



KIAT Guru



# Primary Education in Remote Indonesia:

## Survey Results from West Kalimantan and East Nusa Tenggara

December 2019



Australian Government



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and East Nusa Tenggara

SOCIAL DEVELOPMENT UNIT

THE WORLD BANK – INDONESIA

DECEMBER 2019



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Desa Kajuwangi  
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# Abbreviations

ACDP	Analytical and Capacity Development Partnership
ASER	Annual Status of Education Report
KIAT Guru	<i>Kinerja dan Akuntabilitas Guru</i> (Teacher Performance and Accountability)
MoEC	Ministry of Education and Culture
NTT	<i>Nusa Tenggara Timur</i> (East Nusa Tenggara)
OECD	Organization for Economic Co-operation and Development
OLS	Ordinary Least Squares
PISA	Programme for International Student Assessment
PLN	<i>Perusahaan Listrik Negara</i> (Indonesian State-Owned Electricity Company)
PNS	<i>Pegawai Negeri Sipil</i> (Civil Servants)
IDR	Indonesian Rupiah
SLA	Student Learning Assessment
TAS	Teacher Absence Survey
TIMSS	Trends in International Mathematics and Science Study
UNICEF	United Nations Children's Emergency Fund



# PETA INDONESIA

WAWASAN NUSANTARA



# Executive Summary

**Competitiveness in an increasingly globalized world requires a highly skilled and educated workforce.** The Government of Indonesia recognizes that a highly educated and skilled workforce is critical to reducing inequality and poverty. To ensure schools are given adequate attention, the 2003 Law 20 on National Education System mandates that 20 percent of national and district government budgets is for education. This target was achieved in 2009 and has continued thereafter.

**Indonesia has made considerable progress in achieving universal enrollment at the primary and secondary school levels.** The Government's attention to education through its policies as well as the two decades favorable economic growth has enabled gross enrollment at the primary school levels at about 100 percent, with gross enrollment at the secondary school levels increasing from 55 to more than 86 percent.<sup>1</sup>

**Paradoxically, despite success in education enrollment, Indonesian students have low learning outcomes, particularly in rural and remote areas of the country.** Findings show that years of education and enrollment figures do not correlate with the quality of education provided. In other words, "schooling ain't learning" (Pritchett 2013; World Bank 2018a). In all international assessments (such as the PISA, TIMSS, and PIRLS), Indonesian students rank bottom among all countries assessed (Hanushek and Woessmann 2007; OECD 2017; World Bank 2017). Over the past 20 years, Indonesian student learning outcomes have tended to remain flat (OECD 2017; Beatty et al. 2018). In addition, studies show that primary and secondary schools located in rural and remote areas have substantially lower learning outcomes compared with their urban counterparts (Stern and Nordstrum 2014; BPS 2017; Beatty et al. 2018).

**Gaps remain between rural and urban education outcomes which have both supply and demand side dimensions.** From a supply-side perspective, teacher absenteeism is a key challenge in remote parts of the country. A first teacher absenteeism survey in Indonesia found a national average of 15 percent teachers being absent from school, with those working in remote areas having a 24 percent absenteeism rate (Chaudhury, et al. 2006). A more recent survey found that while teacher absenteeism in general has reduced over time, rural teacher absence rates remain high at 20 percent, compared to urban teacher absenteeism at six percent (ACDP 2016). Likewise, teacher absenteeism rate in more remote locations like Papua and West Papua was even higher, with a rate of 37 percent (UNICEF 2012). In addition, two-thirds of schools in remote areas do not have teachers yet two-thirds of urban schools have too many (World Bank 2013b). Because rural poverty rates remain high, this fact constrains rural families from enrolling their children in school (BPS 2016; World Bank 2016). Parental views on education also shape enrollment. Early schooling does not yield immediate

National and district government budgets for education

20%

achieved in 2009

Gross enrollment at the secondary school increasing

55%

to

more than

86%

Teacher absenteeism survey in Indonesia found a national average of

15%

(2006)

Teacher absenteeism in remote areas

24%

(2006)

<sup>1</sup> Gross enrollment is a percentage of the population who were at school regardless of age, compared to the number of school-age population for the particular school level. World Bank World Development Indicator Database, <https://data.worldbank.org/indicator/SE.SEC.ENRR?locations=ID>

## KIAT Guru baseline survey

which is summarized in this  
report, was conducted in

# 270

remote primary schools  
during 2016 - 2017



dividends. It often means there is one or several less persons to help earn rural incomes. Thus, with education not being valued in the same manner, rural enrollment fares worse.

**Since the early 2000s, the Government of Indonesia has shifted its education policies towards a focus on quality and equity.** Quality improvements have included providing schools with more education resources (through the School Operational Support); improving teacher qualification; enhancing community participation through school committees; and benchmarking student performance using international assessments. In addition, the Government of Indonesia now provides cash transfers to students from impoverished backgrounds to attend schools; and sets a policy of rotating teachers systematically to ensure there is equity of distribution.

**Starting in 2016, the World Bank has supported the Government of Indonesia to improve teacher performance and community participation in education through KIAT Guru.** The KIAT Guru (Improving Teacher Performance and Accountability) has been piloted in five districts across Indonesia, namely, Ketapang, Landak, and Sintang (in West Kalimantan province) and West Manggarai and East Manggarai (in East Nusa Tenggara province). Prior to piloting the KIAT Guru, a baseline survey, which is summarized in this report, was conducted in 270 remote primary schools between 2016-2017 with multiple local stakeholders including school staff (principals and teachers); school committees; village heads; and parents. The survey instruments were designed to achieve better understanding of the challenges of primary education service delivery in remote areas. This report presents a detailed description of the six main findings of the survey.

### Connectivity challenge

# 149<sup>km</sup>

or five hours away from  
district capitals

# 29%

have connection to  
the electricity

# 17%

limited internet acces

- 1. Schools and villages face shortages in key areas which hampers good educational outcomes.** There are connectivity challenges: some households and schools are on average 149 km or five hours away from district capitals; study areas have only 29 percent connection to the electricity; limited internet access (17 percent); and long distances to financial institutions, which affects salary retrieval for teachers (52 km or 2.3 hours on average). Infrastructure barriers can adversely affect placements of younger and highly motivated teachers in rural and remote areas. In addition, transaction costs associated with remoteness also reduce how government prioritizes funding for schools. The available resources within pilot schools may suggest adequacy: 91 percent have toilets which are reasonably gender balanced (50 percent are for females); 54 percent of schools have a library; and 39 percent have sufficient textbooks. Observations indicate that gaps in these areas can be met by attention to how funds are allocated rather than simply a focus on allocation amount.

**2. The specificities of school characteristics in terms of class sizes, teacher composition, and school management is not matched with the needs at hand.**

While class ratios compare well with national averages (20 students per class in remote areas compared with 23 at the national level); the uniqueness of remote area teachers is that they often substitute for absent teachers; and must teach multiple grades (in 25 percent of the schools) despite lacking the training to do so. Survey results show that permanent teachers who are part of the civil service stands at 40 percent, with remaining teaching gaps met by short term contract teachers who constitute the majority of the teaching force (42.5 percent contracted by schools and 15.8 percent contracted by districts or provinces). Compared to permanent teachers, contract teachers have lower qualifications, much lower salary, and therefore more likely to have second jobs. Not having tertiary education degrees was fairly widespread: 34 percent of teachers and 18 percent of principals only have high school degrees. Likewise, although Indonesian should be the main language of instruction in primary schools, the study reveals that this is often not the case. For instance, in East Nusa Tenggara, nearly a third of schools utilize another language for teaching. While this may improve learning comprehensions, it imposes a challenge when students take national exams in Indonesian.

**3. Teacher incomes fluctuate substantially within schools, which may affect motivation.**

Differential teacher income stems from whether they are civil servants and have certification status. While certified civil servants have median monthly income levels of IDR 8.4 million (US\$600), noncertified civil servants earn roughly IDR 4.6 million (US\$329) monthly. The lowest income earners are non-civil servants, with a median monthly income of IDR 0.55 million (US\$40).<sup>2</sup>

**4. Teacher absence from school and teaching is a serious issue.**

Unannounced visits to sample schools indicated that 25 percent of classrooms did not have a teacher, and 17 percent of teachers did not come to school on a given day. Our analysis indicate that teacher absence is associated with being a male, with civil servant status, and experiencing less supervision by the school principal. In other words, female and contracted teachers were teaching more often. Our analysis also shows, however, that evaluated teachers tend to have better presence in school. Hence, ensuring that teachers are monitored and supervised could reduce teacher tardiness.

**5. Student learning outcomes were low.**

Most students tested were performing two grade levels below their current grade and had not mastered basic standards of their former grade level. For example, a grade four student demonstrated the competency of a grade two student. Our analysis associates low student learning outcomes with low parental education; less time dedicated to their child's schooling; and far less engagement with school committees and teachers.

Teacher composition

40%

teachers who are part of the civil service

42.5%

contracted by schools

15.8%

contracted by districts or provinces

Teacher absence

unannounced visits to sample schools indicated that

25%

classrooms did not have a teacher

17%

teachers did not come to school on a given day

<sup>2</sup>The exchange rate was approximately IDR 14,000 to US\$1 at the date of publication.

## Parents' satisfaction

★★★★★ ★★★★★



the parents and school committees reported that they were satisfied with the quality of education and learning outcomes

## 6. Parents' satisfaction with the quality of education and learning outcomes is in contrast with the study findings.

During interviews, parents report that they actively support their children's studies at home, including knowing the subjects that their children do not master. As a sign of active parent involvement in their children's education, more than four-fifths of parents in the sample went to their child's school, and more than four-fifths of the school committees held separate meetings with principals and parents during academic year 2015/16. In general, the parents and school committees reported that they were satisfied with the quality of education and learning outcomes. This latter finding is somewhat surprising, considering high teacher absence and weak student learning outcomes in the study areas. The result indicates that parents have either very moderate expectations of the quality of education that is delivered at school, or are not fully informed with the service standard that should be delivered by teachers.

## Based on survey findings, we identify six policy recommendations for improving learning outcomes in remotely located schools.

Although Indonesia's favorable economic growth can contribute to better education, the past has shown that economic growth itself is no guarantee of improvements in student learning outcomes. To provide children in remote areas with better education quality, it appears crucial for the Government of Indonesia to have a comprehensive set of policies.



Improvements in infrastructure—better roads, telecommunication, and electricity—for remote areas will contribute to making them more accessible. Relatedly, renovations of school facilities, including housing provision for teachers, need to be prioritized to improve working conditions for teachers appointed to these areas.



Teacher absenteeism is a serious problem that needs to be addressed, as it directly affects whether students learn in school. Improvements in infrastructure will likely reduce teacher absenteeism, as supervision of schools becomes easier, while commuting time to financial, health, and other institutions becomes faster. The Government of Indonesia may consider making electronic payments for teacher salaries and allowances, to reduce the need for these teachers to travel. In addition, various ways to improve teacher accountability need to be tested for effectiveness, along with means to sanction underperforming teachers.



Improving student learning outcomes needs to start by making the results digestible to education stakeholders, tracking development over time, and ideally benchmarking of school-level outcomes against district- or national-level results. Collaborations among teachers and parents to support student learning will likely generate higher aspirations and career outlooks among students.



Raising parents' knowledge and awareness of high teacher absenteeism and low learning outcomes will likely increase their demands for improved education quality. This may entail setting up service standards expected from teachers and known to education stakeholders. In addition, increasing awareness of parents' role and participation in supporting their children's learning is crucial for their increased engagement.



Mechanisms to make teacher allowances more effective in improving teacher performance and student learning outcomes need to be identified and tested for implementation by the government. For example, the amounts of allowances paid need to be made conditional based on teacher presence, teacher performance, and/or a fraction of student learning outcomes.



Qualifications and skills of teachers in remote areas need to be upgraded. In the short run, more capacity development trainings should be delivered, by prioritizing teachers in remote areas or requiring a set percentage of training participants for teachers in remote areas. In the long run, more, better qualified, and younger teachers should be distributed to remote areas with an agreeable time limit, which will increase their credit points toward more quickly becoming certified or qualified to become civil servants. Improvements in infrastructure will also enable teachers to consider admission to higher education, join capacity development trainings, or take distance learning courses.

**Through KIAT Guru, the Government of Indonesia, with technical assistance from the World Bank, has started addressing some of these education service delivery challenges in remote areas.**

Recognizing that teacher absenteeism is a serious impediment to education service delivery, KIAT Guru raises stakeholders' awareness on this issue, along with the fact that student learning outcomes in the 270 schools was, on average, two grades below the national curriculum standard. KIAT Guru tests two mechanisms to improve teacher presence, teacher service performance, and student learning outcomes. A Social Accountability Mechanism (SAM) provides community members with an explicit role to monitor and evaluate teacher service performance and to ensure teacher accountability. There is also a Pay for Performance Mechanism (PPM), which links the payment of teacher remote area allowance (*Tunjangan Khusus Guru*, or TKG) with either teacher presence or teacher service quality. The two mechanisms are combined into three intervention groups i.e. (1) SAM; (2) SAM + PPM based on teacher presence; and (3) SAM + PPM based on a broad measure of the quality of teacher service performance. The 270 schools included in the survey were randomly assigned into the three intervention groups and compared to a control group.

**The World Bank conducted an evaluation of KIAT Guru and found positive impacts.** A second round of survey in the 270 schools was conducted at the beginning of 2018, and the results were compared and analyzed with the first round of survey covered in this report. The impact evaluation found that all three KIAT Guru intervention groups performed statistically and significantly better than the control group where no KIAT Guru intervention was implemented. The SAM combined with the PPM based on teacher presence ("Group 2") had the strongest positive effects on student learning outcomes in mathematics and Indonesian language (at 0.19 and 0.17 standard deviations respectively). It increased the presence of TKG-recipient teachers in classrooms and improved parental involvement in meeting with teachers and in supervising learning at home (Gaduh, et al, 2019). The IE is accompanied by a qualitative research conducted in nine case study schools, which findings reinforced recommendation for Group 2 as the most effective intervention (Bjork & Susanti, 2019). The impact evaluation, qualitative research, and process monitoring attributed the success of the interventions to four key elements: (a) increasing parental awareness of learning outcomes and their involvement in improving learning; (b) keeping teachers accountable through a few simple and objective performance evaluation indicators; (c) actively engaging external stakeholders in supporting, monitoring, and evaluating education service delivery; and (d) paying teacher allowance based on objective performance indicator.

Saya Sebagai Anak Perempuan atau



# 01 Introduction

**The Government of Indonesia recognizes the importance of education in improving productivities and reducing poverty and inequality.** With the government's budget for education tripling in real terms since 2001, Indonesia has made considerable progress in achieving universal enrollment at the primary and junior secondary school levels. Law 20 on National Education System, which was passed in 2003, mandated 20 percent of national and district government budgets for education, and this has been met since 2009. In 2017, the gross enrollment rate of Indonesian children ages 13 to 15 exceeded 95 percent.<sup>3</sup>

**Education policies in Indonesia have shifted focus toward quality and equity.** Quality improvements have included providing schools with more control of education resources (through the School Operational Support)<sup>4</sup>, improving capacities and qualifications of teachers, enhancing community participation through school committees, and benchmarking student performance through participation in international assessments. The Government of Indonesia has also provided students from poor backgrounds with cash transfers and attempted to improve equity by redistributing teachers.

**A Major education policy reform has focused on improving teacher welfare, although teacher performance has remained stagnant.** In 2005, Law 14 on Teachers and Lecturers increased the minimum teacher academic qualification to a bachelor's degree, requiring all teachers to complete their certification process successfully by 2015.<sup>5</sup> For teachers who complete the certification process<sup>6</sup>, the law introduced a certification allowance, in the amount up to 100 percent of their base salary.<sup>7</sup> Those working in remote areas receive a remote area allowance, also up to 100 percent of their base salary. Half of the national education budget has been allocated for payment of close to three million teachers' salaries and allowances, which in 2018 amounted to US\$16.1 billion. However, recipients of the remote area allowance had a higher teacher absenteeism rate

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<sup>3</sup> Badan Pusat Statistik 2018.

<sup>4</sup> Bantuan Operasional Sekolah (BOS) is a school-managed operational fund allocated by the Ministry of Education and Culture based on the number of registered students in the school. In 2018, BOS amounted to Rp 800,000 (US\$57) per student per year.

<sup>5</sup> <http://peraturan.go.id/uu/nomor-14-tahun-2005.html>.

<sup>6</sup> The teacher certification process requires that teachers hold an undergraduate degree, submit a portfolio of their teaching experiences, and pass a competence test. Teachers are currently certified for life, with no recertification process in place.

<sup>7</sup> Tunjangan Khusus Guru (teacher special allowance) is allocated for teachers assigned to special areas, including remote areas. For ease of reference, we use the term remote area allowance in this report.

compared with nonrecipients in the same schools. Likewise, the performance of students of certified teachers did not differ from students of those who were not certified.<sup>8</sup>

**Indonesian students achieve relatively low levels of learning.** In all international assessments in which the country has participated, the learning outcomes of Indonesian students rank at the bottom among participating countries.<sup>9,10</sup> Furthermore, only little progress has been achieved in student learning outcomes over the past 20 years (OECD 2016; Beatty et al. 2018). The latest reading assessment of the Programme for International Student Assessment (PISA) shows that fewer than one in two Indonesian students demonstrates the basic reading skills needed to participate effectively and productively in life.<sup>11</sup> In the 2015 Trends in International Mathematics and Science Study (TIMSS), Indonesian fourth grade students' math scores ranked 53 among 57 participating countries.<sup>12</sup> Using the assumptions of improvement rates on PISA tests from 2003 and 2015, the *World Development Report 2018* calculated that it would take Indonesia 48 years to achieve the current Organisation for Economic Co-operation and Development average score in mathematics and 73 years in reading, if education practices do not change (Beatty 2018; World Bank 2018a). Clearly, "schooling ain't learning"<sup>13</sup> and years of education and enrollment figures do not necessarily tell much about the quality of education provided. Given the importance of education quality for individual earnings and well-being and bearing in mind the role of education quality for economic growth,<sup>14</sup> governments around the world need to focus on achieving better student learning. Furthermore, it is noteworthy that learning results vary substantially across the country, with rural and remote areas lagging significantly behind urban areas.<sup>15</sup>

**Education equity in poor rural and remote areas remains a challenge** (World Bank 2013b). Rural areas have consistently higher rates of poverty (14.1 percent) compared with urban areas (8.2 percent), poorer connectivity, and lower quality of basic services

(BPS 2019). As a result, over one-third of the increase in inequality from 2002 to 2012 can be explained by where one is born and who one's parents are (World Bank 2016). Disparity among rural and urban locations persists in education service delivery and outcomes. Two-thirds of schools in remote areas are lacking teachers, while two-thirds of urban schools have too many teachers (World Bank 2013b). Around 50 percent of the population age 15 and above in rural areas has not completed or just completed elementary education, compared with 35 percent in urban areas (BPS 2018).

**Teacher absence is a significant constraint in remote areas.** In 2003, the first assessment of teacher absence conducted in Indonesia found a nationwide absence rate of approximately 19 percent among teachers in public primary schools.<sup>16</sup> Although this rate was reduced to 10 percent in 2014, in remote areas, still one in five teachers was absent from school.<sup>17</sup> Furthermore, teacher absence in Indonesia is associated with higher student absences<sup>18</sup>; higher dropout rates, particularly in remote areas<sup>19</sup>; as well as lower student test scores.<sup>20</sup>

**The Government of Indonesia has issued policies and resources to specifically focus on improving education service delivery in rural and remote areas.** The 2005 Law 14, the Minister of Education Regulation 32 from 2007, and Government Regulation 74 from 2008 defined special areas (*daerah khusus*), which include remote, frontier, and disaster- and conflict- prone areas. Teachers placed in these areas are entitled to several additional compensations and benefits, ranging from housing entitlement, automatic promotion, special promotion, job security and protection, scholarships, and priority for improving academic qualifications, certifications and competencies. Most importantly, teachers have become eligible for allowances that double or triple their base salary, if they meet certain requirements. For example, a teacher who becomes certified is eligible to receive a *Tunjangan Profesi* (certification allowance), which doubles his/ her base salary. Similarly, those

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<sup>8</sup> Toyamah et al. 2010; De Ree et al. 2018.

<sup>9</sup> The participating countries comprise the 34 Organisation for Economic Co-operation and Development (OECD) member countries, as well as several partner countries in Latin America, Eastern Europe, Asia, and the Middle East and North Africa.

<sup>10</sup> OECD 2016; World Bank 2018a.

<sup>11</sup> OECD 2016.

<sup>12</sup> Mullis et al. 2016.

<sup>13</sup> Pritchett 2013; World Bank 2018a.

<sup>14</sup> Hanushek and Woessmann 2007.

<sup>15</sup> ACDP 2014; Stern and Nordstrum 2014.

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<sup>16</sup> Usman, Akhmadi, and Suryadarma 2004; World Bank 2004; Chaudhury et al. 2006.

<sup>17</sup> ACDP 2014.

<sup>18</sup> Toyamah et al. 2010.

<sup>19</sup> UNICEF 2012.

<sup>20</sup> Usman, Akhmadi, and Suryadarma 2004; Suryadarma et al. 2006.

who works in special areas are eligible to receive a *Tunjangan Khusus*, which range from IDR 1.5 million to double the teacher's base salary. So if a certified civil servant teacher works in remote area, he or she could be entitled to a total income of up to three times his/her base salary. While significantly increasing teachers' income might seem like a significant incentive for teachers to improve their performance, a World Bank study on the impact of certified teachers on student learning outcomes does not find that this is the case (De Ree et al., 2018). Similar outcome was identified for *Tunjangan Khusus*, where recipients had highest rate of absenteeism in comparison to non-recipients (Toyamah et al., 2010).

**As a follow up policy intervention, the Government of Indonesia with technical assistance from the World Bank has been implementing KIAT Guru since 2016.** KIAT Guru aims to improve teacher presence, teacher service performance, and student learning outcomes in remote primary schools. Prior to implementation of several interventions, the World Bank conducted a survey in the study areas, to achieve better understanding of the challenges of primary education service delivery in remote areas. The study areas consist of five districts across Indonesia, namely, Ketapang, Landak, and Sintang (in West Kalimantan province) and West Manggarai and East Manggarai (in East Nusa Tenggara (NTT) province). This report presents a detailed description of the survey findings, conducted in a total of 270 primary schools located in 235 very remote villages. Although the sampling, instruments, and research questions were generated to match the specific demands for KIAT Guru, the findings are general enough to inform the conditions of education in the study areas.



**ROSTER BELAJAR KELOMPOK**

- Nama kelompok Belajar = **Unggul**
- Mata Pelajaran = **PKn**
- Hari/Tanggal = **17/11/2011**
- Nama-nama anggota Kelompok =

1. **GLEDYSA LODONG (LEDD)**
2. **FLAFIANUS TANGIS (RAFU)**
- SRILIA JEMHA (SRI)**
- FORTUNATUS BARUNG (Mbarung)**
- KOLINTUS POGOL (KOLIN)**

Agas Belajar Kelompok =

- Mengerjakan PK
- Belajar mata Pelajaran yang diajarkan hari itu
- Belajar mata Pelajaran
- Besok
- Waktu belajar 10 menit

**ROSTER HARIAN KELAS IV SDN M...**

SENIN	AGAMA	IPA
SELASA	PKn	MATEK
RABU	AGAMA	IPA
KEMIS	PKn	MATEK
JUMAT	AGAMA	IPA
SABTU	PKn	MATEK
DOMING	AGAMA	IPA

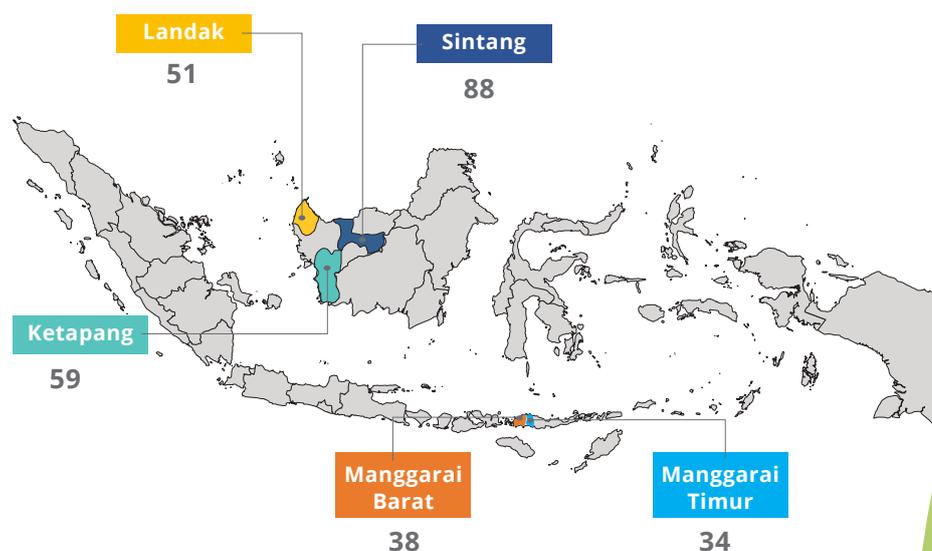
# 02 Scope of the Study: Locations, Instruments, and Sample

The report is organized as follows. Section 2 describes the baseline survey administered in the study villages. Section 3 presents the schooling context. Section 4 discusses parental and community involvement in education. Section 5 analyzes teacher absence in the sample primary schools. Section 6 analyzes student learning outcomes. Section 7 concludes.

## Selection of Study Areas

**The study districts represent five of 122 disadvantaged districts in Indonesia.** The selection of districts was based on the list of disadvantaged districts established by the Ministry of Villages, Disadvantaged Areas, and Transmigration in 2015. The list was narrowed through parameters set by the KIAT Guru project. Districts with very remote locations, conflict-prone, very low demand for education, very weak governance, and very high operational costs were excluded. Shortlisted districts had at least 40 primary schools in remote areas that fulfill the definition of eligible schools described below. Upon consultations with the Government of Indonesia at the national level, the list was further narrowed and visited to identify those having anecdotal problems of teacher absenteeism, whose district governments showed willingness to reform. The final list (map 1) includes three districts in West Kalimantan (Ketapang, Sintang, and Landak) and two districts in NTT (West Manggarai and East Manggarai). Schools eligible for selection in the study had a minimum

Map 1. Participating Districts and Number of Schools in Each District



**Table 1. Characteristics of the Study Districts Compared with Provincial and National Averages**

	West Kalimantan				NTT			National Average
	Ketapang	Landak	Sintang	Province Average	West Manggarai	East Manggarai	Province Average	
Poverty rate (%)	10.99	12.32	10.07	7.87	19.35	27.71	22.19	10.86
Very remote villages based on IDM (#)	136	79	287	72	55	59	21	26
Very remote villages based on IDM (%)	51.91	51.30	82.23	48.31	32.54	33.52	13.96	16.28
Subdistricts	21	13	14	12	10	9	14	14
Villages	262	154	349	148	169	176	151	161
Average # villages per subdistrict	12	12	25	12	17	20	11	12
Total population (# individuals)	482,831	361,469	400,789	338,349	256,105	275,622	227,083	504,680
Average village population (# individuals)	1,843	2,347	1,148	2,284	1,515	1,566	1,503	3,139
Primary schools	526	457	429	305	259	329	368	289
Average # primary school per village	2	3	1	2	2	2	2	2

*Sources:*

- Subdistricts and villages (2017): Central Bureau of Statistics <https://www.bps.go.id/website/fileMenu/Perka-BPS-No55-Tahun-2017.pdf>.
- Individuals and households: SUSENAS March 2016 (own calculation).
- School data: MoEC <http://dapo.dikdasmen.kemdikbud.go.id/sp>.
- Poverty rate (2016): Central Bureau of Statistics <https://www.bps.go.id/website/pdf/publikasi/Data-dan-Informasi-Kemiskinan-Kabupaten-Kota-2016-.pdf>.
- Villages with IDM status (2015): MoV [http://kedesa.id/id\\_ID/repository/indeks-desa-membangun-indonesia/](http://kedesa.id/id_ID/repository/indeks-desa-membangun-indonesia/).
- National Socio-Economic Survey.

Note: IDM = Individual Deprivation Measure; MoEC = Ministry of Education and Culture; NTT = East Nusa Tenggara; SUSENAS

of 70 students, located at least a one-hour drive from the district capital, and with at least three teachers who received the remote area allowance. Table 1 presents characteristics of the five study districts: poverty, remoteness, administrative units, population, and schools, with summary findings described below.

**Compared with other districts in Indonesia, the five study districts have higher poverty rates.** All five districts have higher poverty rates compared with the provincial and national rates, except Sintang, which has a lower poverty rate compared with the national average (11 percent in 2016). West Kalimantan districts are more prosperous than NTT districts and have a lower poverty rate than the national average. However, the three West Kalimantan districts are poorer than other districts in that province. NTT has an average poverty rate of 22 percent, compared with the national poverty rate of 11 percent, with West Manggarai sitting below the provincial average and East Manggarai above it, with nearly 28 percent of its population living below the official poverty line.

**The five districts have different provincial characteristics in terms of administrative units, but they all have more primary schools and more remote schools compared with the national average.** Table 1 presents the average number of villages classified as very remote according to the Village Development Index 2015.<sup>21</sup> In the West Kalimantan districts, at least 50 percent of the villages, and up to 82 percent of the villages in Sintang district, are classified as very remote. In West Manggarai and East Manggarai, approximately one-third of the villages are classified as very remote, which is significantly higher than in NTT (with only 14 percent of villages classified as very remote).

**The average village population in the five districts is relatively small compared with the national level but relatively large compared with the provincial level.** All five study districts have smaller populations than the average district nationally, but larger than the average district in their respective provinces. The three West Kalimantan districts, which have, on average, a population of about 415,000 individuals, are much larger than the NTT districts, which have 265,000 individuals on average. Yet, the West Kalimantan survey districts are, per village, less populated than villages in the average district in the province.

<sup>21</sup> The Village Development Index was developed by the Ministry of Villages, Disadvantaged Areas and Transmigration (2015).

## Survey Instruments

The survey comprises instruments to measure teacher absence and student learning outcomes, along with five questionnaires. The teacher absence survey is based on Analytical and Capacity Development Partnership's instrument, which was used for its 2014 survey, based on an instrument developed by the World Bank for *World Development Report 2004*.<sup>22,23</sup> Teacher presence is directly observed by enumerators during an unannounced school visit. It collects information on teacher location (in or out of school, and in or out of class), teacher activity (teaching-related or non-teaching-related) during school hours, and student absences from school. It generates data to assess the rate of teacher absence from school, classroom, and teaching.

**The Student Learning Assessment (SLA) captures student competencies in literacy and numeracy, according to the standards set in the 2006 national curriculum.** The SLA instrument is a grade-specific test, which was developed based on frameworks and findings from international and national assessment tools. The assessment aims to capture basic to higher-order skills in reading and writing (in this case, Indonesian) and performing mathematical operations.<sup>24</sup> Tests were developed to contain a larger distribution of lower grade-level questions, to capture a more normal distribution of student learning outcomes. The SLA was administered to all the students in grades one to five in the sample schools.<sup>25</sup> of the 28,790 students registered in grades one to five, 26,612 students—present on the day enumerators administered the tests—undertook the SLA Indonesian and math tests (table 2). Students

**Table 2. Student Learning Assessment: Sample Description**

Grade	Gender	All Areas	West Kalimantan			NTT	
			Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Number of students registered in school</b>							
1	Male	3,192	633	511	1,080	485	483
	Female	2,685	517	462	888	404	414
2	Male	2,924	564	484	925	452	499
	Female	2,458	488	408	776	372	414
3	Male	3,068	615	465	1,024	492	472
	Female	2,616	481	397	864	475	399
4	Male	3,080	552	557	938	541	492
	Female	2,815	522	449	957	492	395
5	Male	3,126	552	520	1,015	533	506
	Female	2,826	525	429	996	450	426
<b>Number of students present in school on the day of the test</b>							
1	Male	2,802	537	436	949	431	449
	Female	2,375	441	391	799	359	385
2	Male	2,641	491	434	838	402	476
	Female	2,280	448	370	720	344	398
3	Male	2,838	551	410	973	459	445
	Female	2,489	448	367	831	456	387
4	Male	2,884	492	513	897	516	466
	Female	2,662	476	420	905	477	384
5	Male	2,918	495	479	964	507	473
	Female	2,723	500	408	964	433	418

<sup>22</sup> Chaudhury et al. 2006.

<sup>23</sup> Usman, Akhmadi, and Suryadarma 2004; Toyamah et al. 2010; UNICEF 2012; ACDP 2014.

<sup>24</sup> ASER 2014; Gove and Wetterberg 2011; Mullis et al. 2016; Platas et al. 2014; Uwezo 2012.

<sup>25</sup> To avoid teachers preparing students for the test, it was announced to teachers and students one day before administration. All participating students started with the Indonesian test with a time limit of 25 minutes for grades one and two, and 45 minutes

for grades three through five, without a break, unless requested by students, the math test then followed, with a time limit of 15 minutes for grades one and two and 50 minutes for grades three through five. The differing time limits between the lower and upper grades were determined based on test item types. The items for the lower grades were largely on recognition (for example, letter and number recognition), which required less time to work on than the more complex items for the upper grades (for example, reading comprehension and performing math operations).

in grades one and two took the test individually, that is, one person at a time, and were allowed 25 minutes for the Indonesian test and 15 minutes for the math test. Students in grades three to five were allowed 45 minutes for the Indonesian test and 50 minutes for the math test and took the tests in groups.<sup>26</sup>

The SLA was a multiple-choice test, with three to four possible answers for each question.<sup>27</sup> There were 23 and 30 questions in the Indonesian and math tests, respectively, for each grade-level test. Except for the tests for grade one, all the grade-level tests were developed with a large distribution of lower grade-level questions, given that they were administered during the middle of the first semester of the academic

year. Students had not yet been taught—even less so mastered—a significant part of the material for their current grade level. Therefore, 80 percent of the questions for the Indonesian and math tests were based on the curriculum standards for one and two grade levels below the respective grades at which the tests were administered. The remaining items (20 percent of the questions) were based on the curriculum standards of the current grade level.

**The five questionnaires were adapted from previous surveys conducted in Indonesia.**<sup>28</sup> The questionnaires collect detailed information from village heads, school principals, teachers, school committees, and parents of children attending primary school.<sup>29</sup>

**Table 3. Study Participants and Respondents**

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
Subdistricts	33	8	7	7	6	5
Villages	235	59	38	82	27	29
Households	5,400	1,179	1,020	1,761	760	680
Registered students in grades 1-6	35,543	7,350	5,682	11,449	5,709	5,353
Registered students in grades 1-5	28,791	5,449	4,682	9,463	4,696	4,501
Students tested for SLA	26,613	4,879	4,228	8,840	4,384	4,282
Schools	270	59	51	88	38	34
Principals	270	59	51	88	38	34
PNS principals	268	58	51	87	38	34
Teachers listed in schools	2,293	508	370	700	385	330
Teachers surveyed	1,917	420	300	585	332	280
PNS teachers	755	140	133	240	137	105
Non-PNS teachers	1,162	280	167	345	195	175
Share non-PNS teachers (%)	39	33.33	44.33	41.03	41.27	37.50
Contract teachers	348	176	27	60	18	67
Honor teachers	814	104	140	285	177	108
Certified teachers	265	52	50	91	48	24
Noncertified teachers	1,652	368	250	494	284	256
School committees	268	58	50	88	38	34
Active	254	56	48	82	35	33
Non-active	14	2	2	6	3	1

Note: Number of subdistricts, villages, and schools in the sample. NTT = East Nusa Tenggara; PNS = civil servants; SLA = Student Learning Assessment.

<sup>26</sup> The rationale behind the time differences in testing dependent on age is that students in lower grades are in the early phase of learning and are not fully able to read and write on their own; thus, they require more intensive one-on-one assistance with test instructions. For the students in the lower grades, administrators assisted by reading the instructions to them for each item presented and writing their answers on the answer sheet. The administrators received training on how to conduct this test, for example, without providing students with clues to the answers. Previously, this practice was undertaken by Stern and Nordstrum (2014) and ASER (2014). Students in grades three and above are normally used to reading and writing on their own; therefore, the test was delivered in the usual way, requiring the students to read the instructions and write the answers on their own. To avoid

cheating in group-setting tests, two versions of the test booklets were developed, with variations in the sequencing of the same types of questions. Students sitting next to each other were thus given different versions of the test booklet.

<sup>27</sup> Indonesian tests for grades one and two (only) provide four possible answer options for 48 and 39 percent of the questions, respectively.

<sup>28</sup> World Bank 2013a, 2015; ACDP 2014; Pradhan et al. 2014.

<sup>29</sup> The data in this report draw on the instruments that are components of the quantitative surveys. In addition, qualitative data were collected in the pilot areas; however, these are not discussed in the report.

The village head questionnaire collected information on village population characteristics, access to basic energy and services, social cohesion, and degree of remoteness. The principal questionnaire collected comprehensive information on school operations, including the availability of key physical infrastructure, student population characteristics, instruction processes, and results of student graduation exams. Mirroring the principal questionnaire, the teacher questionnaire sought information on teachers' backgrounds, education levels, experiences, living conditions, and activities in and outside school; teachers' allocation of time among different teaching-related tasks; the salary and allowances they received; and their motivations and sense of satisfaction. The school committee questionnaire focused on the committee's history, financial information, school management activities, and satisfaction with school quality. The parent questionnaire collected information on parents' socioeconomic background, degree of engagement with the school, supervision of home study, participation in their child's schoolwork, and student absence.

## Study Participants and Respondents

### **The study covers 270 primary schools located in 235 remote villages across 33 subdistricts.**

Among these schools, 198 were in West Kalimantan and 72 in NTT. Table 3 presents the sample size and population numbers in the study areas. Principals and school committee representatives in 270 schools were interviewed, along with 235 village heads. The sample schools comprised of 35,543 students, of 28,791 students in grades one to five, 92 percent participated in the SLA.<sup>30</sup> The survey also collected information on 5,400 randomly selected parents of students who took the SLA—four parents for each grade (for grades one to five only). If a school did not have a given grade level, four parents from other grade levels were selected instead.

## Description of Study Villages

### **Study villages had an average population of 1,400 individuals, only half of the national average (3,100 individuals per village).**

Among the five districts, Sintang had the lightest (1,000) and Landak has the densest (2,000) population (table 4). On average, school-age children (ages 4 to 20) comprised 35 percent of the population in the five districts. However, there were large differences in the

populations of school-age children between districts—from 22 percent of the population in Ketapang to 46 percent in East Manggarai. Children of primary school age comprised approximately 40 percent of the children ages 4 to 20 years.

### **From an ethno-religious perspective, study villages are highly homogeneous and have a low level of conflicts.**

The majority of the population belongs to the largest local religion and ethnic group. On average, in 76 percent of the villages, more than 80 percent of the population belongs to the largest ethnic group, compared with an average of 51 percent of the villages with more than 80 percent of the population belonging to the largest religion. Catholicism is the main religion. However, there is a notable difference between the NTT districts, where Catholicism is the religion of nearly 90 percent of the population, and West Kalimantan, where other religions are more evenly spread among the residents. Islam and Protestantism are the respective religions of 12-34 and 15-39 percent, respectively, of residents across all five districts. On average, approximately 11 percent of the villages (or 26 villages) reported having experienced local conflict in the past year, ranging from zero villages in West Manggarai to 16 percent of the villages in Landak. The main reasons given for these local conflicts were public policies, public service delivery, and economic matters.

### **Access to electricity, telecommunication, and internet varies widely across villages.**

The majority of the villages (90 percent) have access to sources of electrical power, but only very few (29 percent) obtain power from state-owned electrical grid (PLN). Access to PLN electricity ranged from 15 percent in West Manggarai to 44 percent in Ketapang. The types of cooking fuel used in the study villages were more province-specific, with all the villages in the NTT districts using firewood as cooking fuel and none using gas or liquefied petroleum gas. In West Kalimantan, 29 percent of the villages in Landak, 46 percent in Ketapang, and 54 percent in Sintang used gas to cook; the remaining used firewood. The vast majority of the villages (all in the NTT districts) had access to mobile phone networks, although only 71 percent had access in Landak. Internet access was less widespread, with 7 to 16 percent of the villages reporting access. A remarkable exception was West Manggarai, where 56 percent of the study villages had access to internet.

### **The degree of remoteness of study villages varies in access to health centers and distance and travel time to key administrative and financial institutions.**

In all the districts, community health

<sup>30</sup> The remaining 10 percent of the students were absent on the day the test was implemented.

Table 4. Characteristics of Study Villages

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Demographic characteristics</b>						
Total population	1,396	1,576	2,097	999	1,328	1,328
School age (4-20) individuals	495	352	737	369	493	607
School age (4-20) individuals (% total population)	35.5	22.4	35.2	36.9	37.1	45.7
Pre-primary school age (4-6)	89	62	132	68	95	103
Primary school age (7-12)	193	178	264	153	196	202
Primary school age (7-12) (% total population)	13.9	11.3	12.6	15.3	14.8	15.2
Primary school age (7-12) (% school-age population)	39.1	50.6	35.8	41.6	39.8	33.3
Junior secondary school age (13-15)	108	61	172	78	100	149
Senior secondary school age (16-20)	104	51	169	69	102	153
Households/families	717	828	1,061	517	662	677
<b>Use of basic energy and communication infrastructure (% villages with access)</b>						
PLN electricity	29	44	32	26	15	21
Non-PLN electricity	90	92	89	88	100	86
Cooking fuel: gas or LPG	35	46	29	54	0	0
Cooking fuel: firewood	64	54	63	46	100	100
Mobile phone	90	90	71	93	100	100
Internet	17	12	16	13	56	7
<b>Distribution of religions among residents (% village population)</b>						
Islam	16.2	34.1	12.9	11.6	10.7	1.8
Christian - Protestant	23.6	15.2	38.8	36.7	1.1	3.5
Catholic	59.4	48.9	48.3	50.5	88.2	94.8
Buddha	0.34	1	0.03	0.88	0	0
Hindu	0.04	0.15	0	0	0	0
Confucius	0.01	0.02	0	0.010	0	0
Others	0.38	1.460	0	0	0	0
<b>Community homogeneity and conflict</b>						
Number of religions present in the village	2.46	2.78	2.820	2.77	1.31	1.48
% villages with more than 80% of the population having the largest religion	51	53	11	39	88	100
% villages with more than 50% of the population having the largest religion	88	81	79	88	100	100
% villages with more than 80% of the population of the largest ethnicity	76	63	82	88	70	69
% villages with more than 50% of the population of the largest ethnicity	93	93	100	98	89	76
Occurrence of local conflicts in village during past year	11	14	16	13	0	3
Conflict over public policies/services (% conflicts in past year)	35	38	17	36	0	100
Conflict over economic matters (% conflicts in past year)	23	13	33	27	0	0
Conflict over personal matters (% conflicts in past year)	15	25	33	0	0	0

Note: LPG = liquefied petroleum gas; NTT = East Nusa Tenggara; PLN = state-owned electrical grid.

centers and health care staff are located less than one hour from schools (table 5). Hospitals are much farther, on average, approximately 100 kilometers and nearly four hours travel away. On average villages were 149 kilometers and almost five hours away from the district

capital. The institution that is closest to the village hall is the subdistrict office, which is located on average 28 kilometers and approximately 1.3 hours travel time from the village. Neighboring district government offices may often be located closer—nearly one

Table 5. Distance and Travel Time from School to Key Institutions

		All Areas	West Kalimantan			NTT	
			Ketapang	Landak	Sintang	West Manggarai	East Manggarai
Regional education office	Distance (km)	124.8	205.3	87.0	132.1	77.1	78.1
	Travel time (hours)	4.8	6.7	3.2	5.0	4.4	3.4
UPTD in subdistrict	Distance (km)	41.6	37.0	48.7	56.0	20.0	27.4
	Travel time (hours)	2.1	1.5	2.3	2.5	1.7	2.4
Nearest hospital	Distance (km)	102.6	170.5	65.5	123.4	36.0	61.8
	Travel time (hours)	3.9	5.2	2.7	4.7	2.6	2.9
Nearest community health center	Distance (km)	10.9	8.6	13.1	16.3	4.8	4.4
	Travel time (hours)	0.7	0.5	0.8	0.8	0.6	0.5
Nearest clinic/health care staff	Distance (km)	5.5	4.8	7.3	2.3	4.2	13.9
	Travel time (hours)	0.4	0.3	0.5	0.3	0.7	0.8
Nearest bank	Distance (km)	52.0	49.9	44.5	82.6	24.4	21.2
	Travel time (hours)	2.3	1.8	2.2	3.1	1.9	1.3
Nearest market	Distance (km)	35.6	32.4	39.2	54.2	12.8	14.6
	Travel time (hours)	1.7	1.3	2.0	2.2	1.3	1.1

Note: km = kilometers; NTT = East Nusa Tenggara; UPTD = *Unit Pelaksana Teknis Daerah* (district technical implementing unit at the subdistrict level).

hour closer in West Manggarai and 1.2 hours closer in Ketapang. Financial institutions are located closer to the study villages than the post office in all the districts except Sintang. There is little difference in the distance and travel time to banks and Automated Teller Machines between provinces. In the NTT districts, cooperatives are closer than banks, and in West Kalimantan, credit unions are located closer to villages.

**A different type of remoteness is experienced in the West Kalimantan districts compared with the NTT districts.** Distance is slightly longer in the West Kalimantan study districts than in the NTT districts, varying from 14 kilometers in West Manggarai to 38 kilometers in Sintang. The West Kalimantan districts are located farther from key administrative and financial institutions than the NTT study districts (table 6, in annex A), but travel times for the West Kalimantan districts are shorter or similar compared with the NTT study districts. For example, it takes about the same time to travel to the subdistrict office in Sintang (38 kilometers) as in West Manggarai (14 kilometers), which reflects differences in road infrastructure quality and topography.<sup>31</sup>

**of the 235 villages surveyed, only 2 percent of village heads were female, with the typical profile being married male with a high school education.**

The large majority of the villages (94 percent) were headed by a village head or acting village head (table 7). Most of the villages with no head (10 of 13) were located in Ketapang. The majority of the individual respondents to the village instrument (177 individuals, or 75 percent of the respondents) were village heads or acting in the role. The typical village head was a married man in his mid-forties with a high school education (as the highest level of education attained) who resided in the village. There were only three female village heads in total, one in Ketapang and two in Landak. In West Manggarai, 15 percent of the village heads resided in another village in the same subdistrict. Respondents who were not village heads held the position of village secretary (36 villages) or head of village affairs (22 villages). They were also typically married men with a high school education and resided in the village, but they were slightly younger than the village heads, with an average age of 39 years.

<sup>31</sup> Several subdistrict offices in West Kalimantan are connected by the Trans-Kalimantan Highway, whereas only a few subdistrict offices in NTT are connected by large, paved roads. Similarly, subdistricts in West Kalimantan have better access to telecommunication infrastructure than the NTT subdistricts. However, based on anecdotes from the implementation team, and considering the

distance and travel time from subdistrict offices to villages, the study villages are more difficult to reach in West Kalimantan compared with NTT. This is largely due to the many rivers that must be traversed by boat along roads between subdistrict offices and villages in West Kalimantan.

Table 7. Village Leadership Characteristics

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
# Villages	235	59	38	82	27	29
<b>Type of respondent and characteristics</b>						
Village head or acting village head (% respondents)	75	47	76	79	96	100
Village head or acting village head (#)	177	28	29	65	26	29
Other: secretary (% respondents)	15	24	18	17	4	0
Other: secretary (#)	36	14	7	14	1	0
Other: head affairs (% respondents)	9	29	5	4	0	0
Other: head affairs (#)	22	17	2	3	0	0
Duration in office (years)	3	3	3	3	3	5
Village with no village head (% respondents)	6	17	5	0	4	0
Village with no village head (#)	13	10	2	0	1	0
<b>Village head - demographics and education</b>						
Age (years)	44	45	42	41	47	47
% female	2	4	7	0	0	0
% married	97	100	97	97	88	100
% primary education	1	0	3	0	0	0
% junior secondary education	14	21	14	12	23	0
% senior secondary education	68	61	48	77	58	83
% university education	18	18	34	11	19	17
<b>Other respondent - demographics and education</b>						
Age (years)	39	37	49	38	41	-
% female	5	10	0	0	0	-
% married	98	100	100	94	100	-
% primary education	3	3	11	0	0	-
% junior secondary education	5	6	0	6	0	-
% senior secondary education	83	87	78	76	100	-
% university education	9	3	11	18	0	-
<b>Village head - residence location (% village heads)</b>						
Village	92	86	86	98	85	97
Other village in subdistrict	6	11	7	2	15	3
Other subdistrict in district	2	4	7	0	0	0
<b>Other respondent - residence location (% other respondents)</b>						
Village	95	94	100	94	100	-
Other village in subdistrict	3	3	0	6	0	-
Other subdistrict in district	2	3	0	0	0	-

Note: NTT = East Nusa Tenggara.

## 03

# Schooling Context

## School Characteristics

### School Availability

**Public primary schools are the most widely available type of educational institution in the five districts, with nearly a quarter of the schools conducting multi-grade classes.** The implementation of the largest primary school construction program in the world happened in Indonesia between 1973 and 1978 (Duflo 2001). As shown in table 8, in West Kalimantan nearly all the study villages have at least one public primary school. In NTT, 85 percent of the villages have a public primary school. Other educational institutions are more diversely available across the survey districts. On average, 42 percent of the villages have at least one early childhood education facility, ranging from 26 percent in West Manggarai to 62 percent in East Manggarai. Kindergartens are scarcer in the study villages—there are none in the villages in East Manggarai; 25 percent of the villages in Ketapang have at least one kindergarten. On average, 46 percent of the villages have a junior secondary school, with variation across districts, from 33 percent in West Manggarai to 72 percent in East Manggarai. In general, senior high schools are only seldomly available, with 6 percent of the 235 villages having at least one such school. The study area includes 22 private primary schools, of which 20 are in NTT (table 55, in annex A). About 2 percent of the villages have an Islamic primary school. Nearly a quarter of the schools, ranging from 18 percent in the districts in NTT to 34 percent in Ketapang, employ multi-grade classes (table 9). These are defined as classes where a single teacher teaches students of two or more grades at the same time (Little 2006).

### Student Distribution

**The number of students per school is a bit lower than the national average.** Table 9 presents the number of students in the study areas and their distribution in classes within schools. On average, there are six classes (*rombongan belajar*) per school—that is, one class per grade (*kelas*)—in the sample schools.<sup>32</sup> These schools have a student-teacher ratio of 16 to 1, which is just slightly below national average of 17 to 1. The average number of students per school ranges from 111 in Landak to 157 in East Manggarai, well below

<sup>32</sup> A grade (*kelas*) lasts an academic year and corresponds to a given level in the school system; there is a specific curriculum that students at this level are to be taught, and when they have not reached the required level, students may be required to repeat a grade. Class (*kelompok belajar*) corresponds roughly to the group of students who are physically located in a particular classroom and being taught simultaneously.

<sup>33</sup> World Bank 2018b.

<sup>34</sup> World Bank 2008.

**Table 8. Availability of Education Facilities in the Villages**

		All Areas	West Kalimantan			NTT	
			Ketapang	Landak	Sintang	West Manggarai	East Manggarai
PAUD	Availability (% villages)	42	49	42	34	26	62
	Number	1	1	2	2	1	1
Kindergarden (TK)	Availability (% villages)	11	25	3	10	7	0
	Number	1	1	5	1	2	
Public primary school	Availability (% villages)	96	100	100	99	85	86
	Number	2	2	3	1	2	1
Private primary school	Availability (% villages)	16	17	3	1	44	48
	Number	1	2	1	1	1	1
Islamic primary school	Availability (% villages)	2	3	3	0	7	0
	Number	3	2	8		1	
Junior secondary school	Availability (% villages)	46	47	53	37	33	72
	Number	1	1	1	1	1	1
Senior secondary school	Availability (% villages)	6	7	5	2	4	17
	Number	2	1	2	6	1	1

Note: Availability (% villages) refers to the share of study villages with at least one school type; number is conditional on availability in the village. NTT = East Nusa Tenggara; PAUD = Pendidikan Anak Usia Dini (early childhood education programs); TK = Tunjangan Khusus (special allowance).

the national average of 191.<sup>33</sup> However, 78 percent of Indonesian primary schools have fewer than 250 students, and nearly 50 percent have fewer than 150.<sup>34</sup> Overall, in the study areas, there were approximately 20 students per class (19-20 in West Kalimantan and 21-22 in NTT).

**Of the 35,543 students registered in the study schools, there were larger gender disparities in the earlier grades.** In total, around 47 percent of students were female (table 10, in annex A). From grades one to five, the largest disparities between the numbers of male and female students were observed in East Manggarai (about two or three additional male students). Districts in West Kalimantan tended to have slightly larger classes in the lower grades than in the upper grades, whereas in NTT districts the number of students was slightly higher in the upper grades, with between one and five more students per grade. In the NTT districts, East Manggarai, in particular, had more students on average than the other study districts, with 26 students per grade.

### School Facilities

**Between 41 and 66 percent of the schools have clean water; only 33 percent have access to electricity during school hours; and 45 percent have access to mobile phone signals.** A common characteristic of remote schools in Indonesia is the lack of quality physical facilities to support teaching and

learning. Toyamah et al. (2010) and ACDP (2014) find that there is a direct correlation between the availability of school facilities and teacher absence. Correspondingly, the sample schools lack universal access to key school facilities. Table 11 (in annex A) shows that the sample schools are rather unequal in the availability of physical facilities. For teaching support facilities, there are significant differences in the availability of school libraries, ranging from 43 percent in Landak to 91 percent in East Manggarai. Approximately 35 to 40 percent of the schools across all the districts reported having a sufficient number of textbooks.

**Districts in West Kalimantan are better endowed with buildings and other facilities, especially toilets, compared with districts in NTT.** For example, 96 percent of schools in Landak have a teachers' room, compared with 50 percent of schools in East Manggarai. Similarly, 26 percent of schools in West Manggarai have a principal's room, compared with 63 percent of schools in Sintang. Overall, approximately 90 percent of the schools have toilet facilities, with lower percentages in NTT (79-85 percent). These toilet facilities comprise the presence of toilets at schools regardless of whether they are reserved for teachers or students; it appears that teachers have toilets for their own use more often than students do. Furthermore, female students in West Kalimantan are more likely to have access to gender-specific toilets than male students are. In West Kalimantan, on average, 70 percent of the sample schools have toilets for teachers,

Table 9. Characteristics of Student Population in the Sample Schools

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>School size and class distribution by grade</b>						
Average # students per school	132	125	111	130	150	157
Student-teacher ratio	16	14	16	16	15	16
Total # class groups	1,753	384	306	563	256	244
# Grade 1 classes	298	65	51	100	41	41
# Grade 2 classes	299	63	52	97	43	44
# Grade 3 classes	298	64	51	95	47	41
# Grade 4 classes	290	65	51	91	44	39
# Grade 5 classes	288	63	51	91	42	41
# Grade 6 classes	280	64	50	89	39	38
Average # classes per school	6.5	6.5	6.0	6.4	6.7	7.2
Average class size	20	19	19	20	22	21
Schools with multi-grade classes (%)	24	34	24	22	18	18
<b>Student population</b>						
# Students	35,543	7,350	5,682	11,449	5,709	5,353
# Male students	18,706	3,847	3,048	5,968	2,995	2,848
# Female students	16,837	3,503	2,634	5,481	2,714	2,505
<b>Student graduation results, 2015/16</b>						
# Students in grade 6	21	20	20	21	25	24
# Male students in grade 6	10	10	10	10	12	11
# Female students in grade 6	11	10	10	11	13	13
# Graduates	21	20	20	21	25	24
# Male graduates	10	10	10	10	12	11
# Female graduates	11	10	10	11	13	13
Average UN score	149.0	113.7	112.3	160.7	187.2	194.7
Score in Indonesian	60.2	56.3	50.1	59.7	66.4	77.3
Score in math	54.8	50.2	45.2	52.9	64.7	72.0
Score in science	61.1	59.7	50.5	62.0	64.0	74.1

Note: NTT = East Nusa Tenggara; UN = United Nations.

nearly 60 percent have toilets for female students, and 50 percent have toilets for male students. In comparison, in NTT, on average, 82 percent of the sample schools have toilets for teachers, 30 percent have toilets for female students, and 21 percent have toilets for male students.

## School Budget

**All the schools receive operational funds from the central government.** The amount received from the central government under the School Operations Fund for academic year 2015/16 varied between IDR

89 million (US\$6,360) in Landak and IDR 131 million (US\$9,360) in East Manggarai (table 12).<sup>35,36</sup> Local governments also contribute to school operational funds,<sup>37</sup> except for the schools in Landak, which did not receive funding from any local government. In the other four study districts that reported having received financial support, district governments were the second most important source of school operational funds, although there were significant variations across districts in the amounts the schools received. In West Manggarai and East Manggarai, 16 and 12 percent of the schools received IDR 33 million (US\$2,360) and IDR 23 million (US\$1,640), respectively, from the district government. In Ketapang and Sintang, on average, approximately 90 percent of the schools received IDR

<sup>35</sup> The exchange rate was approximately Rp 14,000 to US\$1 at the date of publication.

<sup>36</sup> This is in line with findings from Al-Samarrai and Cerdan-Infantes (2013); about half the public schools at the primary and junior secondary levels nationally reported not having received any additional financial support from the district government in 2010.

<sup>37</sup> These are comprised of funds from the district-specific complement to the national School Operations Fund.

10 million (US\$715) from their district government. Al-Samarrai and Cerdan-Infantes (2013) find that differences occur in the amount of resources allocated by district governments to schools for teacher salaries compared with resources allocated for direct education support. Districts indeed tend to allocate a large part of their budgets to paying salaries--particularly to contract teachers--which leaves fewer resources available for direct support to schools. Provincial government funds are scarcer and not homogeneously distributed across districts. In NTT, only one school in the province received additional provincial funding (IDR 18 million (US\$1,285) for West Manggarai). In West Kalimantan, six schools in Ketapang and three schools in Sintang reported having received approximately IDR 5 million (US\$360) and IDR 13 million (US\$930), respectively, per district, from the provincial government.

**Government funds comprise between 94.0 and 99.5 percent of school operational funds.<sup>38</sup>**

The remainder predominantly come from parent contributions (on average, 1.33 percent), which vary widely in type and amount (table 13). Overall, the

most frequent fees charged to parents are for school uniforms, celebrations, and examinations.

**Language and Curriculum Utilized in Sample Schools**

**Indonesian is the principal language used in most of the schools in the study areas.** More than 90 percent of the schools in West Kalimantan and 70 percent in NTT use Indonesian (table 14, in annex A). The remaining schools in NTT use Manggarai as the main teaching language. In West Kalimantan, Malay (Ketapang) and Dayak (Sintang and Landak) are reported to be the principal languages of instruction in 3 to 7 percent of the schools, and by 2 to 9 percent of the teachers.

**The study found some discrepancies in the use of the national curriculum in the surveyed districts.**

Most teachers (74 percent) teach at least four subjects, and 14 percent teach one subject. For the curriculum, 99 percent of the principals reported that the 2004 curriculum is used in their school, whereas 94 percent of the teachers reported using the 2006 curriculum.

**Table 12. Funding Sources for Sample Schools, Academic Year 2015/16**

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Source of school operation funds</b>						
Central government (%schools)	100	100	100	100	100	100
Amount from central government (Rp)	108,695,824	105,881,608	88,737,600	108,972,376	119,043,496	130,656,944
Province government (%schools)	4	5	0	7	3	0
Amount from province government (Rp)	10,838,640	4,733,334		12,697,733	18,000,000	
District government (%schools)	53	92	0	89	16	12
Amount from district government (Rp)	12,110,747	10,315,019		11,171,484	33,033,334	23,050,000
Village government (% schools)	1	3	0	0	0	6
Amount from village government (Rp)	2,400,000	3,000,000				1,800,000
<b>Reported distribution of school operation funds by source (%)</b>						
Government	97.7	97.3	99.5	98.3	97.6	94.3
Fees paid by parents	1.3	0.7	0.4	1.0	1.1	5.0
Community contribution	0.1	0.2	0.0	0.0	0.3	0.4
Other sources	0.8	2.0	0.1	0.6	1.0	0.4

Note: NTT = East Nusa Tenggara.

<sup>38</sup> Here, "government funds" refers to national, provincial, district, and village funding sources.

Table 13. Fees Charged to Parents, Academic Year 2015/16

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Fees charged to parents</b>						
Uniforms						
Number of schools	53	23	2	19	6	3
Amount (Rp)	1,146,943	550,870	90,000	1,773,053	88,333	4,573,334
Regular school payments/SPP/committee						
Number of schools	40	5	1	6	13	15
Amount (Rp)	4,534,075	27,000	25,000	2,459,500	3,001,846	8,494,800
Celebrations						
Number of schools	34	3	0	5	12	14
Amount (Rp)	218,176	19,333		280,000	249,000	212,286
Examinations						
Number of schools	24	8	2	7	6	1
Amount (Rp)	454,667	123,125	100,000	490,000	416,167	3,800,000
Student worksheets						
Number of schools	18	15	1	2	0	0
Amount (Rp)	673,222	452,333	8,000	2,662,500		
<b>Initial registration/admission fee</b>						
Number of schools	11	4	0	0	3	4
Amount (Rp)	340,455	652,500			108,333	202,500
Activity fund (extracurricular)						
Number of schools	7	2	0	0	4	1
Amount (Rp)	64,429	22,500			23,000	314,000
<b>Facilities/infrastructure construction fund</b>						
Number of schools	8	3	1	1	0	3
Amount (Rp)	247,375	74,000	50,000	50,000		552,333
Others						
Number of schools	26	6	1	13	4	2
Amount (Rp)	337,423	94,500	2,000	544,846	117,250	326,000

Note: NTT = East Nusa Tenggara; SPP = social protection program.

Only one percent of principals and teachers reported the use of 2013 curriculum. The data collection did not ask additional questions that could explain these discrepancies, and as such, this will be a good area of investigations in future relevant studies.

### Teaching and Learning Time in Academic Year 2015/16

**About 25 percent of the sample schools reported that teaching and learning activities had been interrupted at least once during the academic year.**

Table 15 (in annex A) shows that, on average, the sample schools had 226 effective teaching days during academic year 2015/16, varying from 207 days in Sintang to 244 days in East Manggarai. The number of interruptions varied quite significantly across the districts. The schools

in East Manggarai reported having had no interruptions during the academic year, with 244 effective teaching days. In contrast, 34 percent of the schools in Sintang reported having had some interruptions, with an average of 207 effective teaching days during the year.

**Instructional time in sample schools ranged from 26 to 33 hours per week.** Teachers in sample schools spend on average 26 instructional hours every week teaching students in grade one. The weekly number of instructional hours increases gradually with each grade, reaching 31 hours in grade six. Schools in NTT have slightly more instructional hours than those in West Kalimantan, ranging from 27 hours in grade one to 33 hours in grade six.

## School Supervision and Meetings In Academic Year 2015/16

**On average, about 90 percent of principals reported having had a supervisory visit from the school superintendent or other officials during academic year 2015/16.** Two-thirds of the teachers reported having been supervised by another education official while teaching during the year (table 16).<sup>39</sup> Nearly all the principals (between 91 and 100 percent, depending on the district) reported having had regular internal meetings between principals and teachers (approximately six times during academic year 2015/16). This implies that there were approximately bimonthly internal meetings between principals and teachers.<sup>40</sup> A similar, slightly lower frequency of internal meetings was reported by teachers.

**School principals or other staff also engaged in several meetings with external stakeholders during academic year 2015/16.** In most of the districts, approximately 90 percent of the schools had meetings between parents and teacher working groups during the year (figure 1). Meetings with education authorities and district and subdistrict technical implementing unit education agencies were also common, with approximately 75 and 80 percent of the schools, respectively, reporting having had such meetings. Figure 2 shows the topics covered during these meetings, as reported by teachers. In these discussions, the student learning process was the most frequently discussed issue, followed by the curriculum, students' grades, and teaching quality.

Figure 1. School Meetings with External Stakeholders, 2015/16

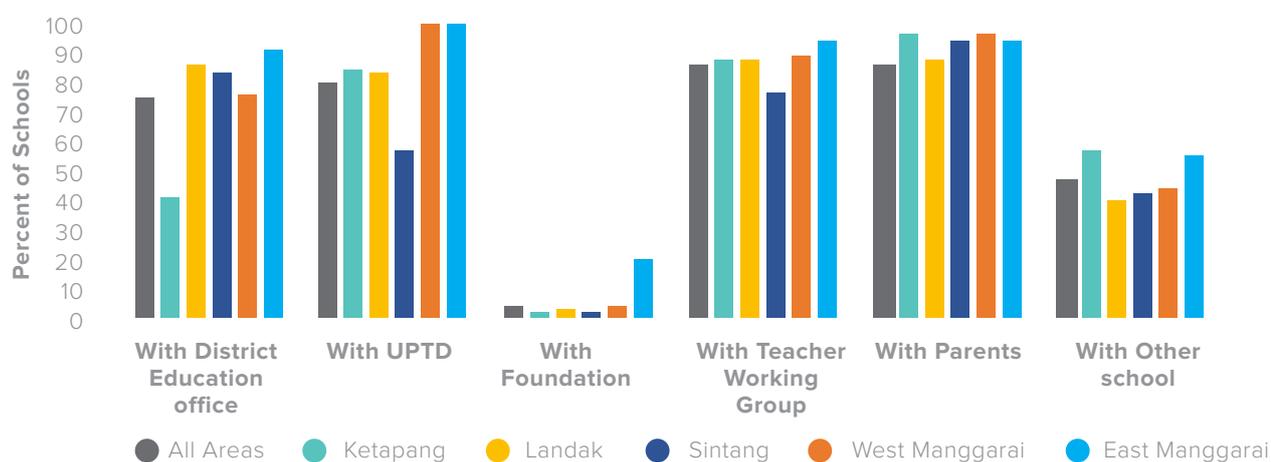


Table 16. School Supervision and Meetings, Academic Year 2015/16

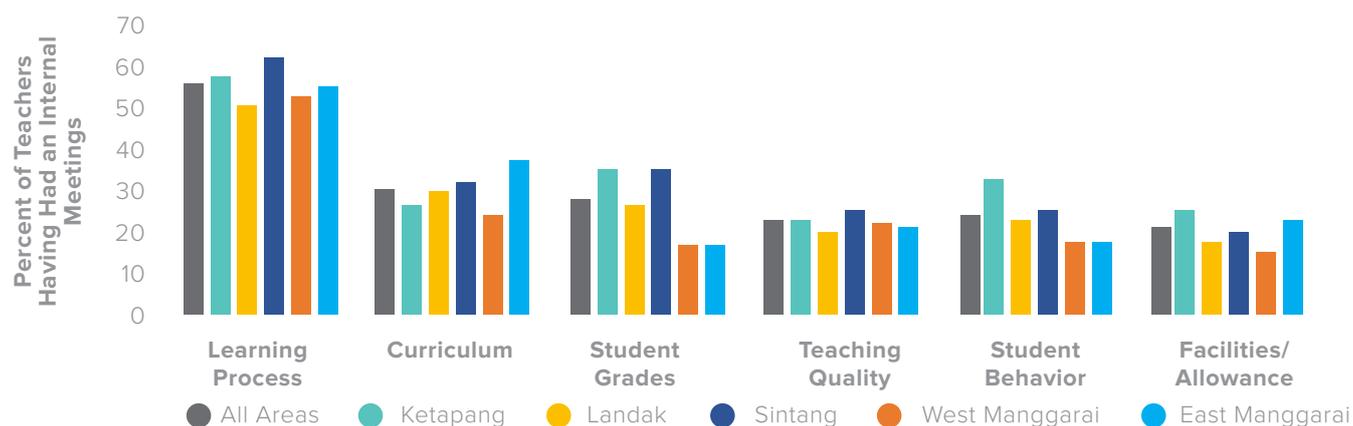
	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>School and teacher supervision</b>						
Visit from superintendent/officials/foundation	88	80	80	90	100	97
Teacher supervision during teaching	67	71	62	64	67	73
<b>Internal meetings between principals and teachers</b>						
Principal report	95	97	94	91	100	100
Average # internal meetings (principal)	6	5	5	6	8	6
Teacher report	0.880	0.880	0.840	0.880	0.880	0.930
Average # internal meetings (teachers)	5	5	4	4	7	6
<b>Participation of teachers in preparing school programs</b>						
Entirely	58	60	32	48	71	88
Partially	22	27	24	28	14	9

Note: NTT = East Nusa Tenggara.

<sup>39</sup> A teacher could be supervised by another teacher, the principal, the superintendent, or some other person working for a public educational institution.

<sup>40</sup> The school year runs from mid-July to mid-June in Indonesian public schools.

Figure 2. Topics Covered During Internal Meetings



## Teachers and Principals

### Characteristics of Principals and Teachers in Study Schools

**Almost all principals, but only 40 percent of the teachers, were civil servants.** Only two principals in the sample survey were not civil servants. The study sample was comprised of 245 principals and 14 acting principals, among the 270 primary schools surveyed. For the other 11 primary schools, respondents to the principal questionnaire were teachers or other school staff, who answered the questionnaire on behalf of an absent or acting principal. More than 90 percent of the schools are public schools, with three types of teacher status: permanent, contract, and school-contracted teachers. Permanent teachers are tenured civil servants (PNS) hired by the central government, while contract teachers are hired by district or provincial governments under annual contracts. Meanwhile, schools hire school-contracted teachers with a temporary employment status. The study schools have 2,301 teachers, of whom about 83 percent were surveyed using the teacher questionnaire.<sup>41</sup> In Ketapang, only about a third of the teachers were civil servants. Overall, the share of civil servants in the sample schools was remarkably lower than is commonly found in other studies of Indonesian schools. Chen (2011) finds that 70 percent of teachers were PNS, on average, from a sample of 400 public primary schools located in 54 districts throughout the country, whereas World Bank (2008) reports that approximately 52 percent of teachers in primary schools in remote areas were PNS.

There were more non-civil servant teachers, contract teachers, and school-contracted teachers than

civil servant (PNS) teachers—60 and 40 percent, respectively, over the entire sample. Among non-PNS teachers (1,162), 814 (about 42 percent of all the sample teachers) were school-contracted teachers; 302 (16 percent) were contract teachers; and the remaining 46 teachers (2 percent) had another employment status, such as community or part-time schoolteacher. The distribution of contract and school-contracted teachers varies widely between districts, but school-contracted teachers were more common than contract teachers in the sample schools, except in Ketapang. The school-contracted teachers were hired by the schools and comprised approximately 27 percent of the teachers in public primary schools, whereas the contract teachers were hired on fixed-term contracts on the government payroll.<sup>42</sup> According to World Bank (2013b), the share of non-PNS primary school teachers increased from 25 to 35 percent across Indonesia between 2006 and 2010. In 2010, nearly half of the Indonesian schools had between 20 and 40 percent non-PNS teachers, and a quarter of the schools had more than 40 percent non-PNS teachers.<sup>43</sup>

**PNS teachers were predominantly male (60 percent) and age approximately 44 years, whereas non-PNS teachers were mostly female (60 percent) and age approximately 30 years.** There was a clear difference between the demographic characteristics of PNS and non-PNS teachers. In comparison, World Bank (2008) finds that female teachers constituted 55 percent of primary school teachers in Indonesia. Approximately 95 percent of PNS teachers were married, compared with 76 percent of non-PNS teachers. Similarly, 95 percent of PNS teachers were parents, compared with 71 percent of non-PNS teachers. Among the teachers who were parents, PNS teachers had three children on

<sup>41</sup> The remaining 17 percent of the teachers were not present at school on the day the survey was implemented, because they were not scheduled to teach on that day or they were absent (see section 5).

<sup>42</sup> Suharti 2013.

<sup>43</sup> World Bank 2013b

Table 17. Principal and Teacher Demographics

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Respondent status (#)</b>						
Schools	270	59	51	88	38	34
Principal	245	55	38	82	38	32
Acting principal	14	2	10	1	0	1
Respondent on behalf of principal	11	2	3	5	0	1
PNS teachers	755	140	133	240	137	105
Non-PNS teachers	1162	280	167	345	195	175
Contract teacher	302	138	24	58	15	67
Honor teacher	814	104	140	285	177	108
Other employment status	46	38	3	2	3	0
<b>Principal demographic characteristics</b>						
Age (years)	48	47	49	47	51	51
Gender: male (%)	84	81	96	73	100	79
Marital status: married (%)	97	97	96	98	97	94
Marital status: single (%)	2	3	4	1	3	0
Marital status: other (%)	1	0	0	1	0	6
Has children (%)	98	98	96	99	95	100
Average # children	3	3	3	3	5	4
<b>PNS teachers demographic characteristics</b>						
Age (years)	44	43	44	45	45	45
Gender: male (%)	60	57	58	61	61	65
Marital status: married (%)	95	97	95	94	96	95
Marital status: single (%)	3	2	3	3	1	3
Marital status: other (%)	2	1	2	3	3	2
Has children (%)	95	95	93	95	96	96
Average # children	3	2	3	3	4	3
<b>Non-PNS teachers demographic characteristics</b>						
Age (years)	30	30	32	31	30	30
Gender: male (%)	40	36	45	39	36	45
Marital status: married (%)	76	78	74	78	74	74
Marital status: single (%)	22	21	24	18	24	25
Marital status: other (%)	2	1	2	4	2	1
Has children (%)	71	73	69	77	66	65
Average # children	1	1	1	1	1	1

Note: NTT = East Nusa Tenggara; PNS = civil servants.

average, whereas non-PNS teachers had one child on average. Lastly, only 3 percent of PNS teachers and 2 percent of principals were single; 22 percent of non-PNS teachers were single. As shown in table 17, the typical principal in the sample schools was a married man approaching age 50, with three children.

**Only slightly more than half of the principals and teachers in study schools held an undergraduate degree.** The 2005 national Teacher Law requires that all teachers have a four-year bachelor's degree;

however, the law has not yet been fully implemented for the sample schools. Principal and teacher educational attainment levels are presented in figure 3. Data from the teacher census show that only 14 percent of primary school teachers in remote areas held a bachelor's degree in 2010, compared with 27 percent of all primary school teachers nationally.<sup>44</sup>

<sup>44</sup> World Bank 2013b.

In the sample schools, similar shares of principals (66 percent) and PNS teachers (60 percent) had the required educational attainment (figure 3). Indeed, 18 percent of principals had only a high school diploma, whereas 29 percent of PNS teachers had this as their highest education level. Fifty percent of non-PNS teachers had a bachelor's degree, on average. However, this statistic masks important variation across districts, as only 32 percent of non-PNS teachers in Ketapang (West Kalimantan) held the officially required degree, and in West Manggarai (NTT), 78 percent held the same degree. In this respect, non-PNS teachers in the two NTT districts were highly qualified compared with those in other districts. More than 70 percent of non-PNS teachers in the NTT districts had at least a bachelor's degree or higher. In contrast, approximately one-third of non-PNS teachers held the required bachelor's

degree (or higher) in Ketapang and Sintang.

**Less than one-third of teachers in the study schools have been certified.** The rates of certification are rather low, especially considering that the 2005 Teacher Law stipulates that all teachers teaching in Indonesian schools must have completed the certification process by 2015. Certification ensures that teachers possess the proper competencies and provides them with a certification allowance equivalent to the base salary. Table 18 shows that 34 percent of PNS teachers were certified, and only 12 percent of non-PNS teachers were certified. These findings could reflect a catch-up process in recent years, given that two-thirds of the certified teachers have been certified since 2013.

Figure 3. Principal and Teacher Education Levels

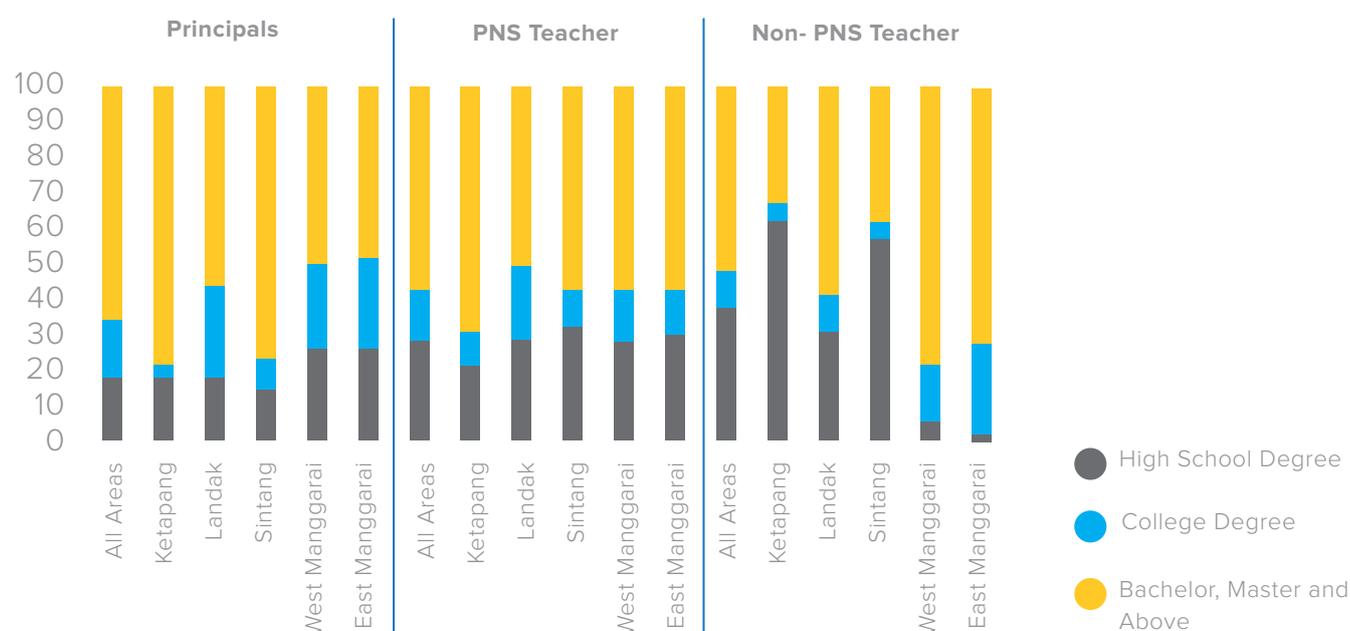


Table 18. Teacher Certification Status

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>PNS teachers</b>						
Certified (% PNS teachers)	34	34	34	38	34	23
Certified in 2015-17 (% certified)	25	27	27	19	33	29
Certified in 2013-14 (% certified)	38	48	27	41	33	38
Certified in 2011-12 (% certified)	32	19	38	38	26	33
Certified in 2010 and earlier (% certified)	5	6	9	2	9	0

Note: NTT = East Nusa Tenggara; PNS = civil servants.

Figure 4. Principal and Teacher Longevity at Current School

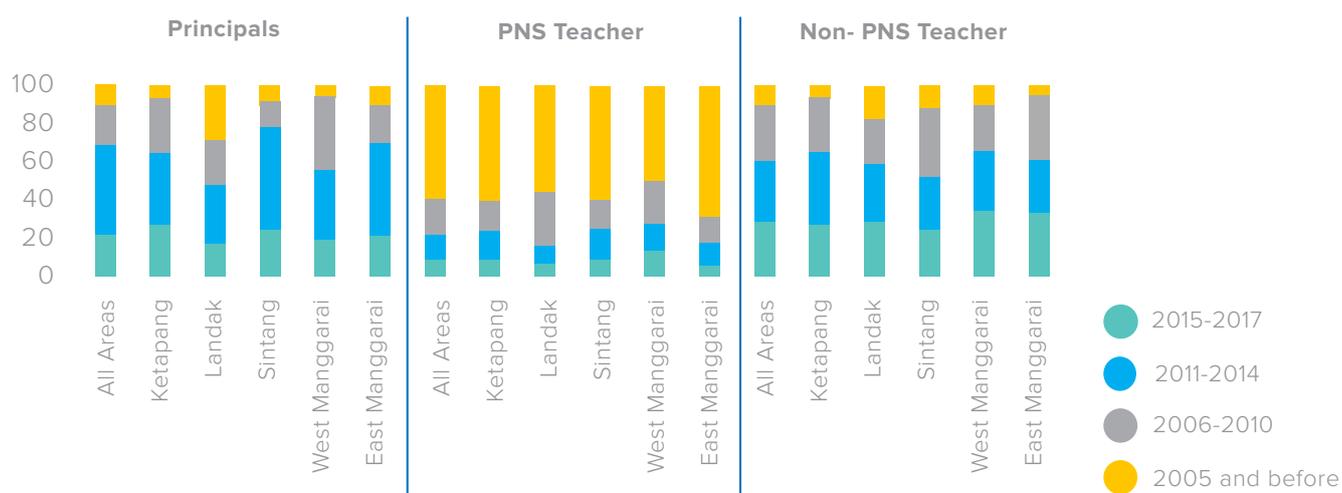


Table 19. Principal and Teacher Work Experience

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Principal started at first school as principal (% principals)</b>						
Principal's first school is current school	70	56	78	75	68	68
2011-14	6	7	2	3	5	15
2006-10	7	15	2	6	8	3
2005 and earlier	17	22	18	15	18	15
<b>PNS teacher started at first school (% PNS teachers)</b>						
Teacher's first school is current school	38	33	38	40	31	50
2015-17	0	0	0	0	0	0
2011-14	2	4	5	0	2	0
2006-10	11	8	17	8	16	8
2005 and earlier	49	56	41	53	51	42
<b>Non-PNS teacher started at first school (% Non-PNS teachers)</b>						
Teacher's first school is current school	74	63	74	81	74	80
2015-17	1	0	1	1	1	2
2011-14	8	10	10	4	10	5
2006-10	11	16	8	8	10	11
2005 and earlier	6	11	7	5	5	2

Note: NTT = East Nusa Tenggara; PNS = civil servants.

**PNS teachers differ significantly, compared with principals and non-PNS teachers, in longevity at their current school.** Figure 4 shows longevity at current school, and table 19 presents overall experience (years working). Sixty percent of PNS teachers have continued to work in their current school since before 2005. Between 20 and 30 percent of principals held their position at their current school for fewer than two years, and 30 to 60 percent of principals did so for two to five years. Non-PNS teachers are the most recent staff in the sample schools—29 and 32 percent worked in their current school for fewer than two years and two to five years, respectively.

**On overall career experience, PNS teachers again differ significantly from principals and non-PNS teachers.** Among PNS teachers, approximately 60 percent worked in another school previously and 49 percent started working as teachers at their current school prior to 2005. Only 30 percent of principals and 25 percent of non-PNS teachers had previously held their current respective positions in other schools. Among non-PNS teachers who had previously worked in a school, 25 percent started before 2005 and 46 percent started during 2006–10.

Table 20. Principals' Characteristics (% Principals)

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Local language ability</b>						
No or limited fluency	8	5	8	14	5	0
Average fluency	8	10	12	8	0	6
High or perfect fluency	84	85	80	78	95	94
<b>Birth location compared with school location</b>						
Same village as school	24	29	25	17	24	35
Other village, same subdistrict	30	32	27	27	45	18
Other subdistrict, same district	19	15	22	24	16	15
Other district, same province	16	10	24	11	11	32
Other province	11	14	2	20	5	0
<b>Location of main residence compared with school location</b>						
Same village as school	69	68	55	76	66	76
Other village, same subdistrict	26	31	29	23	32	18
Other subdistrict, same district	4	0	14	1	3	6
Other district, same province	0	0	2	0	0	0
Other province	0	2	0	0	0	0
# days spent in main residence last year	355	354	343	358	358	365
<b>Reasons for living in main residence</b>						
Owns a house there	69	66	78	59	68	85
Location of official residence	16	20	12	22	8	6
Spouse/children live there	39	61	31	40	34	12
Parents/relatives live there	9	17	6	13	3	0
Close to school	37	32	33	50	45	12
Other	10	10	2	17	11	6

Note: NTT = East Nusa Tenggara.

## Living Conditions

**Principals in the sample schools are predominantly of local origin, and teachers are relatively well integrated into the study areas.** Among the principals, 84 percent speak the local language with high fluency; nearly 75 percent were born in the same district where they work; and 70 percent live in the same village as their school (table 20). Among the teachers, 81 percent speak (near-perfectly) the local language; 80 percent were born in the same district where they work; and 81 percent live in the village where they teach (table 21). However, only 57 percent of the teachers own a house in the village of their school, compared with 69 percent of the principals. Several previous studies have found that teachers and principals who were born outside the province where their school was located had lower absence rates than those born in the same province.<sup>45</sup>

**Most principals and teachers live in the same village as their schools and spend a negligible amount of time and money to commute.** As shown in tables 22 and 23 (in annex A), the median travel time to get to school for principals living in the same village as their school is five minutes, and the corresponding transportation cost is null. For principals living outside the village, the median travel time is 30 minutes, and the median cost is IDR 8,000 (US\$0.60). In general, teachers have similar travel conditions as their principals. However, teachers who live outside the village (20 percent of the teachers) where they teach spend approximately IDR 4,500 (US\$0.30) on transportation (one way).

## Activities at School and Outside School

**In general, the teachers reported teaching more than 90 percent of the scheduled hours.** Most teachers worked at one school only. Table 24 lists the activities—at school and outside school—in which teachers in the study schools reported taking part. When surveyed, in the

<sup>45</sup> Toyamah et al. 2010; ACDP 2014.

Table 21. Teachers' Characteristics (% Teachers)

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Local language ability</b>						
No or limited fluency	1	0.170	1	0.080	0.080	0.060
Average fluency	0.090	0.150	0.110	0.080	0.050	0.080
High or perfect fluency	0.810	0.690	0.790	0.840	0.860	0.860
<b>Birth location compared with school location</b>						
Same village as school	39	39	39	40	31	42
Other village, same subdistrict	24	21	21	23	30	27
Other subdistrict, same district	17	14	24	17	19	13
Other district, same province	12	7	10	12	14	18
Other province	9	18	6	8	6	0
<b>Location of main residence compared with school location</b>						
Same village as school	81	81	72	86	80	82
Other village, same subdistrict	16	16	19	13	19	18
Other subdistrict, same district	2	2	8	1	1	0
Other district, same province	0	0	1	1	1	0
Other province	0	0	0	0	0	0
# days spent in main residence last year	359	355	357	361	359	361
<b>Reasons for living in main residence</b>						
Owns a house there	57	56	61	61	48	54
Location of official residence	14	15	12	17	16	5
Spouse/children live there	63	85	47	71	56	40
Parents/relatives live there	25	36	24	24	19	19
Close to school	32	41	23	28	44	25
Other	4	10	4	2	2	0

Note: NTT = East Nusa Tenggara.

previous week teachers had taught 26 hours, on average, of nearly 28 scheduled hours. However, there were sizable variations across districts, with the number of scheduled teaching hours ranging from 26 hours in Landak and East Manggarai to 33 hours in West Manggarai. Considering that students usually attend school six days a week in Indonesia, this implies that teachers in the sample areas teach, on average, between 4.3 and 5.5 scheduled teaching hours daily. This differs from the number of weekly realized teaching hours, which ranged from 22 hours in East Manggarai to 31 hours in West Manggarai. These self-reported weekly teaching hours are relatively high compared with the average national teaching load. World Bank (2008) reports that approximately half of the primary school teachers nationally have a workload of fewer than 18 hours weekly. More recently, Suharti (2013) finds that nationally only 44 percent of teachers teach the minimum level of teaching hours required by law (24 hours), while 53 percent of teachers in rural areas, and 59 percent in remote areas, work fewer than 18 hours each week.

**Teachers also reported spending time to give and assess exams and homework.** On average, there were approximately 11 primary school student exams conducted during the academic year, although there were significant variations across districts, from seven exams in Landak to 14 in Ketapang. Homework is given daily by about 25 percent of the teachers, and weekly by more than 90 percent. Approximately 90 percent of the teachers reported assessing homework themselves, spending between three hours (Landak) and five hours (East Manggarai) assessing homework each week. On weekly time allocation, assessing daily exams and homework was the third most important teacher activity, after teaching and preparing lesson plans. Other teaching-related tasks that occur less frequently during the academic year include assessment of midterm and final exams (between four hours in Landak and 11 hours in East Manggarai, on a monthly basis) and teacher training and self-development (allocated monthly, ranging from four hours in Landak to eight hours in Sintang).

Table 24. Teachers' Activities at School, Academic Year 2015/16

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Teaching</b>						
# schools at which teaching	1	1	1	1	1	1
Scheduled # teaching hours last week	28	28	26	27	33	26
Realized # teaching hours last week	26	26	23	27	31	22
Average # students in class daily	20	18	18	19	22	21
Exams and homework - frequency						
# exams conducted in academic year	11	14	7	13	10	10
Homework given daily (% teachers)	26	36	27	24	20	22
Homework given at least once a week (% teachers)	93	93	87	95	93	95
% homework assessed by teacher self	90	88	93	91	85	92
<b>Weekly hours spent on teaching-related tasks</b>						
Learning plan preparation	5	6	4	4	6	7
Teaching activities	18	17	17	20	14	20
Assessment of daily exams and homework	4	5	3	4	4	5
Remedial activities	2	2	1	2	2	2
Extracurricular activities	1	1	1	1	2	2
<b>Monthly hours spent on teaching-related tasks</b>						
Assessment of midterms and final exams	7	9	4	6	7	11
Teacher self-development and training	6	4	3	8	6	7
Research activities	0	0	1	0	0	0
Creation of teaching innovative learning tools	1	1	0	1	1	2
<b>Additional roles in school (% teachers)</b>						
Teacher has additional activities at school	68	75	51	66	67	81
Homeroom teacher	50	42	65	51	38	65
Extracurricular supervisor	37	38	10	43	38	42
Dapodik operator	11	11	11	13	13	6
Library supervisor	6	9	4	6	5	2
School committee administrator	2	1	1	3	1	4

Note: NTT = East Nusa Tenggara.

**Nearly all principals also teach, while 68 percent of the teachers undertake roles other than teaching, with very different access to capacity development trainings.** In addition to their main principal activities, nearly all the principals had teaching scheduled in the previous week—on average 14 of 15 hours (table 25). More than 90 percent of the principals received education-related training sometime in the past three years. Teachers also took on other roles, including homeroom teacher (50 percent of teachers), extracurricular supervisor (37 percent), and principal education data operator (11 percent). On additional teacher training, table 26 shows that about 8 percent of teachers in Sintang had attended a training workshop during the previous six months, and 18 percent had done so during the previous 12 months. In East

Manggarai, 31 percent of the surveyed teachers had attended training in the previous six months, and 43 percent had done so in the previous 12 months.

**The majority of principals and about 70 percent of teachers also held another job.** Among the principals (table 25), 68 percent work in agriculture, spending between four hours (West Manggarai) and 24 hours (Landak and Sintang) in agricultural activities monthly. A minority of the principals (3 percent) reported having an extra teaching job (outside school) in Ketapang and Landak. Similarly, agriculture is the most common second work activity, occupying 54 percent of the teachers. Eleven percent of the teachers work in non-agricultural pursuits, and 5 percent teach outside school. For example, teachers spent an average of 32 hours in the previous month (about eight

Table 25. Principals' Additional Activities: Trainings, Other Jobs, and Involvement in Local Organizations

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Activities at school</b>						
Teaching at same school (% principals)	94	92	92	98	89	97
Scheduled # teaching hours (if teaching)	15	18	20	14	14	9
Realized # teaching hours (if teaching)	14	16	16	14	12	7
Ever received training in education (% principals)	94	90	94	97	92	94
Received training in education in past 3 years (% principals)	90	85	90	94	92	82
<b>Other jobs, past month</b>						
Teaching outside school (% principals)	3	8	4	0	0	0
# hours spent, if teaching outside school	6	5	8			
Median monthly income from extra teaching job (Rp)	450,000	200,000	700,000			
Working in agriculture (% principals)	68	61	75	72	58	73
# hours spent, if working in agriculture	18	18	24	24	4	8
Median monthly income from agriculture job (Rp)	400,000	500,000	294,667	500,000	187,500	170,833
Other non-agricultural job (% principals)	8	18	8	5	3	3
Hours spent, if other job	24	38	15	8	4	4
Median monthly income from other job (Rp)	708,333	1,125,000	1,080,000	500,000	1,250,000	500,000
<b>Involvement in local organizations (% principals)</b>						
Active in local organizations	64	81	48	69	55	56
Local government organization	13	20	20	6	8	15
Religious/youth/farmer organization	54	66	44	51	55	53
Political party or nongovernmental organization	0	0	2	0	0	0
Education/health/social organization	24	27	12	44	3	12

Note: NTT = East Nusa Tenggara.

hours weekly) working in agriculture, compared with 26 hours teaching each week, on average. Although time spent by teachers in agricultural or other pursuits may not appear to be overly time consuming or onerous, it could be argued that it is time taken away from teaching or leisure activities. In comparison, the amount of time spent on an additional job is remarkably higher than, for instance, the amount of time spent on training and self-development per month (five hours on average, table 26). This may be related to the low proportion of teachers (34 percent) in the sample schools who reported being certified. Indeed, De Ree et al. (2018) find that an important effect of the certification program and its certification allowance is to reduce the probability of teachers holding a second job.

#### **Additional jobs do not provide principals and teachers with significant additional income.**

Principals with an extra agricultural job received additional median monthly income varying from less than IDR 200,000 in the NTT districts to IDR 500,000 (US\$36) in Sintang and Ketapang. The principals who have an extra non-agricultural job receive the highest

additional median monthly income (on average, IDR 700,000), although there are significant variations between districts (table 25). Similarly, for teachers who have an extra agricultural job, their additional median monthly income varies from IDR 167,000 (US\$12) to IDR 437,000 (US\$31) in West Manggarai and Sintang, respectively. For those who have an extra non-agricultural job, their additional median monthly income is more substantial—on average, IDR 500,000 (US\$36) and up to IDR 833,000 (US\$60) in Sintang.

#### **Many of the principals and teachers participate in local organizations.**

Sixty-four percent of the principals are involved in one or more local organizations—religious, youth, or farmer organizations (84 percent); education, health, or social organizations (38 percent); and local government organizations (20 percent) (table 25). Table 26 shows that about 55 percent of the teachers (1,048) reported that they are involved in local organizations. These teachers are mainly involved in religious, youth, or farmer organizations (84 percent across all types of organizations); education, health, or social organizations (24 percent); and local government organizations (20

Table 26. Teachers' Additional Activities: Trainings, Other Jobs, and Involvement In Local Organizations

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Education training (% of teachers)</b>						
Attended training workshop in past 6 months	17	18	15	8	20	31
Attended training workshop in past 12 months	29	33	26	18	34	43
<b>Other jobs, past month</b>						
Teaching outside school (% teachers)	5	9	12	2	2	1
# hours spent, if teaching outside school	21	21	21	17	32	17
Median monthly income from extra teaching job (Rp)	200,000	158,333	275,000	180,000	300,000	143,750
Working in agriculture (% teachers)	54	46	61	62	41	60
# hours spent, if working in agriculture	32	35	34	39	16	24
Median monthly income from agriculture job (Rp)	300,000	333,333	266,667	437,500	166,667	191,667
Other non-agriculture job (% teachers)	11	21	16	8	7	2
Hours spent, if other job	42	43	37	43	52	31
Median monthly income from other job (Rp)	500,000	500,000	500,000	833,333	250,000	654,167
<b>Involvement in local organizations (% teachers)</b>						
Active in local organizations	55	62	48	50	55	60
Local government organization	20	16	20	19	17	29
Religious/youth/farmer organization	84	76	84	79	94	92
Political party or nongovernmental organization	1	2	3	0	1	2
Education/health/social organization	24	39	19	27	8	14

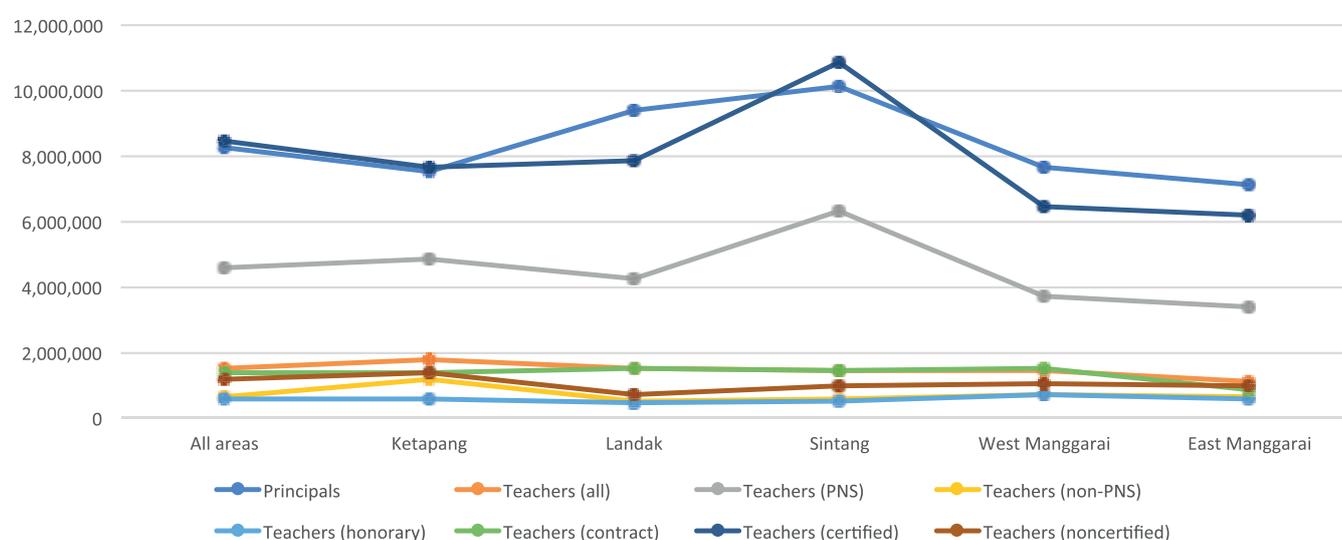
Note: NTT = East Nusa Tenggara.

percent). Involvement in local organizations may affect teachers' performance, for example, by increasing their workload. This would reflect the findings of ACDP (2014), which reports high rates of absenteeism among teachers who are also involved in community organizations.<sup>46</sup> However, being more involved in their local communities

may lead teachers to be more responsive to community demands for improvement in teaching outcomes, for example, through increased peer pressure to perform better.

**Principals conducted teacher performance evaluation in the majority of the schools.** More

Figure 5. Median Monthly Total Income (Idr)



<sup>46</sup> In ACDP (2014), less than 1 percent of the teachers reported being involved in government programs as facilitators.

Table 27. Evaluation of Teachers by Principal, Academic Year 2015/16

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Principal reporting (%)</b>						
# Principals reporting having conducted teacher evaluation	195	44	38	57	28	28
Evaluation criteria						
Teacher discipline/behavior	87	86	74	93	89	93
Teaching capability	76	59	89	84	68	75
Teacher attendance	75	70	74	79	79	75
Performance or behavior of teacher's students	58	50	55	60	61	71
Creativity outside the class	24	23	13	28	7	50
Others	53	48	39	49	71	68
Evaluation results communicated to teachers	98	98	97	98	96	100
<b>Recognition of high-performing teachers</b>						
Nothing	71	67	83	45	97	100
Oral praise	27	32	10	55	3	0
Appreciation certificate	0.1	4	0	0	3	0
Help with promotion and/or self-development opportunities	3	4	0	0.1	13	0
Promotion to become principal	2	4	0	4	0	0
Financial reward	4	2	6	8	0	0
<b>Teacher reporting (%)</b>						
# Teachers reporting having been evaluated	1,506	342	195	446	263	260
Evaluation criteria						
Teacher discipline/behavior	80	80	70	77	86	86
Teaching capability	62	71	57	63	59	56
Teacher attendance	70	72	60	73	70	71
Performance or behavior of teacher's students	57	60	50	56	55	62
Creativity outside the class	24	27	15	20	26	33
Others	35	35	21	26	48	47
Evaluation results communicated by principal	67	65	68	65	62	78
Evaluation results considered fair and objective	97	96	97	98	96	98
<b>Recognition of high-performing teachers</b>						
Nothing	36	36	52	38	25	28
Oral praise	56	53	41	53	67	69
Appreciation certificate	0	2	0	0	1	0
Help with promotion and/or self-development opportunities	3	3	3	2	3	4
Promotion to become principal	0	0.1	0	0	0	0
Financial reward	3	5	0.1	4	5	1

Note: NTT = East Nusa Tenggara.

than 70 percent of principals reported having evaluated teachers in their school, and nearly 80 percent of teachers reported having been evaluated by their principal during academic year 2015/16 (table 27). The main evaluation criteria included teacher discipline or behavior (87 percent), teaching capability (76 percent), attendance (75 percent), and the performance or behavior of their students (58 percent). These percentages correspond with the main evaluation

criteria of principals as reported by teachers—teacher discipline/behavior (80 percent), teacher attendance (70 percent), teaching capability (62 percent), and the performance or behavior of students (57 percent). Approximately 25 percent of school principals reported having communicated the evaluation results to teachers. In contrast, approximately 67 percent of teachers reported having received their evaluation results from their principals, with 97 percent of these

Table 28. Principals' Salary Delivery Mode

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Means of receiving salary (% principals)</b>						
Transferred to bank account	47	0	100	84	3	9
Cash from regional education office	3	9	0	1	3	6
Cash from subdistrict education office (UPPT)	14	11	0	1	51	30
Cash from school	32	81	0	12	38	39
Other	3	0	0	1	5	15
<b>Distance, travel time, and cost from school to salary pickup location</b>						
Salary is picked up outside village (% principals)	95	91	100	99	89	91
One-way distance (km)	52	42	47	89	19	19
Travel time (minutes)	147	99	134	221	106	91
Median transportation cost (Rp)	35,000	16,500	25,000	67,500	50,000	50,000
<b>Frequency at which salary is picked up outside village (% principals)</b>						
Monthly	97	96	100	94	100	100
Bimonthly	1	2	0	2	0	0
Quarterly	1	0	0	2	0	0
Other	1	2	0	2	0	0

Note: km = kilometers; NTT = East Nusa Tenggara.

teachers considering the evaluation results to be fair and objective. Seventy-one percent of principals did not recognize or reward high-performing teachers in any way, although 27 percent of principals reported verbally praising high-performing teachers. However, 56 percent of teachers reported having been verbally praised by their principals, and 36 percent reported that they did not receive any particular recognition.

## Incentives and Motivations of Principals and Teachers

### Salaries and Allowances

**Almost all principals had to travel more than two hours to get their salaries.** Nearly 50 percent of principals receive their salary through their bank accounts, 32 percent receive cash payments directly from their school, and 14 percent receive cash payments from their local subdistrict education office (table 28). Ninety-five percent of principals must travel outside their village to pick up their salary every month, traveling an average of 52 kilometers. The distance ranges from 19 kilometers in the NTT districts to 89 kilometers in Sintang, with an average (one-way) travel time of approximately 150 minutes. The median (one-way) transportation costs for principals to reach their salary pickup location varies between IDR 16,500 (US\$1.2) in Ketapang and IDR 67,500 (US\$4.8) in Sintang.

**There is more variation in teachers' salary delivery modes.** Among the teachers, 46 percent receive their salary directly from the school, 26 percent through their bank accounts, 15 percent from the subdistrict education office, and 13 percent from the district education office (table 29). More than half of the teachers (55 percent) must travel outside the village to pick up their salary. Among them, 75 percent do this every month and 17 percent do so quarterly. In a similar dynamic as for principals, teachers travel between 37 kilometers (West Manggarai) and 81 kilometers (Sintang), for approximately 150 minutes, to reach their salary pickup location. The median transportation cost to the pickup location for teachers varies between IDR 10,000 (US\$0.7) in Ketapang and IDR 75,000 (US\$5.4) in East Manggarai.

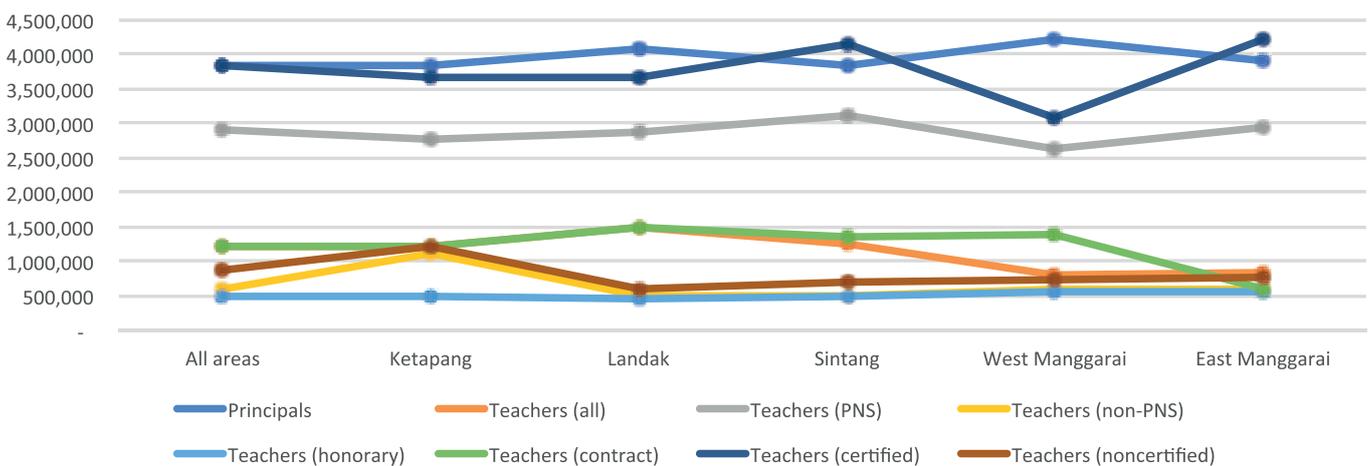
**The incomes of principals and teachers differ widely according to their civil servant and certification status.** Principals and teachers in the sample areas reported receiving a monthly median income of about IDR 8.25 million (US\$590) and about IDR 1.5 million (US\$107), respectively. Figure 5 shows the monthly median income received by principals and teachers during the past year,<sup>47</sup> according to their

<sup>47</sup> The respondents reported their total income received during the past 12 months, which was then divided by 12 to present the corresponding monthly figures. Several of the principals and teachers did not receive their salary on a monthly basis. The self-reported income figures discussed here may be prone to measurement error, given that the teachers received salaries irregularly and in amounts that varied from one time to the next.

certification and contract (PNS or otherwise) status. In the figure, important differences depend on teacher status (PNS or another category of teacher). In all the study areas, the median income of certified teachers is roughly similar to the median income of principals, around IDR 8.4 million (US\$600). In 2018, nationwide, close to 1.9 million elementary and secondary school teachers in Indonesia were recipients of the certification allowance, with an annual budget of US\$5.6 billion. The same year, close to 69,000 elementary and secondary school teachers were recipients of the remote area allowance, with an annual budget of US\$183 million. In Sintang, certified teachers receive slightly more than principals (median incomes of IDR 10.8 million (US\$770) and IDR 10.1 million (US\$720), respectively). Next are noncertified PNS teachers, who receive an average median monthly income of about IDR 4.6 million (US\$330), ranging from IDR 3.4 million (US\$243) in East Manggarai to IDR 6.3 million (US\$450) in Sintang. Non-PNS and noncertified teachers have much lower incomes, with little variation across districts. The contract teachers' monthly median income ranged between IDR 0.85 million (US\$61) (East Manggarai) and IDR 1.5 million (US\$107) (Landak and West Manggarai) during the previous year. The school-contracted teachers' median monthly income was around IDR 0.55 million (US\$40).

**Differences in income for teachers are largely the result of differences in the amount of additional allowances received.** This can be observed by separately examining the base salary and additional

Figure 6. Median Monthly Base Salary (IDR)



allowances of teaching staff (figures 6 and 7). During the past year, only principals, certified teachers, and PNS teachers received an additional allowance, at monthly medians of IDR 3.5 million (US\$250), IDR 3.6 million (US\$257), and IDR 0.96 million (US\$69), respectively. Among other types of teachers, the majority received

no additional allowances. There are also differences, albeit smaller, in teachers' base salaries. School-contracted teachers received a monthly median base salary of IDR 0.6 million, with remarkably little differences extant between districts. Contract teachers and PNS teachers received IDR 1.2 million and IDR 2.9 million, respectively. Principals and certified teachers received a base salary of approximately IDR 3.8 million.

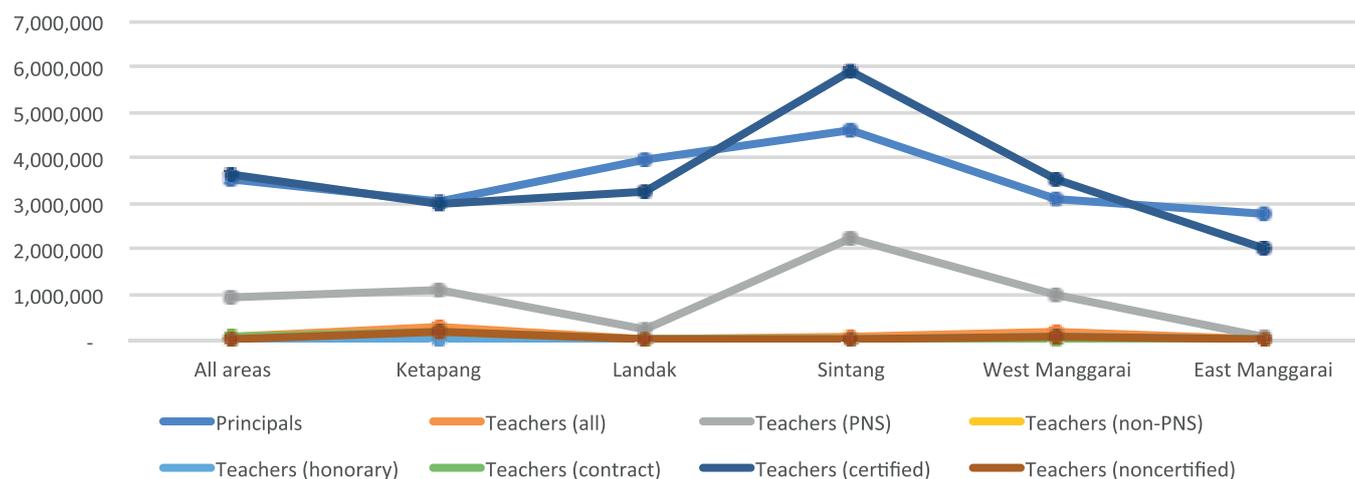
**Principals and teachers may also receive professional and remote area allowances.** The 2005 Teacher Law stipulates that certified teachers receive a certification allowance equal to their base salary. It also provides a remote area allowance, which is equal to the base salary for certified teachers. For noncertified teachers who have taught for at least two years and at least 24 hours weekly in an eligible school, the remote area allowance provides an additional allowance of approximately IDR 1.5 million (US\$107) per month.<sup>48</sup> The additional income allowance (*tambahan penghasilan*) is specifically for noncertified teachers. Based on Presidential Decree 52/2009, the amount of the additional income allowance for noncertified teachers is fixed at IDR 250,000 (US\$18) per month.

**Nearly all the principals receive some additional allowance, on average, a monthly median of approximately IDR 3.5 million (US\$250).** About 70 percent of the surveyed principals receive the certification allowance, varying from IDR 2 million (US\$143) per month in West Manggarai to IDR 3.7 million (US\$264) per month in Landak (table 30, in

annex A). Approximately 31 percent of principals (80 respondents) reported having received the remote area allowance in the past 12 months. The monthly median amount varies dramatically between districts,

<sup>48</sup> Tomayah et al. 2010.

Figure 7. Median Monthly Total Allowances (IDR)



from IDR 0.83 million (US\$60) on average in Ketapang to IDR 2.8 million (US\$200) in Sintang. No principal in the East Manggarai sample schools reported receiving the remote area allowance during the past 12 months. In Landak, principals reported receiving a monthly median remote area allowance of IDR 2.7 million (US\$193) and median additional income allowance of IDR 0.1 million (US\$7).

**The median monthly amount of the additional income allowance for noncertified teachers is significantly less than the remote area allowance across all the districts, except East Manggarai.**<sup>49</sup>

Table 31 (in annex A) shows that approximately 84 percent of PNS teachers and 45 percent of non-PNS teachers received some additional allowance during academic year 2015/16. The monthly medians of the additional income allowance were approximately IDR 1.3 million (US\$93) and IDR 0.2 million (US\$14) for PNS and non-PNS teachers, respectively. In a similar dynamic as for principals, the largest allowance for teachers was the certification allowance, followed by the remote area allowance, and lastly the additional income allowance for noncertified teachers. For all three types of allowances, PNS teachers received amounts that were significantly greater than those received by non-PNS teachers.

**Approximately 32 percent of PNS teachers in the sample received the certification allowance.**

The median amount varied from IDR 1.8 million in West Manggarai to IDR 3.3 million (US\$129) in Landak (table 31). Only five non-PNS teachers received the

certification allowance; the median amount these teachers received was IDR 1.3 million (US\$93).

**The median monthly amount of the remote area allowance varied dramatically between districts.**

Approximately 16 and 6 percent of PNS and non-PNS teachers, respectively, reported having received the remote area allowance in the past 12 months (table 31). For PNS teachers, the monthly remote area allowance ranged from IDR 0.725 million (US\$52) in Ketapang to IDR 2.7 million (US\$193) in Sintang. For non-PNS teachers, the remote area allowance ranged from IDR 0.75 million (US\$54) in East Manggarai, on average, to IDR 1.4 million (US\$100) in Landak and Sintang.

**The median monthly additional income allowance for noncertified teachers was significantly less than the remote area allowance across all the districts.**

The additional income allowance for noncertified teachers was received by 35 and 11 percent of PNS and non-PNS teachers, respectively, in the sample areas (table 31). The exception was non-PNS teachers, who received IDR 0.75 million (US\$54) in remote area allowance and IDR 1 million (US\$71) in additional income allowance for noncertified teachers, on average, per month. In Landak, not one non-PNS teacher had received the additional income allowance for noncertified teachers in the past 12 months.

**The number of principals and teachers who received the certification allowance increased steadily between 2014 and 2016.**

Data on salary and allowance delivery performance for teachers and principals during 2014–16 are presented in table 32 (in annex A). The vast majority of the principals and teachers (combined, more than 90 percent) reported having received the entire combined amount available via the different allowances during 2014 and 2015.

<sup>49</sup> The amount of the additional income allowance for noncertified teachers reported here differs from the amount specified in Presidential Decree 52/2009. The amount reported may include the additional income allowance for noncertified teachers, which may have been funded through the local budgets of some district governments.

Table 33. Principals' Opinions of Teachers and Students (% Principals)

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Opinion of teachers</b>						
<b>Teaching skills of school teachers</b>						
Very bad/bad	0	2	0	0	0	0
Good/very good	73	72	75	61	87	85
School lacks teachers	71	68	81	86	45	52
<b>Opinion of students</b>						
<b>Discipline/attendance of school students</b>						
Very bad/bad	2	2	6	0	3	0
Good/very good	74	68	75	74	74	82
Ability level of school students						
Very bad/bad	9	3	12	13	8	6
Good/very good	39	39	43	34	42	38
<b>Factors hindering students' learning</b>						
Lack of school facilities and infrastructure	66	71	65	68	55	65
Lack of parents' awareness	50	42	35	61	45	59
Lack of teachers	32	29	43	47	5	12
Geographical factors	30	19	22	45	26	26
Parents' economic situation	27	27	20	23	24	53
<b>How to improve students' learning</b>						
Provide adequate school facilities/infrastructure	67	80	65	66	53	65
Improve teachers' quality	43	53	27	51	42	32
Improve parents' support to children	37	37	27	44	37	32
Increase the number of instructional hours	31	29	18	23	47	56
Provide enough teachers	27	24	39	38	8	12
Improve cooperation between school, parents, and village government	24	22	10	36	18	21

Note: NTT = East Nusa Tenggara.

During the 2016 financial year, the share of principals and teachers who received the entire amount of all three allowances (certification allowance, remote area allowance, and additional income allowance for noncertified teachers) was slightly lower, around 60-80 percent, which may be related to the timing of the survey.

**The relatively high share of teachers and principals who received the total amount of their allowance is somewhat unusual, as suboptimal allowance delivery in Indonesia is commonly reported.** For example, Tomayah et al. (2010) report that about 60 percent of teachers who were eligible for the remote area allowance did not receive the full amount of the allowance, with wide district variation. For all three types of allowance, a higher share of teachers (69 to 82 percent) received the full amount during the 2016 financial year compared with the lower share evident for principals (62 to 76 percent).

## Perceptions, Challenges, and Satisfaction of Principals and Teachers

**Most of the principals reported that teachers in their schools have good or very good teaching skills, but that their schools do not have enough teachers.** Table 33 reports on the principals' perceptions of teachers and students. Between 61 percent (Sintang) and 87 percent (West Manggarai) of principals consider that teachers in their school have good or very good teaching skills. However, on average, approximately 71 percent of principals also reported that their schools lacked enough teachers, although this varied widely across the districts—45 to 52 percent of principals in the NTT districts have this opinion, compared with 68 to 86 percent of principals in the West Kalimantan districts. Results from multivariate OLS regressions (Table 58, in annex A.) indicate that teacher shortage is more likely to be reported by principals and teachers who work

Table 34. Challenges Experienced by Teachers (% Teachers)

	All areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Challenges experienced by teachers and affecting performance</b>						
Inadequacy of school infrastructure/facilities	88	85	90	89	86	91
Inadequacy of school infrastructure/facilities discourages performance	68	66	71	69	67	67
Inadequate teaching tools/learning materials	87	83	89	89	86	91
Inadequate teaching tools/learning materials discourages performance	74	70	74	76	73	73
Insufficient salary	77	76	86	76	68	85
Insufficient salary discourages performance	40	38	43	41	35	44
Lack of discipline from students	68	65	74	61	76	70
Lack of discipline from students discourages performance	53	52	52	52	50	63
Lack of attention of students during class	68	69	71	62	71	71
Lack of attention of students during class discourages performance	57	55	55	58	55	61
Lack of interest from students' parents	58	70	66	52	52	51
Lack of interest from students' parents discourages performance	64	63	69	66	55	66
Students are often absent	57	60	70	51	51	58
Students are often absent discourages performance	53	48	53	51	56	62
Teacher shortage	50	45	68	68	22	34
Teacher shortage discourages performance	65	61	73	68	51	56
Lack of interest in education from community	41	48	49	34	41	40
Lack of interest in education from community discourages performance	56	55	64	58	45	54
Lack of study and training opportunities	41	49	44	33	39	44
Lack of study and training opportunities discourages performance	64	68	68	62	60	60
Irregular salary	38	54	37	23	27	55
Irregular salary discourages performance	45	41	60	39	43	47
House is far from school	23	19	29	17	26	33
House is far from school discourages performance	48	38	52	57	44	47
Too many other tasks in addition to teaching	21	25	22	19	16	24
Too many other tasks in addition to teaching discourages performance	45	44	49	45	40	45
Irregular payment and lack of transparency of special allowance (TK)	14	19	13	14	11	14
Irregular payment and lack of transparency of special allowance (TK) discourages performance	31	29	28	33	29	34
Irregular payment and lack of transparency of professional allowance (TP)	7	10	5	6	5	6
Irregular payment and lack of transparency of professional allowance (TP) discourages performance	30	36	29	22	13	50
Problems with student's parents	7	8	6	6	6	8
Problems with student's parents discourages performance	52	62	53	62	16	52
Disruption/excessive demand from officials outside the school	6	9	4	4	4	8
Disruption/excessive demand from officials outside the school discourages performance	55	56	45	65	42	52

Note: The share of teachers who report that a challenge discourages performance is conditional on having reporting the challenge in question. NTT = East Nusa Tenggara; TK = Tunjangan Khusus (special allowance); TP = Tunjangan Profesi (professional allowance).

in schools which have relatively few assigned teachers and relatively more enrolled students. Furthermore, the OLS results show that schools who suffer from higher teacher absence are more likely to report that teacher shortage is a problem.

Notably, staff shortages are a common problem reported by schools in remote areas across Indonesia. For example, World Bank (2008) reports that 93 percent of remote schools in the sample area claimed they lacked personnel. However, those results contrast markedly with the results from the study sample schools, as shown in table 9. The sample schools demonstrate a low student-teacher ratio of 16 to 1.

**In general, principals hold a rather favorable opinion of the students in their schools.** However, there is a clear difference between the share of principals who consider the discipline and attendance of their students as good or very good (74 percent) and the share who rate the ability of their students as good or very good (39 percent) (table 33). According to the principals, the main factors hindering student learning are related to school environment and parental awareness, namely, lack of school facilities and infrastructure (66 percent), lack of parental awareness and support for children in their education (50 percent), lack of available teachers (32 percent), and geographical factors (30 percent). Consequently, the main suggestions provided by principals on potential measures to improve student learning are related to school facilities (67 percent), teacher quality (43 percent), parental support for children (37 percent), and the number of instructional hours (31 percent).

**The most significant challenge reported by teachers is related to the inadequacy of school infrastructure and learning facilities.** Eighty-eight percent of the teachers reported this was the case (table 34). For two-thirds of these respondents, this challenge discourages teacher performance. The inadequacy of teaching tools was also acknowledged by 87 percent of teachers, 75 percent of whom find it a challenge that discourages performance. Teachers' working conditions are also a challenge, especially the low salary levels (77 percent), although only two-fifths of the teachers find it a challenge important enough to discourage teacher performance. Salary irregularity affects 38 percent of the teachers in the sample. Teacher shortages affect half the teachers in the sample, two-thirds of whom reported that it discourages their performance. Teachers reported several challenges related to students and their behavior. Sixty-eight percent of the teachers reported that students' lack of

discipline and attention is a challenge, and 57 percent reported that student absence is a challenge. For roughly half these teachers, student-related challenges discourage performance. Parents' lack of interest in their children's educational process is a challenge for 58 percent of the teachers, and lack of community interest is a challenge for 41 percent.

**Overall, teachers are relatively satisfied with the appreciation they have received from the central government for their role.** As shown in table 35 (annex A), 35 percent of teachers rate their satisfaction at 6 or 7, on a scale from 1 to 7 (7 being the most satisfied). However, notably, 15 percent of teachers are very dissatisfied, rating their satisfaction at 1. Interestingly, there is little difference between the districts in teachers' overall satisfaction with the central government's appreciation of their work. However, disaggregating between PNS and non-PNS teachers, a clear divide emerges. PNS teachers are much more satisfied with the appreciation shown by the central government—53 percent of them are highly satisfied, and only 19 percent have a low or very low satisfaction level. Among non-PNS teachers, 23 and 47 percent have high and low to very low levels of satisfaction, respectively.

**Teachers appear to be satisfied with the performance of the district education offices in the organization of primary schools.** Among teachers, 38 percent provided a satisfaction rate of 6-7, whereas only 7 percent provided a rating of 1, and there is little difference between the five districts of the study (table 35, in annex A). Slightly fewer PNS teachers expressed dissatisfaction than non-PNS teachers—4 and 9 percent, respectively, gave a satisfaction rate of 1. Forty-seven percent of PNS teachers expressed a highly satisfied rate, compared with 32 percent of non-PNS teachers. Teachers reported that they are similarly satisfied with the performance of the village government and community members (as a joint category), who help in the organization of school management, and with the level of appreciation of teachers' roles by community members involved in school management. However, there appear to be notable differences between districts in the level of satisfaction with community members' appreciation of their roles as teachers. Fewer teachers in Landak (about 35 percent, PNS and non-PNS) rated their satisfaction level at 6-7 on this criterion, compared with teachers in other districts, nearly half of whom rated their satisfaction at 6-7.

**Most teachers were satisfied with their income, with PNS having higher level of satisfaction compared to non-PNS.**

Overall, 53 and 20 percent of PNS and non-PNS teachers, respectively, reported a high level of satisfaction (6-7), again with large differences between districts (table 36, in annex A). Among PNS teachers, 38 percent in Landak and 62 percent in Sintang expressed high satisfaction. Among non-PNS teachers, only 10 percent in East Manggarai and 28 percent in Ketapang reported being highly satisfied with their salary/honorarium. Approximately 13 percent of teachers overall reported a very low level of satisfaction (1). However, this figure comprises only 3 percent of PNS teachers, yet 20 percent of non-PNS teachers. Between districts, there are larger differences, especially in the share of teachers with a very low level of satisfaction (1), which ranges from 14 percent in Ketapang to 38 percent in East Manggarai.

**When asked about their ideal salary, the majority of the teachers in the sample schools preferred to have higher than their current salary.**

Sixty-three percent of PNS teachers and 6 percent of non-PNS teachers reported this to be the case. Twenty percent of the teachers reported that their current salary was satisfactorily ideal, and 20 percent of teachers in the NTT districts would ideally prefer a higher salary. The share of PNS teachers who would prefer a higher salary ranges from 5 percent in Sintang to 17 percent in East Manggarai. Among non-PNS teachers, this share ranges from 4 percent in Landak to 21 percent in East Manggarai and West Manggarai.

**In summary, in line with the significant differences in salary and allowances, PNS teachers reported being more satisfied than non-PNS teachers with the support from higher authorities and financial incentives they receive.**

It remains to be seen whether such differences also lead to differences in performance quality between PNS and non-PNS teachers. Overall, principals and teachers overwhelmingly reported that learning is affected by poor school facilities, which both groups recognize as their most important challenge. Principals and teachers also reported lack of parental interest in their children's education as a significant challenge to student learning. This could be due to the lack of relevant information available to parents about their children's learning progress (such as ability to learn, behavior at school, and provision of homework), and lack of awareness about how to participate more actively in their children's education process (such as reading with their child, helping with homework, making sure their child does not work during school hours, and ensuring that children are fed). This study could contribute to effect changes in this important topic. Interestingly, principals and teachers hold very different perceptions on student behavior and discipline. Most of the principals expressed relative satisfaction with student behavior, whereas most of the teachers reported it to be a significant challenge.

PEKERJAAN LAMBAK CARI TOP NYE

1. Apa itu... 2. Bagaimana... 3. Mengapa... 4. Apa akibatnya... 5. Bagaimana cara... 6. Apa saja... 7. Bagaimana... 8. Apa itu... 9. Bagaimana... 10. Mengapa...	1. Apa itu... 2. Bagaimana... 3. Mengapa... 4. Apa akibatnya... 5. Bagaimana cara... 6. Apa saja... 7. Bagaimana... 8. Apa itu... 9. Bagaimana... 10. Mengapa...	1. Apa itu... 2. Bagaimana... 3. Mengapa... 4. Apa akibatnya... 5. Bagaimana cara... 6. Apa saja... 7. Bagaimana... 8. Apa itu... 9. Bagaimana... 10. Mengapa...
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DISKUSI LAMBAK

1. Apa itu...  
2. Bagaimana...  
3. Mengapa...  
4. Apa akibatnya...  
5. Bagaimana cara...  
6. Apa saja...  
7. Bagaimana...  
8. Apa itu...  
9. Bagaimana...  
10. Mengapa...

INDUKTOR TAKSI LAMBAK

1. Apa itu... 2. Bagaimana... 3. Mengapa... 4. Apa akibatnya... 5. Bagaimana cara... 6. Apa saja... 7. Bagaimana... 8. Apa itu... 9. Bagaimana... 10. Mengapa...	1. Apa itu... 2. Bagaimana... 3. Mengapa... 4. Apa akibatnya... 5. Bagaimana cara... 6. Apa saja... 7. Bagaimana... 8. Apa itu... 9. Bagaimana... 10. Mengapa...	1. Apa itu... 2. Bagaimana... 3. Mengapa... 4. Apa akibatnya... 5. Bagaimana cara... 6. Apa saja... 7. Bagaimana... 8. Apa itu... 9. Bagaimana... 10. Mengapa...
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## 04

# Parent and Community Involvement in Education

## Parents

### Parent Background

**Most parents are caretakers of students in the study schools, practice the predominant religion in their village, and use a language other than Indonesian at home.** Table 37 shows the socioeconomic characteristics of parents of students in the sample schools.

The students overwhelmingly (97 percent) reside with their parents. Only 181 caretakers, or 3 percent of the 5,400 caretakers surveyed, are guardians of students. Sixty-three percent of student guardians are the children's grandparents, and 26 percent are uncles or aunts. Unsurprisingly, the religion of the parents in the sample is by-and-large representative of the predominant religions in the villages in which they reside, with Catholicism being the main religion of the parents in the sample. However, there is a difference between the NTT districts, where Catholicism is the religion of 86 and 99 percent of the parents, and West Kalimantan, where there is also a significant presence of Islam and Protestantism, with between 14 and 36 percent of parents practicing Islam and between 13 and 39 percent practicing Protestantism. Only a minority of the parents use the Indonesian language to communicate with their child at home, this being more common in West Kalimantan than in the NTT districts. In West Kalimantan, between 58 and 82 percent of parents use the Dayak language, and between 7 and 33 percent use the Malay language, as the preferred language of communication with their child. In NTT, 89-93 percent of parents use the Manggarai language at home; the remainder use other local languages.

**Most of the parents attended primary school as their highest level of education.** In the West Kalimantan districts, between 53 and 59 percent of parents attended primary school as their highest level of education; 19 to 21 percent attended junior secondary, and 14 to 16 percent attended senior high school (table 37).

In the NTT districts, about 75 percent of parents attended primary school as their highest level of education, 13 to 15 percent attended junior secondary school, and 8 to 10 percent attended senior high school. In Sintang, 11 percent of parents never attended school. Across all five districts, between 7 and 11 percent of parents are unable to read and write (using the Roman alphabet).

Table 37. Parents' Background Information (% Parents)

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Main caretaker</b>						
Parent	97	97	98	97	97	95
Guardian (wali murid)	3	3	2	3	3	5
Grandparents	63	50	85	57	65	73
Uncle/aunt	26	30	15	27	26	24
Brother/sister	6	5	0	12	4	3
Other family	4	10	0	5	0	0
Other but not family	2	5	0	0	4	0
<b>Demographic characteristics (#)</b>						
Age of parents (years)	37	37	37	36	39	40
Age of guardian (years)	49	46	54	47	52	54
Average household size (#)	5	5	5	5	6	5
Average # children	3	2	3	2	3	3
<b>Religion</b>						
Islam	18	36	16	14	14	1
Christian - Protestant	21	13	32	39	0	0
Catholic	61	51	51	47	86	99
Others	0	0	0	0	0	0
<b>Main language used to communicate with child</b>						
Bahasa Indonesia	7	9	8	9	1	1
Malay	12	33	13	7	0	0
Dayak	54	58	78	82	0	0
Manggarai	24	0	0	0	89	93
Others	3	1	1	2	10	6
<b>Highest education level attended</b>						
No education	6	5	5	11	2	2
Primary school	60	59	55	53	74	72
Junior secondary school	19	21	23	19	15	13
Senior secondary school	13	14	16	14	8	10
University	2	2	1	3	1	3
<b>Literacy ability</b>						
Able to read and write Roman alphabet	84	83	87	80	90	86
Able to read and write non-Roman alphabet	2	1	1	4	0	4
Able to read and write multiple alphabets	3	7	1	3	0	1
Unable to read or write	9	7	8	11	8	8
<b>Employment status and sector</b>						
Worked in past month	98	98	98	98	98	99
Work in agriculture	85	80	92	82	88	90
Work in industry and construction	7	7	4	9	6	4
Work in trade and services	8	12	4	9	6	5
<b>Employment - position</b>						
Self-employed	18	23	19	17	18	9
Self-employed with unpaid labor	53	31	49	60	64	68
Self-employed with paid labor	2	4	2	2	2	2
Private employee	20	33	28	13	10	16
Freelancer	5	8	1	5	5	3
Unpaid worker	1	1	1	1	1	1
Government employee	1	1	0	2	1	1

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Household asset ownership</b>						
House	95	93	97	94	96	98
Land for house	93	92	97	89	95	97
Poultry, livestock, or fish	70	72	78	67	63	69
Sofa	4	10	3	3	3	1
Table	56	60	61	43	77	52
Fridge	12	28	7	13	1	0
TV	49	73	58	57	15	12
Car	3	5	2	4	0	0
Motorcycle	56	84	73	66	10	9
Bicycle	14	25	15	15	3	0

Note: NTT = East Nusa Tenggara.

**Nearly all the parents work—between 80 and 90 percent in agriculture, and the remaining are homogeneously distributed between industry and services.** Most of the parents work in unpaid self-employment—ranging from 31 percent in Ketapang to 68 percent in East Manggarai (table 37). Across all five districts, between 9 and 23 percent work in paid self-employment. Most of the non-self-employed parents are private employees: 28 to 33 percent in the West Kalimantan sample districts and 10 to 16 percent in the NTT sample districts.

**Most of the parents own their house and the land on which it was built, and between 63 and 78 percent own poultry, livestock, or fish.** On average, parents in the West Kalimantan districts, especially in Ketapang, own several household appliances, such as a television (73 percent of parents in Ketapang), motorcycle (84 percent), fridge (28 percent), bicycle (25 percent), or sofa (10 percent). In NTT, the parents in the sample are less likely to own these types of assets—the most commonly owned asset is a table (77 percent in West Manggarai and 52 percent in East Manggarai). On average, only 12-15 percent of parents in the NTT districts own a television, and about 10 percent own a motorcycle.

### Child Support and Activities at Home

**Most of the students live near the study schools, but they did not attend any form of early childhood education.** However, this varies across districts, from 68 percent in Ketapang to 95 percent in West Manggarai. In Ketapang, 17 percent of the children had attended playgroup, and 16 percent had attended kindergarten (table 38). In general, students tend to live relatively close to their school, about 600 meters on average. It takes the children around 10 to 15 minutes

to get to school, on average, and the majority does not pay any transportation costs to get there.

**According to their parents, students in the sample areas spend a meaningful amount of time on schooling and learning, attend school nearly every day, and study at home.** The parents reported school attendance as being relatively high—on average, children attend 5.62 of 5.87 school days per week (table 38). Approximately 60 percent of the parents (ranging from 36 percent in West Manggarai to 72 percent in Landak) reported that their child studies at home every day, with the remainder reporting that their child only sometimes studies. Only 1 to 5 percent of the children never study at home, according to their parents.

**The parents reported that they are relatively involved in supporting their children at home.** The vast majority, about 80 percent, reported helping their child study at home for about 48 minutes per day (on average) during the previous week. About 34 percent of the parents reported that their child had received help in their studies from someone else during the previous week. The help was not remunerated and lasted for 33 minutes daily, on average. Around half the parents in the sample areas reported reading—sometimes or often—their child's textbooks. In the West Kalimantan districts, approximately 13 percent of the parents reported never reading their child's textbooks, compared with 24 to 27 percent in the participating NTT districts. Parents in the West Kalimantan districts also ask their children to study more frequently (more than five days a week), compared with parents in the NTT districts (around four days per week). The overwhelming majority of the parents, from 86 percent in West Manggarai to 96 percent in Sintang and East Manggarai, reported knowing the subjects that their children did not master.

Table 38. Child's Education and Parent Involvement

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Early childhood education attended (% parents reporting)</b>						
Playgroup/ <i>Kelompok Bermain</i> (KB)	7	17	6	3	4	6
Kindergarten (TK)	10	16	7	14	2	1
Raudhatul Athfal (RA)	0	0	0	0	0	0
Did not attend PAUD	83	68	88	83	95	92
<b>Child school attendance in past week</b>						
Average # school days in past week	5.9	5.8	5.9	5.8	6	6
Average # school days attended in past week	5.6	5.5	5.7	5.6	5.6	5.7
<b>Distance to school</b>						
Median distance from house to school (km)	0.3	0.3	0.3	0.3	0.5	0.5
Median travel time from house to school (minutes)	10	10	10	5	10	15
Median transportation cost from house to school (Rp)	0	0	0	0	0	0
<b>Study at home (% parents reporting)</b>						
Child studies at home every day	58	61	72	57	36	59
Child studies at home sometimes	39	37	26	40	58	39
Child never studies at home	3	1	2	3	5	2
Child is helped by caretaker for home study	82	88	81	82	78	76
Child received help from caretaker in past week	74	79	74	77	67	66
Time spent daily by caretaker in past week, if help from caretaker (minutes)	48	45	47	45	55	52
Child was helped by other for home study in past week	34	40	28	29	31	46
Time spent daily by other in past week, if helped by other (minutes)	33.48	30.22	34.86	30.67	38.38	38
Caretaker paid other to help child, if helped by other	0	0	2	2	0	0
Amount paid to other to help child per visit, if paid (Rp)	27,521	83,300	32,650	19,375	1,000	0
<b>Parent awareness of child's performance at school (% parents reporting)</b>						
Frequency of reading child's textbooks						
Never	16	12	14	12	27	24
Rarely	19	23	19	17	14	19
Sometimes/often	53	52	60	56	43	46
Child has no books	7	6	3	7	11	6
Parent cannot read	6	7	4	8	5	5
Parent knows subjects that the child does not master	93	92	91	96	86	96
Average # days in week parent asks child to study	5	6	5	6	4	5

Note: KB = *Kelompok Bermain* (playgroup); km = kilometers; NTT = East Nusa Tenggara; PAUD = Pendidikan Anak Usia Dini (early childhood education programs).

**Child participation in work was not very common in the sample areas, although the majority of the children help with household chores.** About two-thirds of the parents reported that their child helped with household chores during the past month (table 39). Children's help with household chores is more common in the NTT districts: 85 to 90 percent of parents reported that their child helps with chores for approximately five hours weekly, compared with 55 to 72 percent in the West Kalimantan districts (approximately two to four

hours weekly). Children work in family businesses in 19 percent of the households in Ketapang, 14 percent in West Manggarai and East Manggarai, 10 percent in Sintang, and 5 percent in Landak. On average, children spend approximately eight hours per week working in family businesses, with (one-way) travel taking approximately 20 minutes to undertake this work. Children working for pay is not very common in the sample areas, with the number of paid weekly hours worked varying from four in Landak to eight in Sintang

Table 39. Child Participation in Paid, Unpaid, and Household Works

	All areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Paid work</b>						
Child has worked for pay in past month	3	8	1	2	4	3
# weekly hours in past month, if worked for pay	8	8	4	8	8	6
Median monthly income from work, if worked for pay (Rp)	30,000	40,000	15,000	30,000	22,000	11,250
One-way travel time to go to work, if worked for pay (minutes)	16	14	16	13	19	20
<b>Unpaid, family work</b>						
Child has worked for family business in past month	12	19	5	10	14	14
# weekly hours in family business past month, if worked for family	8	8	7	7	6	11
One-way travel time to go to family business, if worked for family (minutes)	19	18	18	19	17	25
<b>Household chores</b>						
Child has helped with household chores in past month	67	72	55	56	85	90
# weekly hours spent doing household chores, if chores	4	2	4	4	5	5

Note: NTT = East Nusa Tenggara.

Table 40. Parents' Expectations of Child's Education

	All areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Expectations - child's achievement at school</b>						
Attend school everyday	40	38	25	44	36	61
Be able to go to the next grade	36	34	45	32	41	28
Get high scores/be class champion/join competitions	47	56	51	43	47	38
Be able to read/write/count	43	42	35	39	57	51
Others	6	16	3	4	3	3
None	1	1	0	2	2	0
<b>Expectations - child's highest education level</b>						
Graduate from primary school	1	2	0	1	1	3
Junior secondary school	3	3	2	2	3	4
Senior secondary school	19	17	20	17	16	31
College/university	43	38	42	42	48	46
It is up to the child	16	16	19	14	24	12
As high as possible	18	24	17	25	8	4
<b>Expected actions in case of grade retention</b>						
Give advice or reprimand the child verbally	90	89	90	89	92	90
Give physical punishment	3	2	2	1	9	4
Give nonphysical punishment	2	3	2	2	3	1
Ask teacher/classroom teacher/principal	6	9	5	4	7	7
Do nothing	6	4	6	8	5	5
Others	3	8	2	2	2	1

Note: NTT = East Nusa Tenggara.

and Ketapang. The monthly income received by children who work for pay ranges from IDR 34,500 (US\$2.5) in Landak to IDR 81,000 (US\$5.8) in Ketapang.

## Parents' Expectations for Their Children

**Parents in the sample areas expect their children to be able to read, write, and count; attend school every day; and move to the next grade in school.** In West Manggarai, nearly 60 percent of parents reported that they expected their children to be able to read, write, and count (table 40). In Ketapang and Landak, the predominant expectation of the parents is that their children would achieve high scores, be the class champion, and join competitions. In Sintang, parents expect daily school attendance from their children, in addition to high performance. Across all five districts, between 28 and 45 percent of parents expect that their children will go to the next grade.

**All the parents in the survey sample expect their children to progress beyond graduating from primary school.** Approximately 43 percent of parents expect their children to reach university. On average, approximately 20 percent of parents expect their children to reach senior high school, ranging from 16 percent in West Manggarai to 31 percent in East Manggarai. Between 12 and 24 percent of parents leave expectations of their children's highest education level to their children.

**The survey asked parents what they would do if their child were to be held back in a grade.** About 90 percent of the parents reported that they would give advice to or reprimand their child verbally, as required. In contrast, 6 percent of the parents reported they would do nothing or ask the teaching personnel about it. Nine and 4 percent of the parents in West Manggarai and East Manggarai, respectively, reported that they would use physical punishment with their children. In the other districts, this proportion was lower—around 2 percent.

## School Committees

### Committee Background and Establishment

**Since 2002, school committees have been formally established as the institution representing communities at the school level.** This has been a consequence of Indonesian Ministry of Education Decree No.044/U/2002 on the Education Board and School Committees and following the principles of school-based management. The objective of this decree was that school committees would support improvements in educational service delivery. In particular, it was expected

that the committees would monitor and provide input about school operations (including programs, budget plans, facility improvement, and teacher training), while formally involving parents and communities in the functioning of their children's schools.

**Most of the schools in the sample areas have an active school committee, and most of the school committees manage one school.** Among the 270 schools included in the study, 254 have an active school committee, 14 have an inactive committee, and two appear to have no current committee (table 41, annex A). of the 241 schools with an active committee (for which we have information on their date of establishment), 20 percent were established in 2016–17, 63 percent in 2010–15, 14 percent in 2005–09, and 4 percent before 2005. The overwhelming majority of the active school committees (93 percent) manage only one school. For the functioning of school committees, 15 percent have articles of association or bylaws; 12 percent received funds for activities from the school during academic year 2015/16; and 2 percent (five committees) were provided with an office space by the school.

### Committee Management

**Most of the school committee respondents had been serving for five years, with the majority of them having graduated from senior secondary school.** Most of the respondents were chairpersons, and a few were vice-chairpersons, secretaries, members, and treasurers. On average, the respondents had occupied their positions in the school committee for approximately five years (table 42). The highest education levels of the committee respondents were senior secondary education (36 percent), junior secondary education (27 percent), primary education (24 percent), and university-level education (6 percent). About 9 percent of the respondents were also administrators or members of other school committees.

**Most of the school committee members were democratically selected.** The school committee questionnaire asked about the composition of the school committees and how committee members were selected. According to Chen (2011), school committees are required to be chaired by a community representative from outside the school and should have at least nine members elected from among parents, community leaders, education professionals, the private sector, education associations, teachers, nongovernmental organizations, and village officials. Overall, committee administrators in the sample schools

Table 42. School Committee Management (% Committee Respondents)

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Respondent characteristics</b>						
<b>Type of respondent</b>						
Chairperson	86	79	94	89	94	73
Vice chairperson	6	11	2	4	0	12
Secretary	4	5	2	1	6	9
Treasurer	1	0	2	1	0	0
Member	4	5	0	5	0	6
Duration of respondent in current role (years)	5	3	5	3	8	6
Education level of respondent						
Did not graduate primary school	6	7	2	6	11	0
Primary school	24	30	19	26	23	21
Junior secondary school	27	34	25	24	29	24
Senior secondary school	36	21	52	35	34	39
University	6	5	0	7	3	12
Package a/b/c	2	2	2	1	0	3
Respondent is member/administrator of committees for other schools	9	16	8	4	9	12
<b>Committee management establishment</b>						
<b>Selection of committee administrators</b>						
Selection through meeting	88	88	81	87	91	97
Appointed by school (principal and teachers)	10	11	19	11	6	0
Appointed by previous member/administrators	1	0	0	1	0	3
Other	1	2	0	1	3	0
Who attended selection meeting						
Principal	93	96	87	96	94	91
Teachers	95	96	87	97	100	94
Parents	88	92	97	82	90	81
Village officials/public figure	72	78	56	77	81	63
Previous committee members	49	33	38	72	45	38
Selection of committee chairperson during meeting:						
Deliberation without voting (consensus)	24	29	31	27	16	9
Voting	75	71	64	73	84	91
Appointed by principal	1	0	5	0	0	0
Selection of other committee administrators during meeting:						
Deliberation without voting (consensus)	29	31	26	39	16	25
Voting	52	51	46	40	65	72
Appointed by principal	3	0	13	3	0	0
Appointed by chairperson	9	12	3	11	13	3
Appointed by others	1	0	3	1	3	0
Only chairperson in the committee structure	5	6	10	6	3	0

were predominantly selected through a committee meeting process (88 percent of the committees in the sample); a small portion were appointed directly by the school (10 percent). Committee administrator selection

meetings were reported to have been attended by school principals (93 percent of the committees), teachers (95 percent), parents (88 percent), village officials and leaders (72 percent), and previous

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
Committee's administrators/members receive salary	18	9	31	22	11	9
Median monthly salary (Rp)	100,000	100,000	100,000	100,000	58,334	50,000
Incentive sources:						
Parents	4	0	0	0	25	33
School budget	9	0	7	11	25	0
School Operations Fund	82	80	93	78	75	67
Other sources	4	20	0	0	25	0
Do not know	4	0	0	11	0	0

Note: NTT = East Nusa Tenggara.

committee members (49 percent). During these selection meetings, the chairperson was selected by vote or consensus, whereas other administrators were selected by vote, designated by consensus, or appointed by the chairperson. Five percent of the committees in the sample schools only have a chairperson, without other committee members. Interestingly, Pradhan et al. (2014) test the effectiveness of various school committee institutional reforms and find that the election of committee members does not lead to improvements in student learning, although it does increase community awareness. These findings suggest that community awareness alone does not provide committees with the legitimacy and power needed to improve educational service delivery.

**Eighteen percent of the committees reported that the administrator and chairperson receive a salary for their role.** In West Kalimantan, the median monthly salary for the administrator or chairperson is IDR 100,000 (US\$7); in the NTT districts, it is much lower, at IDR 50,000 (US\$3.5) to IDR 60,000 (US\$4.3). The incentives for the committee administrator and chairperson are from the School Operations Fund for 82 percent of the school committees that offer a salary to their administrator, and from the school budget for 9 percent of the school committees. In the NTT districts, funds for administrator and/or chairperson incentives come from parents in two schools.

## Involvement of Parents and Committees at School

### Parental and Committee Involvement at School

**Parents in study schools were actively involved in school affairs.** More than four-fifths of the parents in the sample survey visited their child's school during academic year 2015/16 (table 43). However,

parental involvement in school affairs in the study areas tends to be limited to interactions with teachers or principals on issues related to their own children, as reflected in similar findings by other studies.<sup>50</sup> Among those who visited their child's school during academic year 2015/16, 17 percent discussed their child's exam results with the principal, 23 percent with their child's classroom teacher, and 10 percent with another teacher. Fifteen, 12, and 6 percent of the parents discussed their child's overall learning development with the principal, classroom teacher, or another teacher, respectively. Approximately 11 percent of the parents reported having discussed their child's discipline and/or attendance at school with the principal, 9 percent with the classroom teacher, and 5 percent with another teacher. In the NTT districts, the parents discussed—with the principal (20 to 33 percent), the classroom teacher (13 percent), and other teachers (10 to 13 percent)—how they or the school committee could contribute to their child's education.

**The majority of the school committees reported having at least one annual meeting to discuss various topics.** Nearly four-fifths of the school committees held at least one meeting with the principal, parents, or the principal and parents together during academic year 2015/16. During academic year 2015/16, 35 percent of the committees reported having only met with the principal, and among these committees, 48 percent had met in the previous month. The committee respondents reported that they covered topics such as the preparation of student evaluations (84 percent of the committees), suggestions and complaints from parents (83 percent), school budget and financial resources (77 percent), student learning outcomes (76 percent), student discipline and behavior (76 percent), and teacher discipline and behavior (68 percent) (table

<sup>50</sup> Chen 2011; Vernez, Karam, and Marshall 2012.

Table 43. Parents' Involvement in School, 2015/16 (% Parents)

	All areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
Parents went to school in 2015/16	82	82	80	82	85	82
Discussion with principal, if went to school						
Exam results of child	17	19	13	23	12	12
Child's overall learning development	15	13	10	24	10	9
Child's discipline/attendance at school	11	9	8	15	7	10
Teacher performance/teaching quality in school	5	4	4	7	5	3
Committee/parents' contribution	13	5	2	13	20	33
Others	3	2	4	3	4	4
Discussion with classroom teacher, if went to school						
Exam results of child	23	31	17	27	14	14
Child's overall learning development	12	11	8	19	12	6
Child's discipline/attendance at school	9	8	6	13	7	7
Teacher performance/teaching quality in school	3	2	2	3	4	0
Committee/parents' contribution	7	2	1	7	13	13
Others	1	1	1	1	2	2
Discussion with other teacher, if went to school						
Exam results of child	10	13	4	13	7	9
Child's overall learning development	6	6	2	9	7	4
Child's discipline/attendance at school	5	4	2	8	5	4
Teacher performance/teaching quality in school	2	2	1	3	4	1
Committee/parents' contribution	5	1	0	5	13	10
Others	1	1	1	1	2	1

Note: NTT = East Nusa Tenggara.

44, in annex A). These meetings occurred exclusively at the initiative of the principal in 40 percent of the committees.

**Almost all school committees provided suggestions and feedback to the schools, with the majority of them being implemented by the schools.** Twenty-one percent of the school committees held internal meetings during academic year 2015/16, and 91 percent of the internal meetings generated suggestions or feedback for the schools. The suggestions and feedback generated by internal committee meetings predominantly concerned rehabilitation of infrastructure and furniture (63 percent), need for improvement in teacher and/or student discipline (46 percent), teaching and learning processes (29 percent), and need for improvement in teacher quality (17 percent). of those committees that submitted suggestions to their schools, 81 percent reported that the school had implemented some of their suggestions, in particular, those concerning need for improvements in the discipline of teachers and/or students, rehabilitation of school infrastructure (33 percent), and teaching and learning processes (23 percent).

**In short, the parents and school committees appear to be involved in their children's school affairs, based on their self-reports.** This finding differs from Vernez, Karam, and Marshall (2012), who find minimal involvement of school committees and parents in school affairs and consider that "both expressed an attitude of non-interference with school matters and deference to school staff." Furthermore, Vernez, Karam, and Marshall (2012) do not find that the committees were actively involved in school decision making and activities. In their study, focus groups suggested that the figure of 44 percent of principals who reported school committee participation in decision making was overestimated. In the Vernez, Karam, and Marshall (2012) sample of 400 public primary schools across Indonesia, the principals solely considered school committees as intermediary platforms for informing parents of school decisions.

### Parent Satisfaction

**The majority of the parents reported being satisfied with the quality of education offered in**

**their village.** Eighteen percent rated their satisfaction as very good (satisfaction rate of 7, on a scale from 1 to 7), and 65 percent as good (satisfaction rate of 4, 5, or 6) (figure 8). The quality of education at their child’s school (during academic year 2015/16) was rated as very good by 10 percent of the parents, and as good by 79 percent of the parents. Compared with academic year 2014/15, the quality of education in 2015/16 was considered better or similar by 26 and 66 percent of the parents, respectively. According to Chen (2011), parents’ paradoxical satisfaction with the quality of education at their child’s school, in light of their limited interaction and involvement with the school, casts doubt on whether increasing school accountability to parents in Indonesia will be effective, given the strong sense of community and related tendency of people not to complain openly or express dissatisfaction.

**Parents’ satisfaction with their child’s classroom teacher is also relatively high, with 21 percent highly satisfied and 53 percent satisfied.** However, about 20 percent responded that they did not know whether they were satisfied with their child’s classroom teacher; therefore, they could not give an answer.

Compared with the aforementioned report on overall parent satisfaction with education,<sup>51</sup> there appears to be less parent satisfaction in the sample areas when rating the learning outcomes of their children in math and Indonesian—approximately 24 percent of the parents rated the outcomes as bad, and 5 percent rated them as very bad.

### Committee Satisfaction

**The school committees in the study areas were relatively satisfied with educational and school quality.** In particular, the school committees were highly satisfied with community and parental support to schools and the quality and behavior of teachers (figure 9). However, their satisfaction toward average student learning outcomes during 2015/16 was more mitigated—44 percent found it satisfying, and 45 percent found it unsatisfying. Nearly half of the school committees found that support from the district and subdistrict education offices was unsatisfying, and nearly three-fourths were dissatisfied about the physical condition of school facilities, mirroring the dissatisfaction of principals and teachers.

Figure 8. Parent Satisfaction with Education Quality and Learning Outcomes

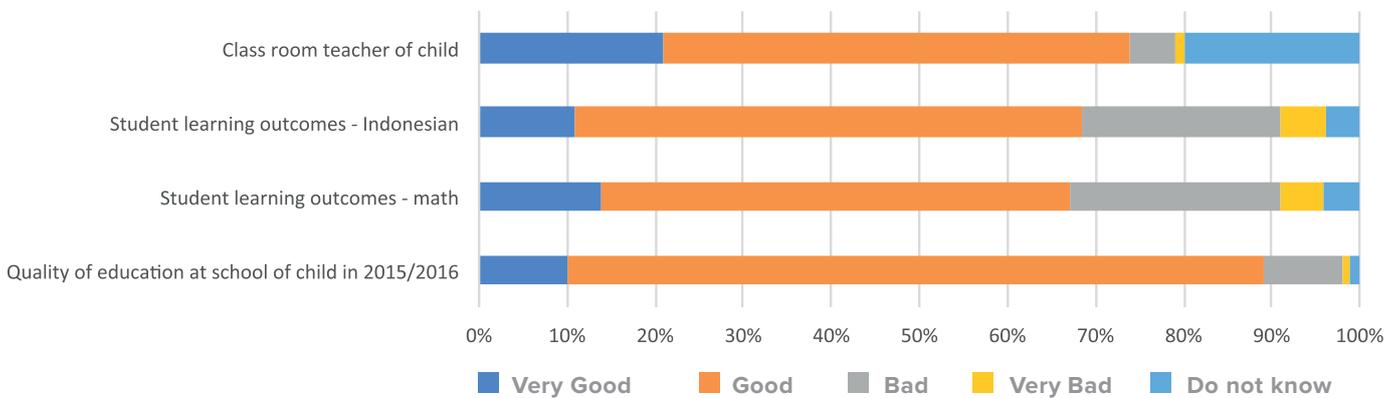
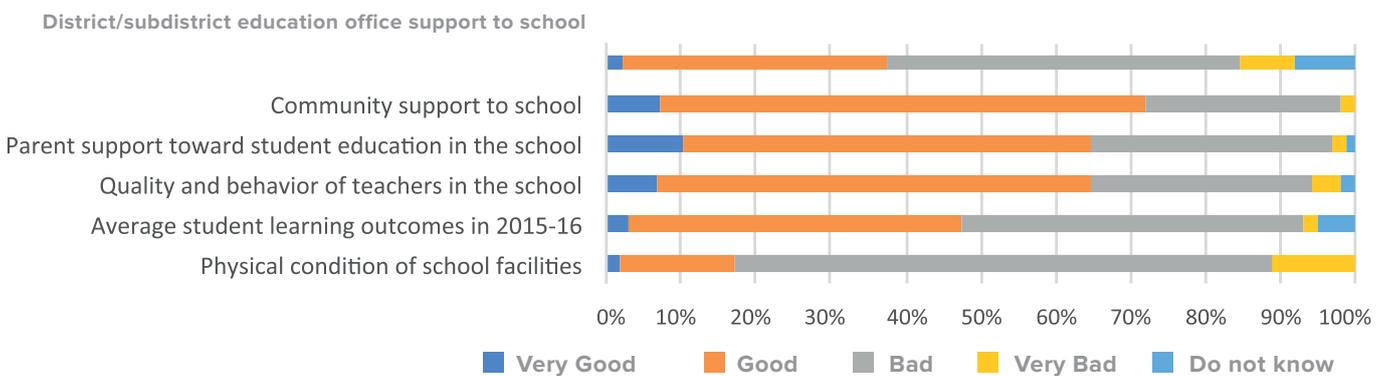


Figure 9. School Committee Satisfaction with Education and School Quality



<sup>51</sup> Chen 2011.

# 05

## Teacher Absence

### Definitions and Statistics

#### Definition and Measurement

**This report presents measures of teacher absence from class and teacher absence from school.** It reports teacher absence from class—that is, the share of classes observed without teachers. Students being left without a teacher is arguably the biggest problem facing Indonesian schools. Additionally, several other measures of teacher absence are reported, to provide a more complete picture of teacher absence in line with previous studies on this subject.<sup>52</sup> Teacher absence from school is defined as the number of teachers who were not at school on the day of the visit. Teacher absence from teaching is defined as the number of teachers who were not in the classroom, although they were present at the school.<sup>53</sup>

#### Class Absence, or Classes Observed without Teachers

**During unannounced visits to the sample schools, enumerators directly observed 1,705 classes, of which nearly a quarter were without a teacher.** Table 45 shows that 398 classes (23 percent on average) were observed without teachers. This share varies widely across districts, from 14 percent of the classes in Sintang to 32 percent in Ketapang. However, the absent teacher physically returned to the classroom before the end of the enumerator's observation in 327 classes (19 percent of all observed classes).

Previous studies of teacher absence in Indonesia have found relatively high rates of teacher absence, despite a slight improvement in recent years.<sup>54</sup> For instance, Usman, Akhmadi, and Suryadarma (2004) found that almost one in five (19 percent) teachers in Indonesian public primary schools were absent from classrooms. However, Toyamah et al. (2010) subsequently found a reduced overall teacher absence rate of 14 percent. In particular, lower teacher absence was found to be directly related to more regular supervision of schools, higher salaries, and teachers' overall sense of improved welfare. In comparison, this report demonstrates that the teacher

<sup>52</sup> ACDP 2014.

<sup>53</sup> To allow comparisons of teacher absence rates with previous studies, all teacher absence numbers are expressed as a proportion of all teachers who were reported scheduled to be teaching during the period of observation. In the sample, based on principal reports, 1,687 teachers were reported scheduled to teach during the observation, which is close to the number of classes observed on the day of the survey.

<sup>54</sup> ACDP 2014; Chaudhury et al. 2006.

Table 45. Classes Observed with No Teacher

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Classes observed without teacher</b>						
# classes observed	1,705	367	301	545	249	243
Classes observed without teacher (#)	398	118	81	79	65	55
Classes observed without teacher (%)	23	32	27	14	26	23
Classes without teacher, returned before end observation (#)	327	87	75	67	58	40
Classes without teacher, returned before end observation (%)	19	24	25	12	23	16
<b>Students' activities during observation</b>						
Activities of students in classes with teacher						
Learning session in class	88	89	85	85	92	95
Group discussion	2	2	3	1	0	1
Individual work	9	7	11	12	5	4
Exam/test	1	1	0	1	2	1
No clear structured activities	1	1	1	1	1	0
Activities of students in classes without teacher						
Learning session in class	3	3	1	1	3	11
Group discussion	6	4	6	4	6	11
Individual work	48	51	59	47	32	45
Exam/test	1	1	0	0	0	2
No clear structured activities	41	41	30	46	58	31
All students were absent	2	1	4	3	0	0

Note: NTT = East Nusa Tenggara.

absence rate remains at 23 percent in remote areas. In another related study, UNICEF (2012), which focuses on the province of Papua, found a rate of teacher absence from school of 37 percent, and the rate was nearly 50 percent in the highland districts. Most recently, ACDP (2014) found a national rate of teacher absence from school of 10 percent, with the rates in remote areas hovering at close to 20 percent, and a teacher absence rate from class of approximately 13 percent.

**In 85 to 90 percent of the classes with a teacher present, students were involved in a learning session.** In these classes, between 4 percent (East Manggarai) and 12 percent (Landak) of the students were working individually (table 45). In classes without a teacher, students were observed to be engaged in individual work in 48 percent of the classes; students were not involved in clearly structured activities in 41 percent of the classes. In approximately 2 percent of the classes observed without a teacher, all the students had left the school before the enumerator arrived (ranging from none in the NTT districts to 4 percent of the classes observed without teachers in Landak). At the end of the enumerators' visits, 4 percent of all the observed classes (71 classes) were still unattended by any teacher.

## Teacher Absence from School

**On the day of the survey, 2,210 teachers (and principals) were scheduled to work; 421 of those scheduled to be teaching at the time of the observation were absent from school (table 46).**

This finding is similar to the finding of ACDP (2014) of approximately 20 percent teacher absence from school in remote areas. Absent teachers were absent for eight days on average since their last attendance—ranging from three days in Sintang to 11 days in Landak. Less than half of the teachers who were found to be absent had already been absent for more than two days.

**Among those teachers who were absent from school when they were scheduled to be present, they were reported as going on assignments, being sick or on leave, or having unknown reasons.** About 30 percent were reported to be working on school-related assignments (table 46). In the West Kalimantan districts, about a quarter of the absent teachers were absent for this reason. In the NTT districts, this share was higher (40 percent). The second most significant reasons for teacher absence from school were sickness (14 percent) and other reasons (14 percent). On average, there was no known reason

Table 46. Teacher Absence from School

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b># Teachers</b>						
Total # teachers listed in schools (including principals)	2,293	508	370	700	385	330
# teachers scheduled to be present at school	2,210	466	365	677	376	326
# teachers scheduled to be teaching	1,687	364	289	537	251	246
<b>Teacher absence from school</b>						
# teachers absent from school	421	91	105	82	77	66
Teacher absence from school (% teachers scheduled to be teaching)	25	25	36	15	31	27
Duration of teacher absence since last attendance						
Mean # days of absence from school	8	8	11	3	10	8
Median # days of absence from school since last attendance	2	2	1	1	2	2
Teacher absence is justified in writing to principal (% absent teachers)	75	79	84	85	64	58
<b>Reasons for teacher absence from school (% absent teachers)</b>						
Working on school-related assignments	30	23	26	24	42	36
Sick	14	9	12	12	18	18
Taking care of sick family member	10	15	10	12	7	5
Working on non-school-related assignments	9	14	8	5	4	12
Going to college/further education	5	5	3	11	1	2
Late arrival	5	3	3	6	12	5
Scheduled teaching hour is not yet started	3	2	5	7	0	2
Early leave	1	1	0	0	4	0
Scheduled hour is already finished	0	1	0	0	0	0
On leave	3	4	3	1	1	5
Others	14	18	17	12	9	12
Do not know	7	3	14	9	1	5
<b>Location of absent teachers</b>						
Same village as school location	25	23	23	21	27	32
Different village within the subdistrict	14	16	18	13	14	8
Subdistrict where district capital is located	16	16	20	22	16	3
Different subdistrict within the district	27	26	16	26	32	38
Different district within the province	8	3	8	9	8	14
Other province	2	7	1	1	1	0
Other country	1	2	0	0	0	2
Do not know	7	5	14	9	1	5

for teacher absence for 7 percent of the teachers, with Landak recording a survey high of 14 percent. The principal had received a written justification for three-quarters of the cases of teacher absence. In comparison, in 2003, another study found that 45 percent of absent teachers had been absent without any known reason; 36 percent had been sick or on official leave; and the remaining 19 percent had been on official duties outside the school, such as attending

meetings or participating in training sessions (Usman, Akhmadi, and Suryadarma 2004). In ACDP (2014), the main reason given for absence is official duties outside the school (26 percent). Significantly, the results show that absent teachers were mainly resident in another subdistrict other than the subdistrict where the school or district capital is located (27 percent) or in the same village as the school (25 percent).

## Teacher Absence from Teaching

**Among the 25 percent of teachers absent from classrooms, 5 percent were replaced by other teachers who were not scheduled to teach the observed classes.** In focusing on teachers who were scheduled to teach, we found on average a teacher absence rate (from teaching) of 25 percent, ranging from 16 percent in Sintang to 34 percent in West Manggarai. Only 8 percent of the teachers were found to be in school but not observed teaching—ranging from 2 percent in East Manggarai to 16 percent in West Manggarai. According to the principals' reports, 1,687 teachers were scheduled to teach on the day of the observation. The teachers who were observed teaching, but who were not scheduled to do so, were most likely substitute teachers replacing absent teachers. To identify the number of classes that were left without (substitute) teachers, we compared the number of teachers scheduled to teach and found teaching with the number of teachers found teaching, regardless of whether they were scheduled to teach. Among those who were scheduled to teach, 75 percent were indeed observed in class teaching. However, as seen in table 47, there were 1,354 teachers observed in class teaching on the day of the survey, which amounts to 80 percent of those who were scheduled to teach. This finding implies that, among the teachers who were scheduled to teach but not observed teaching by the enumerators (25 percent), 5 percent were replaced by another teacher, and 20 percent of the (scheduled) classes remained without a teacher.

**The teachers who were absent from teaching were predominantly also absent from school.** Two-thirds of the teachers who were observed to be absent from teaching were reported to be involved in school-related administrative activities; the remainder were on a break or involved in non-school-related activities.

**In summary, teacher absence is rather high in the study areas.** The enumerators observed that approximately one in four classes was without a teacher. One-fourth of the teachers who were scheduled to be teaching during the observation were absent from school, and one-third of those teachers were reported to be absent because of school-related assignments. Approximately 25 percent of the teachers were absent from teaching, and 20 percent of the scheduled classes were without a teacher. These data contrast with the self-reported teacher and principal information on teaching, which suggests that teachers spend a lot of time on teaching and other activities.

## Determinants of Teacher Absence

**This subsection provides some additional insights into the teacher and school characteristics that are associated with teacher absence.** It presents results from simple ordinary least squares (OLS) regressions of a dummy (equal to 1 for teachers absent from teaching) on a set of teacher and school characteristics derived from the descriptive analysis presented in the previous sections.

**As explanatory variables, the analysis uses several teacher and principal characteristics.** These include dummy variables for principals, female teachers/principals, PNS teachers, certified teachers, having at least a bachelor's degree, remote area allowance receipt, additional income allowance for noncertified teachers receipt, having an extra job, high satisfaction (> 4) with their salary/honorarium, and having been evaluated by the principal in 2015/16. The last two variables are used only in the OLS regressions run using teachers as the subsample, as this information is only pertinent for teachers. The analysis also uses the number of years of seniority at the current school as a teacher characteristic.

**Additional variables include school characteristics.** The analysis includes dummy variables for schools with toilets for teachers, schools with electricity, and schools that reported having been visited by school supervisors during 2015/16. Additional continuous variables include school distance to the district education office and the shares of PNS teachers, teachers with a bachelor's degree, teachers who have been in their current school for more than five years, certified teachers, teachers receiving a remote area allowance, and teachers with high satisfaction (> 4) with their salary/honorarium. We run additional regressions on schools with an active committee as a subsample, include dummies for schools where the committee chairperson was selected by vote during meetings attended by parents, and dummies for committees that reportedly held separate meetings with the principal and parents during 2015/16. All the regressions include district fixed effects to control for differences in local education policy.

**Principals, PNS teachers, male teachers, and those who have worked at the school for at least five years are associated with absence from teaching.** The results of the OLS regressions are presented in table 48. The regression results are merely correlations and cannot be interpreted as causal effects. For example, it is remarkable, and in line with the findings of UNICEF (2012), that the survey findings

Table 47. Teacher Absence from Teaching

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Teachers found in class teaching</b>						
# Teachers found in class teaching	1,354	260	219	472	198	205
Teachers found in class teaching (% teachers scheduled to be teaching)	80	71	76	88	79	83
<b>Absence from teaching - teachers scheduled to teach</b>						
# Teachers scheduled to be teaching	1,687	364	289	537	251	246
# Teachers found in class teaching while scheduled to teach	1,258	247	200	453	166	192
Teachers found in class teaching (% teachers scheduled to be teaching)	75	68	69	84	66	78
# Teachers absent from teaching while scheduled to teach	429	117	89	84	85	54
Teachers absent from teaching (% teachers scheduled to be teaching)	25	32	31	16	34	22
# Teachers absent from school while scheduled to teach	288	66	76	53	45	48
Teachers absent from school (% teachers scheduled to be teaching)	17	18	26	10	18	20
# Teachers found in school but not in class while scheduled to teach	141	51	13	31	40	6
Teachers found in school but not in class (% teachers scheduled to be teaching)	8	14	4	6	16	2
<b>Activities of teachers absent from teaching (% teachers absent from teaching)</b>						
School-related administrative activities	66	62	67	69	66	72
Break/non-school-related activities	34	38	33	31	34	28

Note: NTT = East Nusa Tenggara

show that being a principal is positively and significantly associated with absence from teaching duties, controlling for all other characteristics. Interestingly, female teachers and teachers regularly evaluated by the principal are significantly less likely to be absent from teaching duties; this finding is robust across the different specifications. Other individual characteristics are not significantly associated with absence from teaching. An exception is that teachers who have been evaluated by the principal are less likely to be absent, as seen in columns (3) and (4), which present the results (in the subsample of teachers) of regressions of teacher absence from teaching, conditional on being scheduled to teach.

### **Democratically elected school committee chair is correlated with better teacher presence in class.**

Selection of the school committee chairperson—by the vote of attendees at selection meetings,<sup>55</sup> as opposed to being appointed by the principal or selected through consensus—is significantly negatively associated with teacher absence from teaching, conditional on being scheduled to teach. Another study in Indonesia showed that democratically elected school committee increased community awareness (Pradhan et al. 2014). It is plausible that this increased awareness affects teachers' behavior, but this survey did not collect additional data.

<sup>55</sup> Attendees at selection meetings may include the principal, teachers, parents, village officials, community members, and previous committee members.

Table 48. OLS Regressions of Teacher Absence on Selected Teacher and School Characteristics

	(1)	(2)	(3)	(4)
Principal	0.272*** (0.055)	0.276*** (0.054)	-	-
Female	-0.052** (0.023)	-0.051** (0.023)	-0.050** (0.024)	-0.049** (0.024)
PNS	0.042 (0.027)	0.040 (0.026)	0.034 (0.029)	0.033 (0.029)
Certified	-0.001 (0.039)	0.001 (0.039)	-0 (0.041)	0.001 (0.041)
Bachelor or above	-0.019 (0.024)	-0.016 (0.024)	-0.031 (0.025)	-0.027 (0.025)
# Years in current school	-0 (0.002)	-0 (0.002)	-0 (0.002)	-0 (0.002)
Receive special allowance	-0.044 (0.041)	-0.044 (0.041)	-0.029 (0.043)	-0.029 (0.044)
Receive tamsil	-0.022 (0.025)	-0.019 (0.025)	-0.011 (0.025)	-0.009 (0.026)
Extra job	-0.021 (0.023)	-0.022 (0.023)	-0.016 (0.024)	-0.018 (0.024)
Born in the same district as school	-0.026 (0.043)	-0.020 (0.043)	-0.030 (0.046)	-0.023 (0.046)
Salary satisfaction is high	-	-	-0.002 (0.025)	-0.002 (0.025)
Evaluated by principal	-	-	-0.056** (0.028)	-0.051* (0.029)
Distance to district education office	-0 (0)	-0 (0)	-0 (0)	-0 (0)
Toilet is available for teachers	0.001 (0.027)	0.007 (0.027)	0.006 (0.027)	0.010 (0.027)
Electricity is available at school	-0.023 (0.027)	-0.018 (0.027)	-0.028 (0.027)	-0.024 (0.027)
Share of PNS teachers	-0.183* (0.099)	-0.167 (0.102)	-0.189* (0.106)	-0.187* (0.110)
Share of teachers with minimum bachelor's degree	0.081 (0.073)	0.075 (0.073)	0.072 (0.073)	0.068 (0.073)
Share of teachers with minimum 5 years at school	0.147 (0.097)	0.133 (0.094)	0.183* (0.098)	0.172* (0.097)
Share of certified teachers	0.073 (0.103)	0.065 (0.102)	0.097 (0.105)	0.093 (0.105)
Share of teachers receiving special allowance	-0.037 (0.053)	-0.033 (0.053)	-0.060 (0.057)	-0.057 (0.057)
Share of teachers highly satisfied with their salary	0.013 (0.072)	0.010 (0.070)	0.018 (0.080)	0.018 (0.079)
Supervisor visited school	-0.073 (0.046)	-0.057 (0.045)	-0.052 (0.047)	-0.040 (0.047)

	(1)	(2)	(3)	(4)
Committee chairperson is selected by voting	-	-0.069**	-	-0.053*
		(0.027)		(0.028)
Committee had meetings with parents and principal	-	0.024	-	0.022
		(0.029)		(0.031)
Constant	0.360***	0.355***	0.361***	0.353***
	(0.101)	(0.099)	(0.105)	(0.103)
Observations	1,578	1,569	1,440	1,432
R-squared	0.087	0.093	0.054	0.056

Note: Standard errors are in parentheses. All regressions include district dummies. All respondents from the TAS instrument are considered in columns (1) and (2), whereas only teachers are considered in columns (3) and (4). Only schools with an active coommittee are considered in columns (2) and (4); all school are considered in the remaining columns. PNS = civil servants; TAS = Teacher Absence Survey.

\*\*\* p < 0.01, \*\* p < 0.05, \* p < 0.1.



# 06

## Student Absence and Learning Outcomes

### Student Absence

**There is a discrepancy between the official student absences and enumerators' observations.** Only 8 percent of the students were absent when the enumerator visited, according to the schools' attendance books (table 49, in annex A). However, the number of students found in class during the observations shows a higher student absence rate of 14 percent, on average. This difference was particularly significant in Ketapang, where 9 percent of registered students were officially absent, but 24 percent of them were not present in class.

**Likewise, the rate of student presence differs from the official figures and parent information, suggesting that student absence is a substantial problem that may affect teacher performance and student learning.** Student absence rates decrease with each increase in grade. In the NTT districts, and East Manggarai in particular, there were fewer differences between official and observed student absence rates than in the West Kalimantan districts (table 49, in annex A). In approximately one-third of all the classes observed, all the students were present on the day of the enumerators' visit. In grade one, full student presence ranged from 15 percent of the observed classes in West Manggarai to 34 percent in East Manggarai. This figure is rather low and again contrasts with official student attendance records and parents' reports that their children attended nearly all scheduled school days.

**There are more registered male students than female students across all grades, and male students have a slightly higher absence rate than female students.** Male and female absence rates are 9 and 7 percent overall, on average (table 57, in annex A). Student absence rates decrease slightly as grades increase—for female students, from 11 percent in grade one to 5 percent in grade six, and for male students, from 12 to 7 percent.

### Outcome Levels

**The test results indicate whether students had mastered the grade-level competencies they were supposed to have acquired when they graduated to their current grade level.** First, student test results are expressed as percentages of correct answers, ranging from zero to 100, as seen in table 50. The tests were multiple-choice, with three or four possible answers for each question. Therefore, a student who answered each question randomly has an expected score of 25 to 33 percent.

<sup>56</sup> Mullis et al. 2016.

Table 50. Student Test Scores: Descriptive Statistics

Grade	Subject	All Areas	West Kalimantan			NTT	
			Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Bahasa</b>							
1	Mean	32.72	38.81	26.23	36.14	26.98	30.3
	SD	22.65	22.62	20.16	25.4	18.64	18.87
	Median	30.43	34.78	26.09	34.78	26.09	26.09
	Min	0	0	0	0	0	0
	Max	100	100	95.65	100	95.65	95.65
2	Mean	44	49.24	36.01	44.88	42.01	45.86
	SD	22.59	23.18	21.28	25.45	18.85	18.11
	Median	43.48	47.83	34.78	43.48	39.13	43.48
	Min	0	0	0	0	0	0
	Max	100	100	100	100	100	95.65
3	Mean	28.26	34.16	25.33	31.58	19.87	25.92
	SD	15.84	14.17	13.89	15.31	15.61	15.91
	Median	26.09	34.78	26.09	30.43	17.39	26.09
	Min	0	0	0	0	0	0
	Max	78.26	69.57	69.57	78.26	65.22	69.57
4	Mean	35.32	39.96	32.91	39.02	27.99	33.38
	SD	14.73	12.67	12.86	13.6	15.66	15.7
	Median	34.78	39.13	34.78	39.13	30.43	34.78
	Min	0	4.35	0	4.35	0	0
	Max	78.26	78.26	78.26	73.91	69.57	78.26
5	Mean	35.3	38.05	32.19	38.86	28.8	34.51
	SD	14.24	13.19	12.53	14.05	13.59	14.86
	Median	34.78	39.13	30.43	39.13	26.09	34.78
	Min	0	4.35	4.35	0	0	0
	Max	78.26	73.91	73.91	78.26	73.91	73.91
<b>Math</b>							
1	Mean	33.5	44.2	26.61	39.07	22.52	26.5
	SD	24.33	22.81	22.53	25.85	18.68	20.55
	Median	33.33	46.67	23.33	40	16.67	23.33
	Min	0	0	0	0	0	0
	Max	100	100	100	100	100	96.67
2	Mean	43.31	51.65	35.62	45.93	35.95	43.03
	SD	23.42	21.92	19.59	25.13	22.02	22.23
	Median	36.67	50	33.33	43.33	30	36.67
	Min	0	0	0	0	0	0
	Max	100	100	100	100	100	100
3	Mean	30.38	36.55	27.1	33.21	22.66	28.37
	SD	16.83	14.07	15.26	16.03	18.16	17.23
	Median	30	36.67	26.67	33.33	20	26.67
	Min	0	0	0	0	0	0
	Max	73.33	70	66.67	73.33	73.33	70
4	Mean	29.72	32.62	28.23	31.53	25.76	28.82
	SD	10.79	10.27	9.21	9.6	12.41	11.55
	Median	30	33.33	26.67	30	26.67	30
	Min	0	0	0	0	0	0
	Max	70	66.67	56.67	70	60	63.33

Grade	Subject	All Areas	West Kalimantan			NTT	
			Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Math</b>							
5	Mean	30.7	32.7	30.36	32.67	27.1	28.34
	SD	10.63	10.36	9.31	10.38	10.62	11.17
	Median	30	33.33	30	33.33	26.67	30
	Min	0	0	0	3.33	0	0
	Max	66.67	63.33	63.33	63.33	66.67	63.33

Note: NTT = East Nusa Tenggara; SD = standard deviation.

**Table 51. Student Test Scores in Indonesian and Math, by Parent Education**

	Grade 1	Grade 2	Grade 3	Grade 4	Grade 5
<b>Indonesian</b>					
Overall	33.49	44.83	28.62	34.45	32.58
Parents have no education	28.91	41.180	27.54	31.94	32.65
Parents have primary education	31.25	42.96	27.51	33.3	31.41
Parents have junior secondary education	37.5	47.88	30.78	36.96	35.35
Parents have senior secondary education	36.72	49.3	30.63	37.93	35.05
Parents have university education	50.38	56.37	36.41	42.43	39.35
<b>Math</b>					
Overall	34.41	44.23	30.82	29.55	32.03
Parents have no education	33.15	41.74	29.96	28	32.02
Parents have primary education	32	42.52	29.94	29.1	31.43
Parents have junior secondary education	39.12	47.7	33.12	30.6	32.99
Parents have senior secondary education	37.54	48.27	32.33	30.7	33.78
Parents have university education	46.78	50.48	35.02	34.53	35.94

**Overall, the students have slightly higher scores in Indonesian than in math, and female students averaged higher scores than male students.** This difference is consistent with the PISA scores (OECD 2016). Overall, there is a positive correlation between parent education levels and student scores (table 51). Table 56 (in annex A), shows student test scores by grade and gender. Female students have higher average scores than male students in Indonesian and math and across all grades, which is consistent with the findings from the TIMSS<sup>56</sup> and the Progress in International Reading Literacy Study.<sup>57</sup>

**The averages in Indonesian and math are low, with some regional patterns.** In grade one, students obtained an average score of 32.7 in Indonesian, varying from 26.2 in Landak to 38.8 in Ketapang. Test scores in grade one vary from zero to 100, except in Landak, West Manggarai, and East Manggarai. Scores in grade two range from 36 in Landak to 49 in Ketapang. In

grade three, the scores in Indonesian are quite low, as low as the benchmark score of 25 percent for random guessing, varying from 20 in West Manggarai to 34 in Ketapang. From grade three onward, the maximum scores obtained are also far below 100. In grades four and five, scores range from approximately 28 in West Manggarai to nearly 40 in Ketapang, with lower standard deviations, suggesting more homogeneity in students' ability in Indonesian in these grades compared with students in grades one and two. The scores in math display similar regional patterns of relative performance to those in Indonesian. Students in Ketapang have the highest scores across all grades, whereas students in West Manggarai and Landak have the lowest scores. The math scores in grades three to five are the lowest scores of all the grades, only marginally higher than the benchmark random guess score of 25 percent. There is also a lower standard deviation in math scores in grades four and five.

<sup>57</sup> Mullis et al. 2012.

**Second, students' results are also classified by grade-level competencies based on the 2006 curriculum standards, to present learning outcomes in a simple and meaningful way for community and local education stakeholders.**<sup>58</sup>

Classifications are assigned based on students' test scores, which are defined by the number of questions answered correctly on the test (tables 52 and 53). These classifications are applied to the Indonesian and math test results. There are four classifications of competencies: whether a child is (1) unable to recognize letters/numbers, (2) able to recognize letters/numbers but lacking basic competencies, (3) below current grade-level competencies, or (4) at or above current grade-level competencies. The classification is expected to contribute to raising stakeholders' awareness of their children's learning achievements as well as providing information about the general quality of teaching and learning in their school. This information should stimulate concrete actions toward improvement in student learning outcomes. Further explanation of the classifications of student competencies is provided in annex B.

**The results are in stark contrast with the high proportion of parents who reported being satisfied or very satisfied with their child's learning outcomes.**

Tables 52 and 53 (in annex A) show the proportion of students who acquired each of the four classifications of student competency in Indonesian and math. Confirming the findings in table 50, these tables show that student learning outcomes are low. In Indonesian, barely any students reached the competency level corresponding to the grade they currently attended, which may be partially explained by the timing of the survey. In math, between 6 and 13 percent of the students in grades one to three reached the level of the grade they currently attended. Nevertheless, in all grades for Indonesian and math, the majority of the students are two grade levels behind their current grade in their competencies, implying that these students have not yet mastered competency of the previous grade level from which they had graduated.

**Most students in grade one were unable to recognize letters, and most students in grade two had no basic reading comprehension.** In Indonesian, the vast majority of the students in grade one (between

36 percent in Ketapang and 57 percent in West Manggarai) are unable to recognize letters. Between 43 percent of the students in West Manggarai and 62 percent in Ketapang have a basic understanding of letters but no basic reading competency. Only 3 percent of grade one students in Sintang attained the grade one level in Indonesian. In grade two, between 2 percent of the students in East Manggarai and 8 percent in Sintang and Landak have no understanding of letters. On average, 80 percent of the students in grade two have only a basic understanding of letters and no reading competency. Approximately 11 percent of the students in grade two have reached the level of grade one in Indonesian—ranging from 5 percent of the students in West Manggarai and Landak to 17 percent in Ketapang.

**Most students in grades three to five reached reading and writing competency levels that are two grades below their current grade level.**

By grade three, all the students reached a basic understanding of letters; however, the majority of the grade three students (between 57 percent in Ketapang and 74 percent in Landak) acquired only the grade one level in Indonesian. In West Manggarai, 20 percent of the students in grade three acquired only a basic understanding of letters and no reading ability. In Ketapang, East Manggarai, and Sintang, between one-fifth and two-fifths of the students reached the grade two level. No students in grade three in the sample schools had yet reached the grade three level in Indonesian. Similarly, the overwhelming majority of the students in grade four (between 81 percent in West Manggarai and 93 percent in Landak) reached the grade two level—they were two grades behind in their competencies. Almost one-fifth of the students in grade four in West Manggarai have no basic reading ability in Indonesian. In the sample areas, an average of 4 percent of the students in grade five (up to 9 percent of the students in West Manggarai) remain excluded from further learning due to only having a basic understanding of letters. Between 75 percent of the students in grade five in Sintang and 87 percent in Landak only reached the grade three level in Indonesian, whereas an average of 17 percent across all five districts reached the grade four level.

**The math test results were similar to those for the Indonesian test: overall, the majority of the students in each grade are, on average, two grade levels behind in their ability.**

However, in grade one, there are more students who reached grade one competency in math compared with Indonesian, including up to 20 percent of grade one students in Ketapang and Sintang. The proportion of students who reached the level of their current grade decreased

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<sup>58</sup> This classification framework for interpreting and reporting test results has been adopted from the model applied by several citizen-led assessments, such as the Annual Status of Education Report and Uwezo (Plaut and Jamieron Eberhardt 2015). The citizen-led assessment movement, which was initiated by Pratham, is an attempt by civil society organizations to gather evidence on learning—specifically basic literacy and numeracy—and use it for two main purposes: to increase awareness of low learning outcomes and stimulate actions that are intended to address the learning gap (Plaut and Jamieron Eberhardt 2015).

rapidly thereafter, reaching zero by grade three. A percentage of students barely learned anything across all the grades, with shares varying in different grades. The largest share of students who exhibit only a basic competency in math is in grade five. The highest competency level that grade five math students reached is the grade three level.

## Determinants of Student Learning

**This subsection presents the results of OLS regressions of student test scores based on a set of student, parent, and school characteristics.**

The student characteristics include gender, early childhood education participation, whether they live with their parents, and whether they report being helped by parents when studying at home. The parent characteristics include mother and father education levels across the entire sample. In the subsample of students whose parents were also surveyed using the parent instrument, we add dummy variables for students whose parents reported helping their child study at home and parents who reported high satisfaction the levels with student outcomes in Indonesian or math (very good or good).

**The school characteristics included in the regressions are comprised of the same variables as for the teacher absence regressions and variables for teacher characteristics and district fixed effects.** That is, the regressions include shares of PNS teachers, teachers with a bachelor's degree, teachers in their current school for more than five years, certified teachers, teachers who received a remote area allowance, and teachers expressing high satisfaction (> 4) with their salary/honorarium. The regressions also include dummies for schools where the school committee chairperson was selected by vote during meetings attended by parents, and where the school committee reported holding (separate or joint) meetings with the principal and parents during 2015/16. We also include teacher absence rates (defined as teachers absent from teaching or classes observed without a teacher, depending on the specification), as well as district fixed effects in all the regressions, to control for differences in local conditions and education policy in particular.

**Several of the parent characteristics are positively associated with students' test scores, but school characteristics are not.** Table 54 presents the results of OLS regressions for the Indonesian (columns (1) to (3)) and math (columns (4) to (6)) scores for the samples

of students whose parents were also surveyed using the parent instrument and students who attend schools with an active committee. Again, the regression results are merely correlations and cannot be interpreted as causal effects. Columns (1) and (4) present regressions on student characteristics for the Indonesian and math test scores, respectively. There are common correlates for Indonesian and math and correlates that are significantly associated with only one or the other. A parent's own participation in early childhood education is a strong positive correlate of their child's learning outcomes in Indonesian and math, as are a mother's education level above junior secondary school and parent satisfaction with their child's outcomes in Indonesian or math. The level of a father's education is a strong correlate of the Indonesian scores, whereas only a father's education above senior secondary level is statistically significantly associated with the math scores. Parents who reported that they help their child study at home is significantly and positively associated with students' math scores, but not with their Indonesian scores. Notably, adding school characteristics (columns (2)-(3) and (5)-(6)) does not affect the correlations of the student-level variables with test scores.

**Although the regressions find some positive associations between teacher characteristics and students' test scores, teacher absence has no association.** Teacher absence, whether measured as absence from teaching (conditional on being scheduled to teach)<sup>59</sup> or as the share of classes observed without a teacher (columns (3) and (6), respectively), is not statistically significantly associated with student test scores. Positive correlations with student scores, in Indonesian and math, occur with teachers with a bachelor's degree, the share of certified teachers in the school, and having a school committee that has met with the principal and parents in the previous academic year. Interestingly, seniority at the school level, measured by the share of teachers who have taught for more than five years at the school, is negatively correlated with test scores. There are positive correlations between several school characteristics, such as the share of teachers receiving a remote area allowance and the share who are highly satisfied with their salary.

<sup>59</sup> Similar results are obtained when using unconditional teacher absence from teaching.

Table 54. OLS Regressions of Selected Student and School Characteristics on Student Test Scores

Variable	(1)	(2)	(3)	(4)	(5)	(6)
Attended PAUD/ECED	7.348*** (0.939)	7.050*** (0.951)	6.882*** (0.949)	7.652*** (0.916)	7.491*** (0.926)	7.205*** (0.925)
Living with parents	-1.944 (2.248)	-2.460 (2.237)	-2.517 (2.237)	-0.954 (2.194)	-1.573 -2.177	-1.652 (2.180)
Parents help at home	-0.275 (0.635)	-0.360 (0.633)	-0.353 (0.633)	1.756*** (0.619)	1.798*** (0.616)	1.800*** (0.617)
Mother education: SD	0.459 (1.112)	0.599 (1.109)	0.598 (1.109)	0.862 (1.083)	1.064 (1.078)	1.035 (1.079)
Mother education: SMP	3.063** (1.309)	2.985** (1.310)	2.906** (1.309)	2.682** (1.275)	2.912** (1.273)	2.724** (1.273)
Mother education: SMA or above	5.574*** (1.410)	5.724*** (1.413)	5.675*** (1.412)	3.708*** (1.374)	3.997*** (1.373)	3.861*** (1.374)
Father education: SD	2.311* (1.261)	2.323* (1.255)	2.315* (1.255)	0.159 (1.232)	0.121 (1.223)	0.141 (1.224)
Father education: SMP	3.628*** (1.405)	3.761*** (1.401)	3.738*** (1.401)	0.367 (1.371)	0.522 (1.363)	0.506 (1.365)
Father education: SMA	4.078*** (1.449)	4.010*** (1.445)	4.023*** (1.445)	2.458* (1.415)	2.487* (1.407)	2.537* (1.409)
Satisfied with learning outcome	6.211*** (0.533)	5.919*** (0.534)	5.909*** (0.534)	6.314*** (0.519)	6.055*** (0.519)	6.059*** (0.520)
Teacher absence rate	-	1.403 (1.263)	-0.532 (1.169)	-	4.109*** (1.226)	0.999 (1.138)
Share of PNS teachers	-	-3.124 (2.067)	-3.309 (2.070)	-	-1.724 (2.007)	-1.945 (2.012)
Share of teachers with minimum bachelor's degree	-	5.220*** (1.008)	5.209*** (1.008)	-	4.652*** (0.979)	4.608*** (0.980)
Share of teachers with minimum 5 years at school	-	-4.894** (1.915)	-4.732** (1.908)	-	-9.962*** (1.861)	-9.425*** (1.857)
Share of certified teachers	-	9.561*** (2.095)	9.765*** (2.100)	-	12.25*** (2.033)	12.45*** (2.040)
Share of teachers receiving special allowance	-	-0.207 (0.783)	-0.348 (0.783)	-	1.627** (0.763)	1.408* (0.763)
Share of teachers highly satisfied with their salary	-	1.527 (1.312)	1.441 (1.317)	-	2.891** (1.279)	2.883** (1.285)
Committee chairperson is selected by voting	-	0.913 (0.592)	0.719 (0.580)	-	1.191** (0.576)	0.798 (0.565)
Committee had meetings with parents and principal	-	2.114*** (0.631)	2.148*** (0.630)	-	1.467** (0.612)	1.557** (0.612)
Constant	26.31*** (2.560)	22.96*** (2.958)	23.71*** (2.967)	24.31*** (2.495)	21.87*** (2.876)	22.94*** (2.888)
Observations	4,998	4,963	4,963	5,011	4,975	4,975
R-squared	0.101	0.113	0.113	0.113	0.132	0.130

Note: Standard errors are in parentheses. All regressions include district dummies. Columns (1) to (3) report results from regressions of Indonesian scores; columns (4) to (6) report results from regressions of math scores. All regressions are run on the sample of students whose parents are also surveyed using the parent instrument and who go to schools with an active committee. In columns (2), and (4), teacher absence is the share of teachers absent from teaching conditional on being scheduled to teach. In columns (3) and (6), teacher absence is the share of classes observed without teachers. ECED = early childhood education; PAUD = Pendidikan Anak Usia Dini (early childhood education programs); PNS = civil servants; Sekolah Menengah Atas (senior high school); SD = standard deviation; SMA = SMP = Sekolah Menengah Pertama (junior high school). It is important to keep in mind that in the regression we are at partial correlations. So teacher absence is positively correlated with math scores, holding all variables constant. It is possible that this is due to some correlation between teacher absence and one or some of the other correlates included in the regression.

\*\*\* p < 0.01, \*\* p < 0.05, \* p < 0.1.

## 07

## Conclusions



**This report presents the educational context of five districts located in remote Indonesia, namely, Ketapang, Landak, and Sintang in the province of West Kalimantan, as well as West Manggarai and East Manggarai in the province of NTT.** The report is based on a comprehensive survey of primary schools and their personnel (principals, teachers, and committees) as well as an assessment of teacher absence, student learning outcomes, and a detailed parent survey.



The survey finds that poor infrastructure seriously hampers education service delivery.

On average, the study schools are located five hours away from district capitals, and 2.3 hours away from financial institutions. This long traveling time affects principals and teachers who need to travel to district capitals for administrative and logistical purposes, or to retrieve their salaries on a regular basis. Improving infrastructure – better roads, telecommunication, and electricity – is likely to contribute to improving the quality of education in remote Indonesia, since it increases the attractiveness of these areas for better qualified personnel and makes communication, money withdrawal, and supervision easier.



Teacher presence is remarkably low in the five study districts, suggesting that there is a dire need and ample room for improvement.

The study areas are characterized by high teacher absence compared with average estimates for schools across the country, but they are similar to estimates for remote schools. Enumerators observed that approximately one in four classes did not have a teacher. One in four teachers who were scheduled to be teaching during the observation was absent from school, with one-third of these teachers reported to be absent due to school-related assignments. Overall, 20 percent of the scheduled classes did not have a teacher, and approximately 25 percent of the scheduled teachers were absent from teaching. The Government of Indonesia should address this serious problem, as it directly affects whether students learn in school. In addition, various ways to improve teacher presence need to be tested, including strengthening teacher monitoring, enforcing teacher evaluation and invoking sanctions for underperforming teachers. It should be noted, however, that OLS regression results demonstrate that, all else being equal, teacher absence is not significantly correlated, or positively correlated, with student test scores. Thus, ensuring that teachers are present and involved in teaching might not automatically lead to improved learning outcomes among students.



There may be a need to reset parent and community expectations of the quality of the educational services their children receive, particularly in regards to teacher presence.

Parents and communities would benefit from participating in setting service standards alongside principals and teachers, correspondingly participating in the evaluation of teacher performance against these standards, and having clear channels for effectively voicing their concerns about the outcomes of teacher services. On the supply side, principals and teachers cited the lack of active involvement of parents in their children's education as an important factor hindering student learning. Being held (more) accountable by parents and communities may lead principals and teachers to become more motivated to improve their performance, including on attendance.



Another area for improvement would be the provision of more accurate information to parents and school committees on actual levels of student learning outcomes.

Barely any students had reached the ability level corresponding to the grade they currently attended—the majority were two grade levels behind. In contradiction with the observed low quality of education in the study areas, principals, parents, and school committees reported high satisfaction levels with teacher performance and student learning outcomes. This is in stark contrast with the share of students who demonstrated no basic ability in Indonesian and/or math. This situation may be influenced by a limitation of the quantitative survey, which may be subject to bias due to respondents answering what they think is the “right” answer. Additional qualitative data may identify this as a potential issue.<sup>60</sup> Nevertheless, the regression results suggest that parents' satisfaction with their children's learning outcomes is a strong correlate of student scores. If this is the case, then student learning outcomes may improve by providing parents, school committees, and communities with relevant and targeted information on student learning development and the service quality levels expected from teachers.



In addition to social accountability, performance-based payment of teacher allowance should be considered as a means to improve teacher performance.

Providing additional support, monitoring, and evaluation of teachers may improve their motivations and efforts to improve their presence and service performance. However, these social pressures may not be enough to affect lasting changes in teachers' behavior. As such, pecuniary mechanisms may provide stronger incentives, particularly for underperforming teachers. As mentioned in the introduction section, the Government of Indonesia has provided eligible teachers working in remote areas with a *Tunjangan Khusus*, at a substantial amount ranging from IDR 1.5 million up to one times teacher's monthly base salary. However, recipients of *Tunjangan Khusus* turned out to have higher absenteeism rate compared to non-recipients (Toyamah, et al., 2010). As such, mechanisms to make *Tunjangan Khusus* more effective in directly incentivizing teacher presence or service performance should be tested. A 2017 World Bank survey in 100 schools in ten districts, including five districts covered in this study, indicated that principals and teachers preferred performance-based over seniority-based determinants of pay and promotion (Perez-Alvarez, et al. 2019).

<sup>60</sup> As undertaken in Vernez, Karam, and Marshall (2012).



There are important differences between the five districts, especially in terms of school management, working conditions for principals and teachers, teacher characteristics and efforts, parental involvement, and student learning achievements.

Many teachers in the remote schools surveyed do not possess higher education degrees, but there are substantial variations across the districts. For example, although more than 70 percent of non-PNS teachers in the sample schools in the two NTT districts have at least one university degree, overall nearly 67 percent of non-PNS teachers have only a high school diploma as their highest level of education. However, across all the districts, these differences appear to have marginal influence on student learning outcomes and teacher performance.

Education degrees

70%

non-PNS teachers in the sample schools in the two NTT districts have at least one university degree

Education degrees

67%

non-PNS teachers have only a high school diploma as their highest level of education



The findings suggest the need to upgrade the qualifications and teaching skills of principals and teachers, focusing on districts where a large number of education personnel are found with insufficient qualifications.

The qualifications and status of non-PNS teachers, who represent the majority of teachers in remote areas, should be improved. UNICEF (2012) finds higher absenteeism among non-PNS and local teachers. There are also important differences in teachers' salaries and honorariums, depending on their status. Non-PNS teachers receive very low salaries and are relatively dissatisfied with their salary levels. Further, efforts are needed to raise the motivation of teachers operating in remote areas, in particular through ensuring smooth implementation of teacher certification and the remote area allowance. Alternative approaches should be investigated as well, since, at the national level, these factors were not shown to have a large effect on improving learning.



# Annex A. Tables

Table 6. Distance and Travel Time from the Village Hall to Administrative and Financial Institutions

		All Areas	West Kalimantan			NTT	
			Ketapang	Landak	Sintang	West Manggarai	East Manggarai
Subdistrict office	Distance (km)	28.4	28.3	24.3	37.8	14.4	19.8
	Travel time (hours)	1.3	1.1	1.0	1.6	1.5	1.4
District government office	Distance (km)	149.1	268.3	102.6	129.2	94.3	78.3
	Travel time (hours)	4.8	6.8	3.2	4.6	4.8	3.5
Nearest district government office	Distance (km)	139.7	200.5	103.6	166.3	71.6	76.4
	Travel time (hours)	4.9	5.6	3.5	5.9	3.8	3.5
Post office	Distance (km)	53.8	45.4	48.9	71.7	34.3	46.2
	Travel time (hours)	2.3	1.5	1.9	2.9	2.3	2.4
Bank	Distance (km)	53.4	44.0	47.4	80.3	28.5	26.9
	Travel time (hours)	2.2	1.4	1.8	3.2	1.9	1.4
ATM	Distance (km)	56.8	54.1	47.2	76.4	32.7	42.6
	Travel time (hours)	2.3	1.7	1.8	3.0	2.2	2.1
Cooperative	Distance (km)	42.1	36.9	40.6	62.9	16.9	22.2
	Travel time (hours)	1.6	1.2	1.7	2.3	1.4	1.1
Credit union	Distance (km)	26.8	20.2	22.8	18.6	39.1	70.0
	Travel time (hours)	1.2	0.6	1.2	0.9	3.7	3.1

Table 10. Gender Distribution of Students, by Grade

Grade	Gender	All Areas	West Kalimantan			NTT	
			Ketapang	Landak	Sintang	West Manggarai	East Manggarai
1	All	23	23	19	23	24	26
	Male	12	13	10	13	13	14
	Female	11	11	9	11	11	12
2	All	21	21	18	20	24	27
	Male	11	11	10	11	13	14
	Female	10	10	8	9	11	13
3	All	22	21	17	22	26	26
	Male	12	11	9	12	13	14
	Female	10	10	8	10	13	11
4	All	22	20	20	22	28	27
	Male	12	10	11	11	15	15
	Female	11	10	9	11	13	12
5	All	22	20	18	23	26	27
	Male	12	10	10	12	14	15
	Female	11	10	8	11	12	13
6	All	22	19	20	21	26	25
	Male	11	9	10	10	13	12
	Female	11	10	10	11	13	13

Note: NTT = East Nusa Tenggara.

Table 11. Availability of Key School Facilities (Percentage of Sample Schools)

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Buildings</b>						
Principal room	48	51	47	63	26	32
Teachers' room	87	86	96	97	87	50
Sports equipment/field	99	100	96	99	100	100
<b>Additional physical facilities</b>						
Toilets	91	90	96	97	79	85
Toilets - only for teachers	64	66	80	65	50	50
Toilets - only for female students	50	56	61	53	32	35
Toilets - only for male students	41	51	59	40	29	15
Clean water	54	66	59	52	42	41
Electricity during school hours	30	36	18	40	24	24
Mobile phone signal	45	44	27	28	68	91
<b>Teaching supporting facilities</b>						
Library	54	58	43	48	47	91
Textbooks in sufficient number	39	37	35	42	39	41

Note: NTT = East Nusa Tenggara.

Table 14. Instructional Language, Curriculum, and Teaching Load, Academic Year 2015/16

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Main teaching language - principal report (% schools)</b>						
Indonesian	86	92	94	92	63	74
Malay	1	5	0	1	0	0
Dayak	4	3	6	7	0	0
Manggarai	9	0	0	0	37	26
<b>Curriculum used in 2015/16 - principal report (% schools)</b>						
2013 curriculum	1	2	0	1	0	0
2006 curriculum (education unit level)	2	5	2	2	0	0
2004 curriculum (competence based)	99	100	98	100	95	100
<b>Curriculum used in 2015/16 - teacher report (% teachers)</b>						
2013 curriculum	1	1	1	1	0	0
2006 curriculum (education unit level)	94	94	93	95	93	94
2004 curriculum (competence based)	8	8	9	7	11	6
<b>Subjects taught (% teachers)</b>						
Teachers teaching 1 subject	14	13	12	11	21	17
Teachers teaching 2-3 subjects	12	6	6	7	23	22
Teachers teaching 4 subjects or more	74	81	82	83	56	61

Note: NTT = East Nusa Tenggara.

Table 15. Instructional Time, Academic Year 2015/16

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Effective teaching days</b>						
Effective teaching days	226.38	235.37	228.18	206.56	240.24	243.970
Interruption in teaching (% schools)	25	34	31	34	3	0
<b>Weekly teaching hours (average #)</b>						
Grade 1	26	26	26	25	27	28
Grade 2	26	27	26	26	27	29
Grade 3	29	29	28	28	31	32
Grade 4	31	32	30	30	32	33
Grade 5	31	32	31	30	32	33
Grade 6	31	33	31	30	32	33

Note: NTT = East Nusa Tenggara.

Table 22. Principals' Living Conditions: Median Distance, Travel Time, and Transportation Cost from Home to School

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Overall</b>						
Distance from house to school (km)	0.5	1	6	0.200	0.280	0.320
Travel time from house to school (minutes)	5	10	20	5	8.5	5
Transportation cost from house to school (Rp)	0	1,500	3,000	0	0	0
<b>Principals living in same village as school</b>						
Distance from house to school (km)	0.150	0.230	0.5	1	1	0.150
Travel time from house to school (minutes)	5	5	5	3	3	5
Transportation cost from house to school (Rp)	0	1,000	0	0	0	0
<b>Others</b>						
Distance from house to school (km)	8	11	12	7	3	3.5
Travel time from house to school (minutes)	30	30	40	30	29	30
Transportation cost from house to school (Rp)	8,000	7,500	10,000	5,000	6,000	10,000

Note: km = Kilometer; NTT = East Nusa Tenggara.

Table 23. Teachers' Living Conditions: Median Distance, Travel Time, and Transportation Cost from Home to School

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Overall</b>						
Distance from house to school (km)	0.300	0.400	0.5	0.200	0.160	0.5
Travel time from house to school (minutes)	5	5	10	5	6.5	10
Transportation cost from house to school (Rp)	0	900	0	0	0	0
<b>Teachers living in same village as school</b>						
Distance from house to school (km)	0.200	0.300	0.200	0.200	1	0.300
Travel time from house to school (minutes)	5	5	5	5	5	10
Transportation cost from house to school (Rp)	0	0	0	0	0	0
<b>Others</b>						
Distance from house to school (km)	5	7	15	4	3	3
Travel time from house to school (minutes)	30	20	45	30	30	30
Transportation cost from house to school (Rp)	4500	4500	8000	4500	0	3650

Note: km = Kilometer; NTT = East Nusa Tenggara.

Table 30. Principals' Allowance

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Total allowance</b>						
# principals receiving it	252	57	44	83	38	30
% principals receiving it	97	100	92	100	100	91
Monthly median (Rp)	3,575,525	3,058,575	4,064,868	4,605,900	3,125,000	2,766,113
<b>Professional allowance (TP), past 12 months</b>						
# principals receiving it	182	46	32	53	29	22
% principals receiving it	70	81	67	64	76	67
Monthly median (Rp)	3,257,880	3,079,287	3,706,908	3,602,400	1,850,967	2,920,000
<b>Special allowance (TK), past 12 months</b>						
# principals receiving it	92	8	10	60	12	2
% principals receiving it	36	14	21	72	32	6
Monthly median (Rp)	2,678,825	90,625	2,707,200	2,834,425	2,609,500	156,250
<b>Additional income allowance (Tamsil), past 12 months</b>						
# principals receiving it	110	35	11	43	15	6
% principals receiving it	42	61	23	52	39	18
Monthly median (Rp)	408,333	350,000	100,000	775,000	833,333	350,833

Note: NTT = East Nusa Tenggara; TK = Tunjangan Khusus (special allowance); TP = Tunjangan Profesi (professional allowance).

Table 31. Teachers' Allowance

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>PNS teachers</b>						
# teachers receiving total allowance	631	130	96	221	114	70
% teachers receiving it	84	93	72	92	83	67
Median monthly total allowance (Rp)	1,333,333	1,227,083	952,099	2,694,500	1,299,533	433,333
# teachers receiving professional allowance (TP)	244	47	41	89	44	23
% teachers receiving it	32	34	31	37	32	22
Median monthly professional allowance (Rp)	2,898,700	2,800,000	3,333,333	3,133,333	1,782,458	2,023,711
# teachers receiving special allowance (TK)	144	18	13	80	27	6
% teachers receiving it	19	13	10	33	20	6
Median monthly special allowance (Rp)	2,144,583	100,000	2,549,342	2,733,333	1,000,000	736,250
# teachers receiving additional allowance (Tamsil)	265	65	16	87	62	35
% teachers receiving it	0.350	0.460	0.120	0.360	0.450	0.330
Median monthly additional income allowance (Rp)	400,000	380,000	100,000	747,500	683,333	62,500
<b>Non-PNS teachers</b>						
# teachers receiving total allowance	519	186	37	100	136	60
% teachers receiving it	45	66	22	29	70	34
Median monthly total allowance (Rp)	200,000	300,000	37,500	221,667	164,167	329,167
# teachers receiving professional allowance (TP)	5	2	0	1	2	0
% teachers receiving it	0	1	0	0	1	0
Median monthly professional allowance (Rp)	1,375,000	1,437,500	-	1,500,000	955,833	-
# teachers receiving special allowance (TK)	81	21	3	29	20	8
% teachers receiving it	7	8	2	8	10	5
Median monthly special allowance (Rp)	1,057,500	1,050,000	416,667	1,375,000	1,025,000	708,333
# teachers receiving additional allowance (Tamsil)	130	70	0	12	25	23
% teachers receiving it	11	25	0	3	13	13
Median monthly additional income allowance (Rp)	366,667	366,667	-	500,000	100,000	1,080,000

Note: NTT = East Nusa Tenggara; PNS = civil servants; TK = Tunjangan Khusus (special allowance); TP = Tunjangan Profesi (professional allowance).

Table 32. Principals' and Teachers' Allowance Delivery, 2014-16

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Professional allowance (TP)</b>						
# principals receiving it in 2014	149	34	30	46	21	18
Entirely (% receiving)	88	71	87	96	95	94
# teachers receiving it in 2014	182	28	35	69	28	22
Entirely (% receiving)	84	54	91	91	82	91
# principals receiving it in 2015	167	39	32	53	23	20
Entirely (% receiving)	89	85	88	94	78	95
# teachers receiving it in 2015	207	40	40	72	31	24
Entirely (% receiving)	90	85	93	96	74	100
# principals receiving it in 2016	180	42	35	54	27	22
Entirely (% receiving)	62	76	66	65	37	55
# teachers receiving it in 2016	248	48	46	83	45	26
Entirely (% receiving)	69	67	65	86	47	65
<b>Special allowance (TK)</b>						
# principals receiving it in 2014	76	11	12	46	4	3
Entirely (% receiving)	97	100	100	96	100	100
# teachers receiving it in 2014	189	28	27	116	10	8
Entirely (% receiving)	95	93	93	96	90	100
# principals receiving it in 2015	75	8	11	48	5	3
Entirely (% receiving)	93	100	100	94	80	67
# teachers receiving it in 2015	194	33	14	122	16	9
Entirely (% receiving)	94	97	93	97	75	89
# principals receiving it in 2016	85	1	11	63	9	1
Entirely (% receiving)	76	0	100	79	33	100
# teachers receiving it in 2016	224	41	18	111	41	13
Entirely (% receiving)	82	76	89	90	66	69
<b>Additional income allowance (Tamsil)</b>						
# principals receiving it in 2014	116	28	15	58	9	6
Entirely (% receiving)	95	82	100	100	89	100
# teachers receiving it in 2014	332	116	26	109	39	42
Entirely (% receiving)	90	85	96	94	97	86
# principals receiving it in 2015	120	30	14	59	10	7
Entirely (% receiving)	91	77	100	100	80	71
# teachers receiving it in 2015	340	121	28	104	42	45
Entirely (% receiving)	90	87	96	95	83	89
# principals receiving it in 2016	117	29	11	62	14	1
Entirely (% receiving)	66	72	100	65	36	0
# teachers receiving it in 2016	374	122	23	117	82	30
Entirely (% receiving)	74	66	91	88	66	67

Note: NTT = East Nusa Tenggara; PNS = civil servants; TK = Tunjangan Khusus (special allowance); TP = Tunjangan Profesi (professional allowance).

Table 35. Teachers' Reported Satisfaction (% Teachers)

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>a. Satisfaction with central government appreciation of teachers' role</b>						
Very low (1)	15	16	16	10	17	20
Low (2-3)	21	20	28	22	16	20
Average (4-5)	29	33	30	28	29	26
High (6-7)	35	31	26	40	38	33
PNS						
Very low (1)	6	6	11	2	7	6
Low (2-3)	13	11	17	11	13	15
Average (4-5)	28	30	29	26	28	28
High (6-7)	53	53	43	61	53	50
Non-PNS						
Very low (1)	21	21	20	15	25	28
Low (2-3)	26	24	37	29	17	23
Average (4-5)	30	34	31	30	30	26
High (6-7)	23	20	13	26	27	23
<b>b. Satisfaction with district education office performance in organizing primary schools</b>						
Very low (1)	7	8	7	5	9	7
Low (2-3)	20	19	25	19	20	18
Average (4-5)	35	36	38	33	32	38
High (6-7)	38	37	30	43	39	37
PNS						
Very low (1)	4	4	6	1	5	5
Low (2-3)	16	20	18	13	20	10
Average (4-5)	33	27	39	33	32	37
High (6-7)	47	49	37	54	43	47
Non-PNS						
Very low (1)	9	10	8	8	12	9
Low (2-3)	22	18	31	24	20	22
Average (4-5)	36	41	38	34	31	38
High (6-7)	32	31	24	34	37	31
<b>c. Satisfaction with appreciation of people around the school of role as a teacher</b>						
Very low (1)	4	2	5	3	6	6
Low (2-3)	15	13	20	13	11	18
Average (4-5)	30	28	40	34	23	25
High (6-7)	51	57	35	50	60	51
PNS						
Very low (1)	2	1	4	0	3	4
Low (2-3)	12	13	15	12	7	11
Average (4-5)	30	26	43	31	23	27
High (6-7)	56	59	38	57	67	57
Non-PNS						
Very low (1)	5	2	5	5	8	7
Low (2-3)	16	14	25	14	13	21
Average (4-5)	30	29	37	36	23	24
High (6-7)	48	55	33	45	55	47

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>d. Satisfaction with performance of government and people in the village in helping organizing school</b>						
Very low (1)	6	6	5	4	11	8
Low (2-3)	22	25	29	17	23	21
Average (4-5)	36	35	40	38	32	34
High (6-7)	36	35	26	42	33	37
PNS						
Very low (1)	4	4	4	1	9	5
Low (2-3)	19	18	27	14	23	16
Average (4-5)	37	32	39	38	34	39
High (6-7)	40	46	30	47	34	39
Non-PNS						
Very low (1)	8	7	5	6	13	10
Low (2-3)	24	28	31	19	24	23
Average (4-5)	35	36	41	38	30	31
High (6-7)	33	30	23	38	33	35

Note: NTT = East Nusa Tenggara; PNS = civil servants.

Table 36. Teachers' Reported Satisfaction with Their Salary (Percentage of Teachers)

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Satisfaction with salary/honorarium received as teacher in current school</b>						
Very low (1)	13	11	14	11	14	20
Low (2-3)	26	26	35	23	24	25
Average (4-5)	27	27	27	28	24	31
High (6-7)	33	36	24	37	38	24
<b>PNS</b>						
Very low (1)	3	5	3	0	4	6
Low (2-3)	15	16	27	11	16	8
Average (4-5)	28	27	32	26	23	38
High (6-7)	53	52	38	62	57	48
<b>Non PNS</b>						
Very low (1)	20	14	23	19	21	28
Low (2-3)	33	31	41	32	29	35
Average (4-5)	27	27	22	29	25	27
High (6-7)	20	28	13	20	25	10
<b>Ideal salary/honorarium</b>						
Much Lower	1	1	1	1	0	2
Lower	2	1	2	1	2	4
Equal to current salary	19	15	15	21	27	18
Higher	66	70	77	68	54	58
Much higher	12	14	5	9	17	19
<b>PNS</b>						
Much Lower	0	0	0	0	1	1
Lower	2	0	2	2	1	4
Equal to current salary	25	16	24	28	33	23
Higher	63	71	68	65	55	55
Much higher	9	13	6	5	10	17
<b>Non PNS</b>						
Much Lower	1	1	1	1	0	3
Lower	2	1	3	1	2	3
Equal to current salary	16	14	8	17	23	14
Higher	67	69	83	70	54	60
Much higher	14	15	4	12	21	20

Note: NTT = East Nusa Tenggara; PNS = civil servants.

Table 41. School Committee Background

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
# Schools having an active committee	254	56	48	82	35	33
# Schools having an inactive committee	14	2	2	6	3	1
<b>(Active) school committee characteristics (% active committees)</b>						
<b>Current committee establishment</b>						
2016-17	20	22	19	27	6	10
2010-15	63	69	55	65	52	69
2005-09	14	5	23	6	32	17
Before 2005	4	4	2	3	10	3
Committee only manages this school	93	95	88	95	97	91
Committee has article of association/bylaws	15	16	13	17	6	18
Committee received funds for activities from school in 2015/2016	12	13	7	20	6	7
Median funds received from school (Rp)	326,000	300,000	200,000	301,000	2,300,000	300,000
School provides office space for committee	2	4	2	1	0	3

Table 44. School Committee Activities, 2015/16 (% Committees)

	Pilots Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Meetings of committee with principal and parents</b>						
Meetings of committee with principal and parents, 2015/16	78	75	70	87	71	85
<b>Meetings organization initiative</b>						
Always principal	40	27	50	51	28	29
Always committee	9	7	6	6	20	14
Sometimes principal, sometimes committee	51	66	44	44	52	57
<b>Topics covered during meetings</b>						
Preparation of students evaluation	84	90	88	82	83	75
Suggestions and complaints from parents	83	80	84	85	83	79
School budget and financial resources	77	73	72	75	96	75
Student discipline and behavior	76	83	69	72	71	89
Student learning outcomes	76	85	72	73	79	71
Teacher discipline and behavior	68	73	69	69	58	64
Recruitment of teachers	55	56	44	51	63	68
Curriculum and teaching methods	49	54	44	62	38	25
Contribution of the committee/parents	44	41	38	31	68	68
Others	83	80	84	82	79	89
<b>Meetings of committee with principal only</b>						
Meetings of committee with principal, past month	35	39	40	49	11	9
Meetings of committee with principal, 2015/16	48	54	52	56	37	27
<b>Meetings organization initiative:</b>						
Always principal	38	23	42	46	54	11
Always committee	18	17	13	15	31	33
Sometimes principal, sometimes committee	44	60	46	39	15	56
<b>Internal committee meetings</b>						
Internal committee meeting, past month	14	18	17	15	3	12
Internal committee meeting, 2015/16	21	27	20	21	11	24
Internal meeting generated suggestion/feedback for school	91	93	100	94	50	88
<b>Suggestions from committee to school</b>						
Rehabilitation of infrastructure and furniture	63	71	56	63	50	57
Discipline improvement of teachers and/or students	46	57	56	38	50	29
Teaching and learning process	29	43	56	13	0	14
Teacher quality improvement	17	7	33	13	50	14
Purchase of learning tools	10	14	22	0	0	14
Teacher welfare improvement	8	14	11	0	50	0
Others	40	21	44	56	0	43
School implemented some suggestions from committee	81	93	89	75	50	71
<b>Suggestions from committee implemented by school</b>						
Rehabilitation of infrastructure and furniture	33	46	25	33	0	20
Discipline improvement of teachers and/or students	54	62	63	42	100	40
Teaching and learning process	23	31	38	17	0	0
Teacher quality improvement	5	8	13	0	0	0
Purchase of learning tools	10	15	13	0	0	20
Teacher welfare improvement	10	15	0	8	100	0
Others	41	15	25	75	0	60

Note:NTT = East Nusa Tenggara.

Table 49. Student Absence and Reasons, by Grade

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Overall</b>						
# Registered students	35543	7350	5682	11449	5709	5353
Official student absence rate (%)	8	9	9	7	9	7
Observed student absence rate (%)	14	24	13	13	11	8
# Classrooms	1702	366	301	543	249	243
% Classrooms with all students present	35	35	37	39	26	36
<b>Grade 1</b>						
# Registered students	6195	1373	982	2058	884	898
Official student absence rate (%)	11	11	13	11	13	7
Observed student absence rate (%)	19	27	17	19	16	8
# Classrooms	289	64	51	94	39	41
% Classrooms with all students present	25	20	20	31	15	34
<b>Grade 2</b>						
# Registered students	5663	1257	895	1739	859	913
Official student absence rate (%)	9	11	8	8	9	7
Observed student absence rate (%)	16	27	8	16	12	10
# Classrooms	289	62	52	91	41	43
% Classrooms with all students present	37	29	40	41	37	35
<b>Grade 3</b>						
# Registered students	5848	1231	863	1908	974	872
Official student absence rate (%)	8	10	10	6	9	7
Observed student absence rate (%)	13	24	12	10	13	9
# Classrooms	290	61	51	92	45	41
% Classrooms with all students present	36	34	45	39	22	34
<b>Grade 4</b>						
# Registered students	6015	1187	1004	1897	1039	888
Official student absence rate (%)	7	9	8	6	7	6
Observed student absence rate (%)	14	27	15	12	8	6
# Classrooms	280	60	49	89	43	39
% Classrooms with all students present	36	37	47	39	19	36
<b>Grade 5</b>						
# Registered students	6048	1179	942	2012	984	931
Official student absence rate (%)	7	9	8	5	8	6
Observed student absence rate (%)	11	20	13	8	11	7
# Classrooms	281	59	49	90	42	41
% Classrooms with all students present	37	41	37	42	26	32
<b>Grade 6</b>						
# Registered students	5774	1123	996	1835	969	851
Official student absence rate (%)	6	6	9	4	5	7
Observed student absence rate (%)	11	15	12	11	8	6
# Classrooms	273	60	49	87	39	38
% Classrooms with all students present	42	48	33	45	36	45

Table 52. Classification of Student Competency in Indonesian

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Grade 1 (% students)</b>						
BMH - no understanding of letters	47	36	56	43	57	51
BMKD - understand letters but no basic competency	51	62	44	55	43	49
KD1 - grade 1 level	1	2	1	3	0	0
<b>Grade 2 (% students)</b>						
BMH - no understanding of letters	6	5	8	8	5	2
BMKD - understand letters but no basic competency	80	74	85	73	90	88
KD1 - grade 1 level	11	17	5	14	5	9
KD2 - grade 2 level	3	5	2	4	1	1
<b>Grade 3 (% students)</b>						
BMKD - understand letters but no basic competency	7	2	6	3	20	8
KD1 - grade 1 level	64	57	74	63	65	66
KD2 - grade 2 level	29	41	20	34	15	26
KD3 - grade 3 level	0	0	0	0	0	0
<b>Grade 4 (% students)</b>						
BMKD - understand letters but no basic competency	6	1	4	1	17	9
KD2 - grade 2 level	89	91	93	91	81	86
KD3 - grade 3 level	6	8	3	8	3	4
KD4 - grade 4 level	0	0	0	0	0	0
<b>Grade 5 (% students)</b>						
BMKD - understand letters but no basic competency	4	1	3	1	9	6
KD3 - grade 3 level	80	79	87	75	85	79
KD4 - grade 4 level	17	20	10	23	6	16
KD4 - grade 5 level	0	0	0	0	0	0

Note: NTT = East Nusa Tenggara.

Table 53. Classification of Student Competency in Math

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Grade 1 (% students)</b>						
BMH - unable to recognize numbers	37	17	49	28	56	47
BMKD - understand numbers but no basic competency	50	62	44	52	41	48
KD1 - grade 1 level	13	21	7	20	3	5
<b>Grade 2 (% students)</b>						
BMH - unable to recognize numbers	6	2	7	7	9	4
BMKD - understand numbers but no basic competency	49	36	64	42	60	51
KD1 - grade 1 level	41	58	27	44	29	42
KD2 - grade 2 level	4	4	2	7	2	3
<b>Grade 3 (% students)</b>						
BMKD - understand numbers but no basic competency	12	2	13	7	30	16
KD1 - grade 1 level	82	90	84	86	66	80
KD2 - grade 2 level	6	8	3	7	3	4
KD3 - grade 3 level	0	0	0	0	0	0
<b>Grade 4 (% students)</b>						
BMKD - understand numbers but no basic competency	3	1	2	1	11	5
KD2 - grade 2 level	93	93	96	95	87	91
KD3 - grade 3 level	4	6	2	4	3	4
KD4 - grade 4 level	0	0	0	0	0	0
<b>Grade 5 (% students)</b>						
BMKD - understand numbers but no basic competency	19	13	18	14	27	26
KD3 - grade 3 level	81	87	82	86	73	74
KD4 - grade 4 level	0	0	0	0	0	0
KD4 - grade 5 level	0	0	0	0	0	0

Note: NTT = East Nusa Tenggara.

Table 55. Primary School Availability at the Subdistrict Level

	Subdistrict	# Villages	# PS	# Villages w/ 1 PS	# Villages w/ 2 PS	# Public PS	# Private PS
<b>All areas</b>	<b>0</b>	<b>235</b>	<b>270</b>	<b>184</b>	<b>51</b>	<b>248</b>	<b>22</b>
<b>Ketapang</b>	<b>0</b>	<b>59</b>	<b>59</b>	<b>59</b>	<b>0</b>	<b>58</b>	<b>1</b>
	Jelai Hulu	8	8	8	0	8	0
	Kendawangan	9	9	9	0	9	0
	Manis Mata	8	8	8	0	8	0
	Marau	4	4	4	0	4	0
	Sandai	6	6	6	0	6	0
	Simpang Dua	4	4	4	0	4	0
	Simpang Hulu	10	10	10	0	10	0
	Sungai Laur	10	10	10	0	9	1
<b>Landak</b>		<b>38</b>	<b>51</b>	<b>25</b>	<b>13</b>	<b>51</b>	<b>0</b>
	Air Besar	12	17	7	5	17	0
	Jelimpoh	5	7	3	2	7	0
	Mempawah Hulu	7	10	4	3	10	0
	Menjalin	3	4	2	1	4	0
	Menyuke	4	4	4	0	4	0
	Ngabang	3	4	2	1	4	0
	Sebangki	4	5	3	1	5	0
<b>Sintang</b>		<b>82</b>	<b>88</b>	<b>63</b>	<b>19</b>	<b>87</b>	<b>1</b>
	Kayan Hilir	17	17	12	5	17	0
	Kayan Hulu	13	13	12	1	13	0
	Ketungau Hilir	5	5	5	0	5	0
	Ketungau Hulu	16	16	12	4	16	0
	Ketungau Tengah	11	13	8	3	13	0
	Sepauk	12	13	9	3	12	1
	Tempunak	8	11	5	3	11	0
<b>M. Barat</b>		<b>27</b>	<b>38</b>	<b>15</b>	<b>12</b>	<b>29</b>	<b>9</b>
	Boleng	4	6	2	2	5	1
	Komodo	2	4	0	2	4	0
	Kuwus	5	7	3	2	3	4
	Macang Pacar	5	6	4	1	5	1
	Ndoso	5	7	2	3	7	0
	Welak	6	8	4	2	5	3
<b>M. Timur</b>		<b>29</b>	<b>34</b>	<b>22</b>	<b>7</b>	<b>23</b>	<b>11</b>
	Elar	5	5	5	0	4	1
	Kota Komba	2	4	0	2	3	1
	Lamba Leda	6	6	5	1	3	3
	Rana Mese	9	11	6	3	7	4
	Sambi Rampas	7	8	6	1	6	2

Note: The total numbers of schools and villages in each subdistrict, pilot subdistricts. PS = primary school.

Table 56. Mean Student Test Scores, by Grade and Gender

Grade	Subject	All Areas	West Kalimantan			NTT	
			Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Overall</b>							
1	Bahasa	32.720	38.810	26.230	36.140	26.980	30.300
	Math	33.5	44.200	26.610	39.070	22.520	26.5
2	Bahasa	44	49.240	36.010	44.880	42.010	45.860
	Math	43.310	51.650	35.620	45.930	35.950	43.030
3	Bahasa	28.180	33.930	25.170	31.430	20.070	25.940
	Math	30.320	36.430	27.360	32.930	23.030	28.100
4	Bahasa	34.240	38.870	31.670	37.970	27.040	32.290
	Math	29.420	32.490	27.570	31.5	25.370	28.260
5	Bahasa	32.440	35.220	29.900	35.350	26.330	32.020
	Math	31.920	34.390	31.200	34.170	27.680	29.510
<b>Female students</b>							
1	Bahasa	33.730	40.25	26.630	38	27.320	30.560
	Math	32.470	43.210	26.130	38.470	21.25	24.610
2	Bahasa	46.540	52.240	37.390	47.770	45.640	47.200
	Math	43.960	52.770	35.880	47.390	36.430	41.880
3	Bahasa	29.560	35.580	26.380	33.550	21.880	26.060
	Math	31.230	36.600	28.660	34.520	24.770	27.980
4	Bahasa	35.870	40.300	32.910	39.440	29.020	33.710
	Math	29.840	32.890	27.400	31.980	26.030	28.440
5	Bahasa	34.010	36.710	31.240	36.830	28.270	32.900
	Math	32.310	35.030	31.520	34.330	28.440	29.160
<b>Male students</b>							
1	Bahasa	31.880	37.620	25.870	34.570	26.700	30.120
	Math	34.380	45.010	27.040	39.570	23.570	28.170
2	Bahasa	41.810	46.5	34.830	42.400	38.900	44.740
	Math	42.75	50.630	35.390	44.690	35.530	43.990
3	Bahasa	26.960	32.600	24.080	29.620	18.260	25.820
	Math	29.520	36.290	26.200	31.570	21.300	28.200
4	Bahasa	32.730	37.480	30.650	36.490	25.210	31.130
	Math	29.020	32.100	27.710	31.010	24.75	28.120
5	Bahasa	30.980	33.710	28.760	33.860	24.670	31.240
	Math	31.570	33.740	30.930	34.010	27.040	29.810

Note: NTT = East Nusa Tenggara.

Table 57. Student Absence, by Grade and Gender

	All Areas	West Kalimantan			NTT	
		Ketapang	Landak	Sintang	West Manggarai	East Manggarai
<b>Overall</b>						
Registered female students	16,837	3,503	2,634	5,481	2,714	2,505
Absent female students	1,179	288	222	343	192	134
Registered male students	18,706	3,847	3,048	5,968	2,995	2,848
Absent male students	1,673	406	310	430	299	228
<b>Grade 1</b>						
Registered female students	2,851	626	457	940	408	420
Absent female students	307	70	59	96	49	33
Registered male students	3,344	747	525	1,118	476	478
Absent male students	389	87	73	127	69	33
<b>Grade 2</b>						
Registered female students	2,615	601	401	800	388	425
Absent female students	220	61	33	63	35	28
Registered male students	3,048	656	494	939	471	488
Absent male students	272	72	38	77	46	39
<b>Grade 3</b>						
Registered female students	2,691	557	406	864	476	388
Absent female students	179	45	37	48	31	18
Registered male students	3,157	674	457	1,044	498	484
Absent male students	292	78	48	65	58	43
<b>Grade 4</b>						
Registered female students	2,865	571	451	952	495	396
Absent female students	179	41	32	56	32	18
Registered male students	3,150	616	553	945	544	492
Absent male students	254	66	46	66	43	33
<b>Grade 5</b>						
Registered female students	2,908	583	430	999	460	436
Absent female students	154	42	28	38	32	14
Registered male students	3,140	596	512	1,013	524	495
Absent male students	258	61	50	55	46	46
<b>Grade 6</b>						
Registered female students	2,907	565	489	926	487	440
Absent female students	140	29	33	42	13	23
Registered male students	2,867	558	507	909	482	411
Absent male students	208	42	55	40	37	34

Note: NTT = East Nusa Tenggara.

**Table 58. OLS Regressions of School, Principal, and Teacher Characteristics on Reported Teacher Shortage at School**

Variable	(1)	(2)
# Teachers at school	-0.110*** (0.016)	-0.208*** (0.014)
# PNS teachers at school	-0.016 (0.018)	-0.070*** (0.016)
# Of students at school	0.002*** (0.001)	0.005*** (0.001)
# Ff classes at school	0.004 (0.032)	-0.018 (0.026)
Teacher presence (# present teachers/#teachers) at school	-0.244* (0.142)	-1.010*** (0.135)
Age of principal	-0.004 (0.003)	-0.001 (0.003)
Principal is female	0.041 (0.071)	0.061 (0.066)
Principal is married	-0.102 (0.144)	-0.177 (0.131)
Age of teacher		-0.001 (0.003)
Teacher is female		-0.050 (0.049)
Teacher is married		0.064 (0.068)
Teacher is not civil servant		-0.110*** (0.035)
Constant	1.879*** (0.282)	4.636*** (0.303)
Adjusted R2	0.203	0.166
Number of observations	259	1,918

Note: Standard errors are in parentheses. All regressions include district dummies. The dependent variable is binary (1=teacher shortage, 0=no reported teacher shortage). Column 1 contains results on principals while column 2 displays results from teacher regressions.

\*\*\* p < 0.01, \*\* p < 0.05, \* p < 0.1.

# Annex B. Student Competency Classifications

The classifications were assigned based on student test scores, which are defined by the number of questions answered correctly on the test. These classifications are applied for the results of the Indonesian and math tests. There are four classifications of competencies for whether a child is (1) unable to recognize letters/numbers, (2) below basic competencies, (3) below current grade-level competencies, or (4) at or above current grade-level competencies.

A student is classified as *unable to recognize letters/numbers*—the lowest level of competency—when s/he is unable to answer all the letter and number recognition questions in the Indonesian and math tests. This state of learning outcomes can only be detected for students in grades one and two, who are given letter and number recognition questions. A student is classified as having *below basic competency* when s/he is able to recognize letters and numbers but unable to answer at least more than half of the total number of questions that are two grade levels below the current grade-level standards in the test.<sup>61</sup> A student is then classified as having *below current grade level competency* when s/he is unable to answer at least more than half of the total number of questions at their current grade-level standards in the test. Lastly, a student is classified as having *at or above current grade level competency* when s/he can answer more than half of the total number of questions at their current or higher grade-level standards in the test, which is the ideal learning outcome expected from students. For type 3 and 4 classifications, a student's specific grade-level competency is thus determined by the number of questions at the highest grade-level standards that s/he can answer correctly, whereby s/he is able to answer at least more than half of the highest grade-level questions provided in the test.

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<sup>61</sup> The exception to this rule is grade one Indonesian, whereby students are classified in this type of competency when they cannot answer at least one set of grade one-level reading comprehension questions. This exception was applied because there were only two sets of reading comprehension questions in the grade one Indonesian test.

# ROSTER BELAJAR KELOMPOK

- Nama kelompok BELAJAR KELOMPOK LUMBU  
- Merca Pelajaran 1  
- Hari/Tanggal 2  
- Nama-nama anggota kelompok:
1. GLEDYSIA LODONG (LENY)
  2. FLAFIANUS TANGIS (FLAFI)
  3. SRILIA JENIA (SRI)
  4. FORTUNATUS BARUNG (MBAKITA)
  5. KOLINTUS POGOL (KOLIN)
- Tugas Belajar Kelompok  
- Mengajarakan PK  
- Belajar mata Pelajaran hari itu  
- Belajar mata Pelajaran besok  
- Waktu belajar

# ROSTER HARIAN

KELAS IV IAN DEWAN

PKK	MAROK	IPA
BIMBO	AGAMA	PILIBOK
AGAMA	PJOK	PIATEK
KAMIS	JUMAT	SABTU
IPS	BIMBO	IPS
BIMBO	IPA	
SBK		

TIN AMOR 2017/2018  
BELAJAR KELOMPOK LUMBU-DA



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