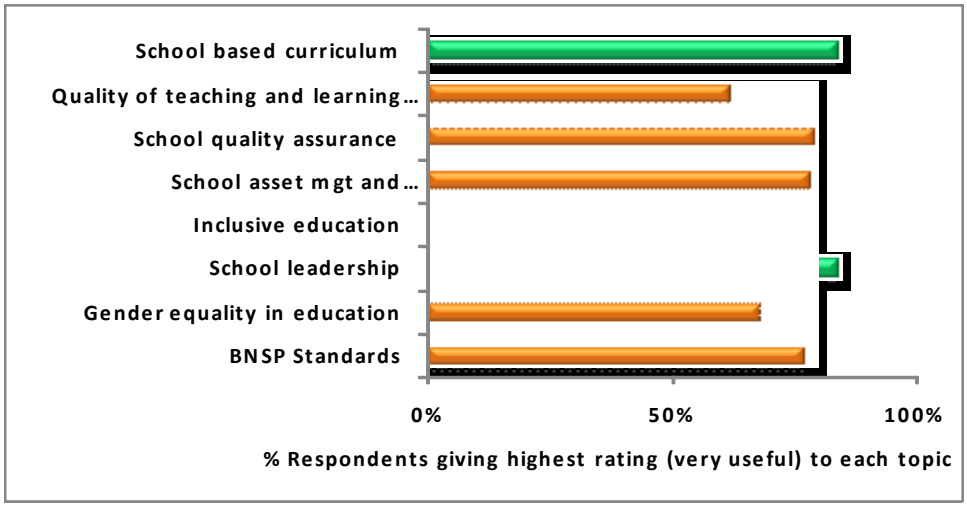
*Mr. Kaswad Sartono, Principal, Sindenreng Rappang, South Sulawesi.*

[7] The Whole School and Whole District Development (WSD/WDD) was a strategy to ensure that the principals of the BEP funded schools, members of their school communities and staff of the District Education Offices had improved capacity for district and school-based management under the decentralised system. Topics covered included strategic and annual planning, budgeting, HR management, school maintenance, etc. Over time, WSD/WDD grew, not only to support the new BEP schools and the districts, but also to become a proactive part of the overarching Quality Assurance System and be responsible for developing and refining key EQAS elements such as Supported School Self Evaluation (SSSE) and District Self Evaluation (DSE).

205 In a follow-up WSD program, the participants want to see more opportunity for inter-district cooperation in the education sector and want to be linked with university or other organisations for possible capacity building. Overall, 69% of the participants considered the WSD program to be very useful and 53% rated the WSD program as "much better" when compared to the other programs in which they have participated.

206 In the 2008 AIBEP Survey, respondents proposed several trainings to equip them to better meet the requirements of their daily work, and a year later AIBEP assessed which topics were still relevant for future training. Figure 49 summarises the principals' views on the level of usefulness of each topic discussed in the WSD training. About 84% participants ranked the two subjects of School based Curriculum and Educational Leadership & Management as the most useful, clearly reflecting their immediate needs as school leaders. School Quality Assurance, BSNP standards and School Asset Management were among the next group of very useful topics. Less favoured topics were those related to quality of teaching materials (68%); gender equality (63%) and inclusive education (52%) even though the latter two topics are key mainstreaming issues to be included in all school planning documents.

**Figure 49: Perceived value of WSD trainings**




207 WSD has also helped teachers to design innovative teaching and learning tools. Mr. Ridwan, a principal from West Sulawesi for example, told the interviewer that he learned also about setting up the seats to manage the group dynamics,

> *"In class, students are not required to sit beside the other who has the same sex. They are free to mingle so that they experience healthy interaction. In addition, the students' chairs are not monotonously arranged to face front. Sometimes the arrangement changes particularly during group work. This is to create normal environment for the students to interact. If they are categorised according to their sexes, male and female, we are afraid that they are shocked and sneak out when any opportunities come. Thus, we release them but watch them at the same time."*

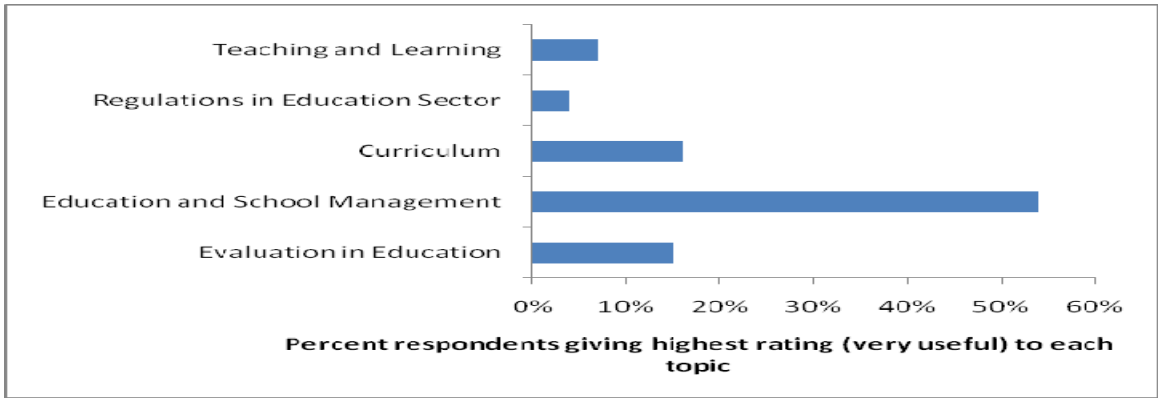
### 6.2 Whole District Development

208 While parents and 78% of Principals had raised *asset and maintenance management* as one of the valuable topics (Figure 49), this was not a specific topic that district officials seemed to value quite so highly, as indicated in Figure 50. Perhaps this is an area which district officials see as being of only marginal interest for them while it is clearly a key concern for school managers.

209 54% of district office respondents found the study of educational and school management to be the most useful or valuable topic in the WDD Whole District Development (WDD) program, followed by curriculum (16%) and evaluation in education (15%).

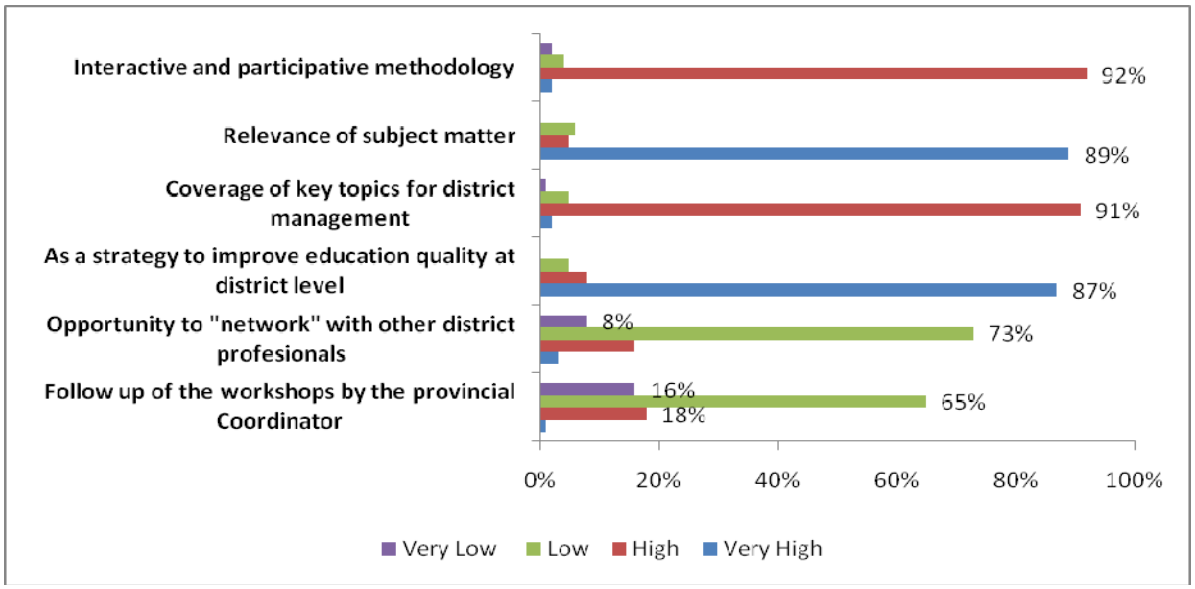
210 Three topics already in the WDD program that the MoNE district staff would like to see further developed in a follow-up program are (1) School based supervision and quality assurance (2) Effective policy making in education, and (3) Curriculum development. Three new topics that district staff would like to see in a follow-up WDD program are (1) Inter-district cooperation in education sector, (2) Networking with universities for teacher quality improvement and (3) effective in-house training for themselves.

**Figure 50: Most useful subjects in WDD program**




211 WDD is a highly valued part of the AIBEP program and is especially valued by district officials (Figure 51). Most respondents wanted more follow-up programs of this type and were disappointed at the few follow-up activities conducted by the local government (district and provincial coordinators). A high level of value was attributed to the interactive and participative methodology, to the relevance of subject matter, the coverage of key topics and to the significance of the WDD approach as strategy to improve education quality at district level.

**Figure 51: Perceived Value of WDD training**



## Chapter 7 – BEP District Survey

212 The results reported in this chapter are drawn from the survey of the 197 BEP districts where new government junior secondary schools were constructed.

### 7.1 Governance

213 A positive development in district governance is reflected by the fact that for all districts where the WDD program was delivered, they now have (i) an increased proportion of annual budget allocated to education; (ii) Strategic Plans (RENSTRA) and (iii) Annual Work Plans. In fact, 70% of BEP MoNE districts have now reached the level of 20% budget allocation to education as required by law.

214 Sector performance tracking systems have been operational at district levels. While the survey indicates that most of these systems – in 138 districts (70%) – worked for MoNE schools, it is only in 59 districts (30%) that these systems were reported as functioning for both MoNE and MoRA schools.

215 80% of districts reported having a Gender Mainstreaming policy whilst 35% of districts have a policy on Inclusive Education as part of their sector development plans.

### 7.2 On Decentralisation

216 In pursuing a policy of sustainable programming, decentralisation was acknowledged by majority of District Officials (66%) as having had a positive impact on funding. However, they were less confident that decentralisation would also have a positive impact on the quality of education, with only 30% being positive in their views. (see Figures 52 and 53) and approximately 27% being very unsure as to the quality outcome.

**Figure 52: Perceived impact of decentralisation on education *funding* in the district**

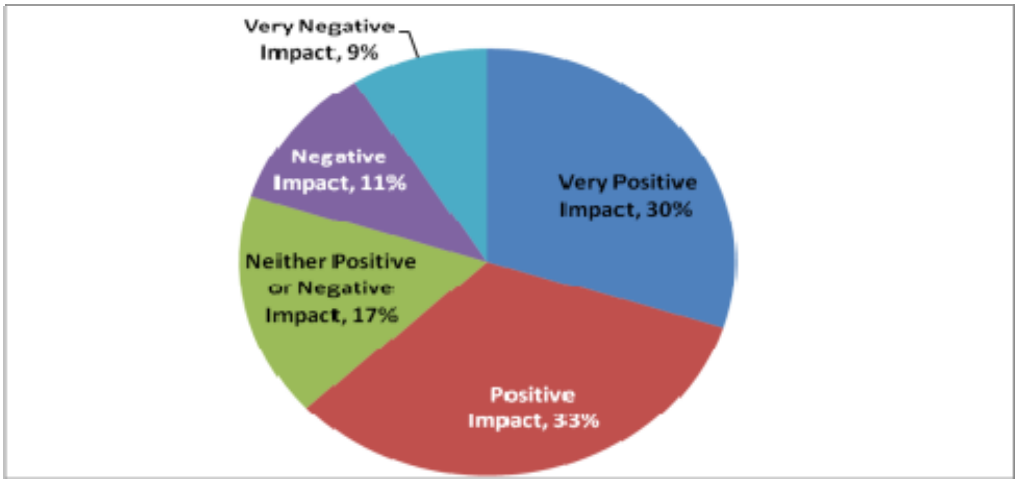
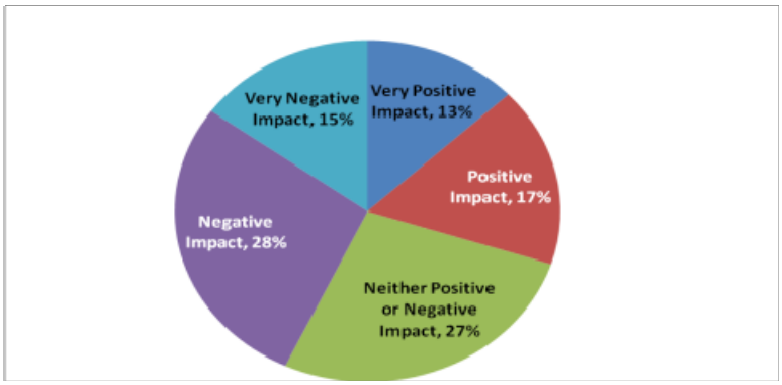
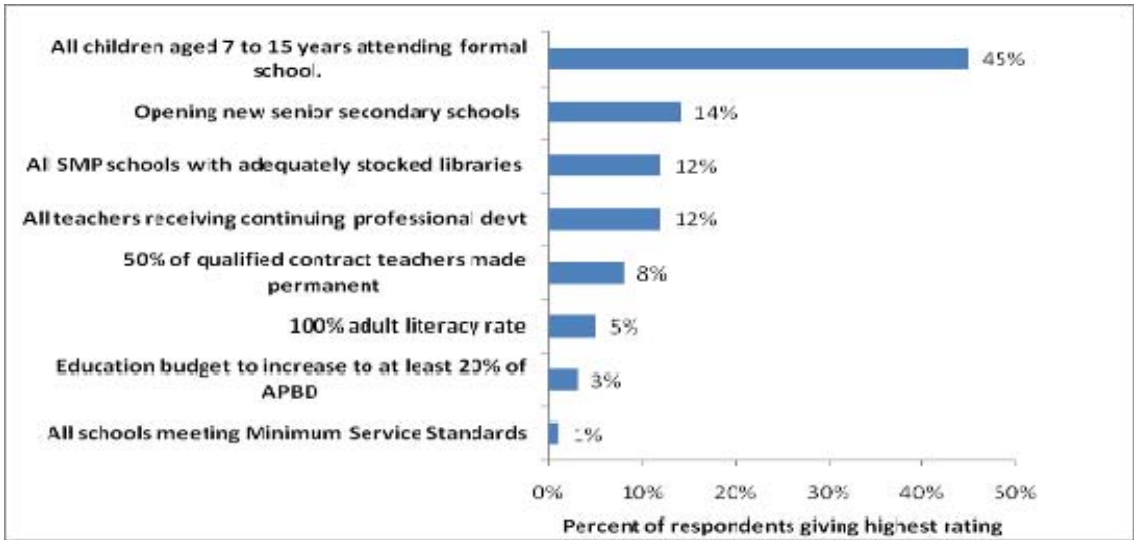


**Figure 53: Perceived impact of decentralisation on education *quality***




217 Figure 54 shows the major district priorities for the next five years to 2014. Having all students accessing basic education is the main priority for 45% of districts followed by the need to open new SSS (14%), all schools meeting minimum standards (1%), teachers receiving continuing professional development (12%) and improving the employment status of contract teachers (8%).

**Figure 54: District Education Priorities 2010-2014**




218 The following topics were also mentioned, but the number is not highly significant. They are: (i) Early Childhood Education Centres, (ii) Women appointed as Head Teachers or Principals to at least 40% of schools by 2014, (iii) Women occupying at least 30% of senior positions in district education office, (iv) No schools in district still needing major renovation by end 2014, and (v) All schools meeting 'key' BSNP standards. None of them selected "All children disadvantaged by physical or intellectual disability or poverty able to attend Basic education (Grades 1-9) by 2014".

## Chapter 8 – Lessons Learned

### 8.1 The organisation of the survey

219 The experience of the 2009 BEP Survey has revealed or reinforced the following key lessons:

- In the development of survey instruments (questionnaires), it is important to get inputs from relevant stakeholders to ensure a comprehensive structure of data, but it is important also to keep the questionnaire as short and as simple as possible. To assess this simplicity and to eliminate ambiguities, trials should be undertaken in selected sites. The BEP trials did enable considerable improvement from the original survey design although weaknesses were still present. A number of problems arose as a result of weaknesses in the translation from English to Bahasa Indonesia.

- Good survey instruments need a strong field team (the enumerators). Training of the enumerators is an essential element in the preparation stages. Besides the need for them to understand the survey instruments, the enumerators need to know also the nature and the logic of the program as they will be the people interacting directly with the respondents. There are areas in which the enumerators may become a 'filter' for the information received and it is important that such information does not lose meaning through that filtering process.

- Most of essential data about the schools have been collected through the survey using questionnaires and interviews but another technique (observation) is needed to complement these data with information about the schooling process (e.g. classroom interaction) and information about the quality of relationships between the various actors in the educational process.

- A Validation survey focused on checking for non sampling errors is a powerful method to ensure that the quality of school census is of the highest standard. Additional interviews and observations are other methods to confirm and to complement the census data.

- However, while every effort was made to streamline the Questionnaires, there is subjective evidence that the data collection process should be refined considerably so as to reduce the volume of data collected and the time taken to collect and analyse it.

### 8.2 About the program

220 Many new BEP schools in Gorontalo, Kotawaringin, Kendari, and elsewhere have provided more school choices to parents, apart from just providing access for children who would otherwise have been unable to access JSS.

221 During the discussions with MoNE and MoRA district staff in some districts, there was a recognition that the organisation of district education offices, both MoNE and MoRA, needs to be improved in the context of decentralisation. The need to strengthen planning, monitoring and financial management and accounting capacity was highlighted, especially in the context of assessing the management and impact of the school operational budgets.

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222 Respondents to the district survey also highlighted the need for orientation and familiarisation for district Parliaments, Bupati and MoNE and MoRA officials regarding the results and lessons learned through AIBEP and to discuss the way ahead. This will enable proper planning and the continuation of what AIBEP has achieved. This was a very successful addition to the WSD and WDD program in March 2010.

223 Another key finding was that parents are not particularly well informed of student performance, but are increasingly consulted on the use of BOS funds. The introduction of the BOS was unanimously seen by district education staff, school principals, teachers and parents as a major step in helping

to provide better schooling and help poorer families, but parents especially would like to see increased attention given to learning and to learning outcomes.

224 Interviews with parents highlighted ideas on how to improve the role of school management committees in facilitating communication between parents and the school. For example, facilitating School Management Committee (SMC) meetings with the focus on factors contributing to student learning as main purpose, instead of the regular agenda focus on the school plan and budget.

225 The analysis also noted the wide variation in education standards from one school to another, whether they be MoNE schools or Madrasah. A key recommendation from most of the reports was to help standardise approaches and financing in order to move towards achieving minimum service standards and subsequently national standards across all the districts and all the schools and to reduce performance disparities to a minimum. A related finding was the recognition of the under-utilisation of the potential of contract teachers to address many of these constraints. For example, the interviews identified that many of the principals in MoRA schools have difficulties in development of KTSP (Educator Integrated Curriculum) as they usually they ask the permanent teacher to develop it. Contract teachers were considered only qualified to implement the KTSP, not to develop it. WSD training has helped the principals in MoRA on how to manage all teachers to develop KTSP.

226 Another lesson learned is that any WSD and WDD strategies and approaches need to take account of the specific circumstances of individual districts, especially the additional problems facing more rural and remote areas. Discussion with the respondents highlighted the need for more targeted pro-poor initiatives to overcome barriers that poor families face in sending their children to school. For example, a WSD type program can take benefits from government poverty reduction program (such as PNPM - National Program on Community Empowerment) implemented in the same target districts in addressing the enrolment problems associated with poverty. On the other hand, WSD type programs can also increase the effectiveness of a PNPM program through providing inputs and sharing experiences.

227 Students, parents, teachers, principals and members of school committee in selected schools were asked different questions about advantages, impacts, community involvement, and sustainability relevant to the AIBEP approach. Some of their responses are as follows:

- Various approaches introduced by AIBEP have enhanced the understanding among school management, district officials and the community of their roles in achieving fully integrated education development programs that are linked effectively each other. WSD and WDD have contributed to the improvement of procedures, mechanisms and institutional capacities through shared analysis and tools between schools and districts and ensuring coordinated policy agendas and support to enhance the model of linkage between district capacity building and school development. For example in the development of district education Strategic Plans (RENSTRA), AIBEP has facilitated the linkage between District RENSTRA, the School Development Plan and the community through introducing a participatory/bottom up approach. School managers, the parents and the community discuss the school development plan and based on the needs and opportunities identified through this process at school level, across all the schools in the district, then the district RENSTRA is developed. This approach aims to ensure that the content of district RENSTRA reflects the schools' needs and priorities. Of course, collaboration between all these stakeholders is only in a very formative stage and time is required to see what the flow-on impacts will be at school, community and district levels.

- AIBEP has supported an approach to school construction where the community is involved in the planning, construction and maintenance stages. This engagement and implicit empowerment of communities has then extended more broadly into school management and planning.

- Attention to detail as well as a flexible strategy was vital in the design and implementation of WSD and should be applied in all training programs. For example there is a minimum standard in terms of the training curriculum, but it should be adjusted closely to the characteristics of the participants who may be very different from one district to another. Understanding of the characteristics of the participants is vital in the implementation of the training design. In the interviews, parents, teachers, and principals gave high appreciation to the AIBEP training team(s) that gave them space and time to share their unique needs.

- As suggested by a principal in Kupang, although the program should focus on institutional change, people are always at the heart of change. It is therefore important to understand what motivates, what constrains, and what is required to move from change at the level of a few individuals or communities to larger shifts in norms and behaviour, whether by individual teacher/staff, schools/institutions, or amongst the public more broadly.

228 Almost one out of five BEP schools has fewer than 20 children at Grade 7, suggesting that the basic feeder school criteria for site selection has either not worked or has been ignored. It is also apparent that some BEP schools have been constructed in locations where access to JSS is already adequate. BEP schools have become a competitor to the existing JSS instead of filling the gap or meeting a strong local demand. These weaknesses in the selection criteria and methodology may lead to wastage of resources today and to increased operational inefficiencies over time.

> *"The positive impact of the establishment of this school is that more children go to school because now school is located in shorter distance. The negative impact is that the other school (the old school which is located farther) sees us as their rival in gaining students. By the establishment of this school, of course, the number of students going to their school will be less. Both of the schools attempt to persuade the community and parents to send their children to each of the school. This is also related to the interest of the school to gain BOS fund, of which amount depends on the number of students they have."*
> Muhammad Darwis (teacher), Ranumetto, South East Sulawesi

229 In the end, buildings are just that – they are buildings not schools. More works to be done to bring those buildings to be comparable to the established schools in Java and western Indonesia. There can be a strong case made for positive discrimination in the provision of national and local government funding to new schools in poor and remote areas.

## Chapter 9 – Conclusions and Recommendations

230 At the time of finalising this report, 2,014 schools have been completed and made operational for the school year beginning in July 2010, The enrolment increase in 2009 was approximately 53,000 over the level reported in the October 2008 BEP school survey. Cautious projections based on current data indicate that by the beginning of the school year 2012-2013 the enrolment in the BEP schools will be between 250,000 and 300,000 and could be greater as the existence of the new schools becomes more widely known.

231 48% of those students currently enrolled are from families qualifying for Government support under the Keluarga Miskin (GAKIN) scheme which has a family income criterion of only IDR 600,000/month or about USD 60/month or USD 2/family/day. These really are the 'poorest of the poor' with their income level well below the World Bank's poverty figure of USD 2/person/day.

232 The vast majority (more than 75%) of students now travel less than 2km to school – reducing time and cost – transport costs having been a major factor in previously limiting access - and enabling children to attend school and still participate as required in family chores.

233 While many BEP schools lack electricity, laboratories and computers, they do have teachers and with teacher:student ratios of about 1 teacher to 7 pupils in SATAPs and 1 teacher to 12 pupils in USBs the schools are well staffed by national standards where the ratio is closer to 1:14. The classes are small enough to allow capable and skilled teachers to adopt more student centered, activity based, and investigative methods of learning.

234 Furthermore, the majority of teachers are well qualified in terms of their base qualifications. 69% of teachers have an S1 qualification or better and 73% have had pedagogical training. These figures are comparable with the national figures.

235 The teachers are also young - their average age is 34 years- and in many cases, probably as many as 1 in 3, are at the beginning of their professional careers. But, while experience is important so too is the energy and flexibility of youth. These teachers are likely to be the ones who can bring change to the nature of classroom interaction between teachers and students and who can find ways and means to overcome the lack of other resources.

236 Perhaps the most telling statistics at this stage of development of the BEP schools are those relating to the destination of students leaving the schools at the end of Class 9 in June 2009. Nearly 90% of students leaving BEP schools in June 2009 went on to attend senior secondary school (SMA, MA or SMK) compared to less than 80% of students leaving Class 9 in non BEP schools in the same districts.

237 WSD has improved teaching methodology for BEP schools. The teacher's capacity has improved in organising lesson plans, classroom methodology, using and developing media and the evaluation system. The most obvious change is the shift of the school activity from process of 'teaching' (teacher oriented) into process of 'learning' (student oriented).

238 Another important change has occurred in the school management. The school principal has improved his/her capability and motivation to arrange for and develop more effective school management. Almost all activities at school are recorded. Discipline amongst teachers is improving. The schooling process itself is getting more efficient and teachers know how to spend their time more productively in class. Cooperation between the school principal and teachers has improved. Transparency and accountability at the school and community levels have improved, especially with regard to public financial reporting and accountability. School Management Committee meetings for example, are now not only about raising funds from the parents, but are slowly embracing educational issues, including the sharing with parents of the school curriculum plan and other education related topics. The impact is that parents are more enthusiastic and motivated to take active roles in school management.

239 We recommend a different approach in the selection of sites for new schools. It is important to know exactly the area where the children who are not making the transition from primary to JSS and the reasons why they do not make the transition. One of the effective strategies to get this information is by involving school leaders, district education officials and the wider public during the site selection process to triangulate and consolidate the enrolment information they have. Also there needs to be a new process at District level of integrated planning - planning where all new schools should be - including Pre-School and Senior Secondary schools - building on the existing infrastructure distribution. Currently, the process is one of "infill" and that can lead, as BEP data suggests, to wastage of scarce resources. Such a process of integrated planning will require significant capacity building at all levels.

240 Perhaps, in addition to constructing new schools, the Indonesian government needs to look at the issue of potential for refurbishment and upgrading of existing SMP and to the need to increase use of double shifts and whether communities should be given more choice – a new school nearby, or an upgraded one with better facilities just a little further away. This approach may make for enormous savings through efficiency in use of teachers and other resources. At the moment, the focus is on the new school because that is where the money flows.

241 It is recommended to conduct ongoing tracking of the BEP schools, building on the data already collected, to monitor their progress and ensure that any emerging problems are appropriately addressed.