

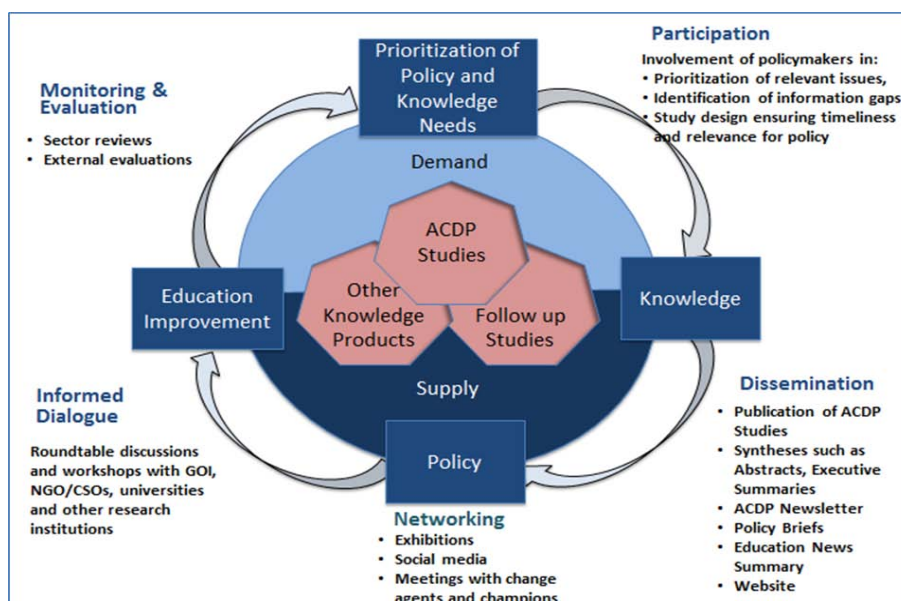
Newsletter of the Analytical and Capacity Development Partnership (ACDP) - March 2013

Knowledge to Policy

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A key challenge for ACDP is to ensure that knowledge constructed through analytical studies and research is available to inform policy development that will in turn contribute to education sector performance improvements. Research can bring new perspectives and invigorate policy dialogue but it has to be incorporated into a process of communication and knowledge management in such a way as to be timely, accessible, user-friendly and relevant to the needs of policy makers and other key stakeholders. To achieve this, effective communication is critical to disseminate knowledge and to facilitate dialogue allowing stakeholders to reach a negotiated but informed position. The conceptual framework underpinning the ACDP communications strategy, shown in the figure below, is the cycle of knowledge to policy and, beyond that, the impact of policy on the performance of the education system.



ACDP is a facility to promote policy dialogue and reform of the education sector in Indonesia.

Implementation of ACDP is guided by ACDP Technical Oversight Group. It is Co-Chaired by Head of the National Office of Education Research and Development of the Ministry of Education and Culture (MoEC), Deputy Minister for Human Resources and Cultural Affairs (Bappenas), and Director General of Islamic Education of the Ministry of Religious Affairs (MORA.)

The Ministry of Education and Culture is the executing agency for ACDP. The Asian Development Bank is responsible for administration of ACDP funding.

ACDP is an integral component of the Education Sector Support Program and is supported by grant funding from the European Union and the Government of Australia.

One of the critical challenges confronting research institutions and programs such as ACDP is often the limited demand from policy makers for quality research-based knowledge. Besides a technical approach based on a rational deductive process, the actual policy making process is subject to organizational and political perspectives which may influence policy decisions more than the availability of quality research. ACDP attempts to increase this demand by making policy makers more aware of the benefits of high quality research and attempting to bridge the divide between knowledge and policy by ensuring a high degree of involvement and "ownership" in the identification, design, implementation and review of studies. ACDP knowledge products range from complex largescale national surveys, to short reports on issues requested by Government, with an emphasis on presenting practical policy options. Study findings are not only disseminated to policy makers, but to research institutions such as universities, as well as education practitioners and other stakeholders, by providing syntheses in the form of abstracts, executive summaries, policy briefs, website summaries and newsletters such as this.

Madrasah Education Financing Study

The purpose of the Madrasah Education Financing Study was to review and assess the current funding system with a view to achieving more equitable access to resources particularly for private madrasah, and based on these findings, develop policy options. The study represents the first effort to explicitly map out the funding of madrasah, public and private, within the overall picture of education financing.

The study found that funding for madrasahs varies greatly. Disparities in funding are rooted in both macro national level allocations of public resources and at the micro level. At the central level, budgets are allocated for education managed by MoEC and MoRA at a ratio of 80:20 to represent the proportional contribution towards enrollment between schools and madrasah. The MoRA allocation covers all expenditures however substantial expenditures for MoEC schools are allocated separately and additionally to district Government, most notably personnel expenditure (which constitutes the largest proportion of operational costs). The main factor limiting public funding for madrasahs is the regulatory framework which excludes madrasah education from district government responsibility. This severely constrains any systematic local funding for madrasahs and is



commonly perceived as prohibiting funding. Through consultations at both central and district levels many regional governments expressed willingness to support private madrasah but felt that the regulatory framework constrained them from doing so. Inequities in funding are further exacerbated within the madrasah system by a tendency to prioritize funding for public madrasah over private madrasah.

Overall, the madrasah system is disadvantaged in respect to public financing compared to general (MoEC) schools (although public madrasahs receive favourable resource allocation from MoRA). As a result private madrasahs, which account for around 85% of madrasahs and in general cater to the poorest segments of society, must largely rely on parental contributions. The main policy options focus on enabling systematic funding of private madrasah by local governments through revisions of the Regional Government Law 32/2004 and related regulations. Given the process and likely time required to consider this it is recommended that MoRA and MoHA agree on a special transitional arrangement whereby management of madrasah basic education is delegated to local government.



Gender Mainstreaming in Education Review

The study on Gender Mainstreaming in Education, guided by the Deputy Minister for Human Resource and Cultural Affairs Bappenas, and working with MoEC and MoRA, provides a comprehensive sector-wide analysis with recommendations. The study found that Indonesia has established a strong enabling environment for taking forward gender equity, equality and mainstreaming in the education sector. Significant progress has been made in achieving equality of access and maintaining gender parity at the national level (Indonesia is on track to achieve the MDG primary education gender parity target). These successes result from a combination of effective policies and sustained national investments that have expanded the availability of schools in rural areas and lowered the direct and opportunity costs of schooling. Gender neutral programs such as BOS and expansion of school infrastructure have been critical. However, national aggregate data hide disparities at regional levels, especially in junior and senior secondary education. Participation indicators show that both females and males face access barriers, underlining the fact that gender equality is not just about females. Females are underrepresented in education leadership positions in all institutions. The national ratio of female primary school principals remains low at 33.6% with females substantially underrepresented at junior secondary (14.8%) and secondary levels (12.1%). Males dominate the lecturer profession in tertiary education with the majority of

provinces showing under 20% of females employed as lecturers.

Gender equality has seen significant advances through, for example, pilot programs and capacity building initiatives including development of training modules for principals, teachers, student counsellors in gender-responsive education, and development of gender responsive curriculum teaching and learning materials. However, despite emerging good practice, the picture is mixed with continued classroom and school practices, and wide use of textbooks, that reinforce gender stereotypes; restrictions for females in participating in all sporting and extra-curricular activities; and lack of safety in some areas for girls going to and from school. Gender stereotyping still prevails in choice of subjects and study streams at secondary and tertiary levels. As regards, institutionalizing gender mainstreaming, the review found that significant gender equality 'socialisation' and awareness has been undertaken. MoEC allocates specific budgets for gender mainstreaming and has developed innovative pilot programmes. However, there is currently a lack of clear strategic direction for gender mainstreaming in education and availability of staff with gender expertise is limited. A key recommendation of the study is that MoEC and MoRA develop a gender equality education strategy.



Building University Research Capacity

A key feature of ACDP is building research capacity – by doing research. Currently, 18 Indonesian higher education institutions, both state and private, including over 200 staff, are involved in research for nine ACDP studies. The role of universities ranges from provision of specialist consultants for research design, policy analysis and presentation, to participation in large national field research and surveys. For example, in 2012, six universities across Indonesia (Unsyiah Aceh, STAIN Syaikh Abdurrahman Siddik Bangka-Belitung, Universitas Negeri Jakarta, Universitas Negeri Yogyakarta, Universitas Pendidikan Indonesia Bandung, and IAIN Surabaya) were responsible for quantitative and qualitative data collection as part of a comprehensive nationwide Baseline Survey on School Principal and Supervisors Competencies (involving 5,000 principals, 1,000 supervisors and 4,000 teachers). In 2013, universities will continue to provide substantial resources for implementing large scale surveys on Teacher Absenteeism and Basic Education Minimum Service Standards. The benefits of this go beyond the ACDP studies to developing a skilled resource across the different regions of Indonesia.

Some Universities that are involved in ACDP studies:

- Universitas Cendana - Kupang
- Universitas Sebelas Maret - Surakarta
- Institut Pertanian Bogor
- Universitas Syiah Kuala - Aceh
- Universitas Negeri Jakarta
- Universitas Negeri Yogyakarta
- IAIN Sunan Ampel Surabaya

Strategies for University-Industry-Government Partnership

The Government's Master Plan for Acceleration and Expansion of Indonesia Economic Development (MP3EI) outlines a vision for strengthening partnerships between universities, industry and Government (UIG) as a means to improve collaborative research and development (R&D) to support innovation, 'creative economy' and increased competitiveness. This study examines the status of UIG partnerships within this context and using the concept of the 'Triple Helix'. The Triple Helix comprises three elements: 'i) a more prominent role for universities in innovation, on a par with industry and government in a knowledge-based society; ii) a movement toward collaborative relationships among the three institutional spheres, in which innovation policy is increasingly an outcome of interaction rather than a prescription from government; and iii) each institutional sphere also 'takes the role of the other', performing new roles as well as their traditional function (www.triplehelixassociation.org).

The study found that the three spheres of UIG remain largely isolated with very few examples of productive interaction in which knowledge is developed and shared. Each of the three spheres lacks sufficient capacity to lead the development of effective partnerships. Because of political and industrial factors, it is unlikely that Government or industry could take a prominent leading role as is the case in other Asian countries such as China, Singapore, Korea, or Japan. It is suggested that universities offer the only feasible entry point for initiating and leading UIG partnerships. The study found that there is a critical need for further differentiation of the institutional mission of universities and a significant improvement in the quality of relevant and application-oriented research for the most knowledge-intensive industries. This, combined with a weakness in incentive structures to promote industrial R&D, has led to a lack of relevant research institutions in Indonesia. Investment in R&D is extremely low in comparison with neighbor-

ing countries and the proportion of engineers and scientists to population remains one of the lowest in the world with limited funding and few incentives for universities to undertake strategic research relevant to national needs.

The study identifies the need to create more structured opportunities for positive encounters between industrialists and universities as well as to improve the institutional framework for public universities to engage in partnership with industry (with implications regarding their financial autonomy, legal status and protection of their intellectual property rights). Policy recommendations include increasing R&D funding and incentives to promote R&D culture in industry, channelling government funds more effectively, and supporting the development of autonomous universities and their quality improvement. Regional disparities in the capacity and quality among universities must be addressed, particularly in the Eastern Regions, in order for these institutions to play a meaningful role in contributing to the development of the various economic corridors envisioned in the MP3EI.

The study included a visit to China (the industrial parks in Tsinghua University) and to South Korea (KAIST and the Daedeok Innopolis in Daejeon) to observe these centers of R&D and to examine innovation practice. In addition to the study report, a paper entitled "University, Industry, and Government partnership: present and future challenges in Indonesia," was presented at the 10th Triple Helix Conference held in Bandung 8-10 August 2012 and published by the Elsevier Procedia Social and Behavioral Science journal (<http://dx.doi.org/10.1016/j.sbspro.2012.09.468>).



Forthcoming Analytical Work

Education Policy Research in Aceh



As part of its regional program, ACDP is assisting with Education Policy Research in Aceh through support to three policy studies requested by the provincial Coordinating Team for Aceh Education Development. Participation in vocational senior secondary education is relatively low in Aceh with schools spread unevenly and generally not meeting standards. The study will aim to develop policy options for expansion and quality improvement of vocational provision with a strong emphasis on relevance to the needs of the labour market. Efficiency in the utilization of the teachers is a key issue in Indonesia and is a particular challenge in Aceh. The study will look at teacher distribution, recruitment and financing, to develop options for improving efficiency in teacher workforce planning and utilization. A third study will review the impact of special autonomy and oil and gas funding for education with an emphasis on budget allocation, spending efficiency, and education sector performance. ACDP is working in collaboration with the Support to Education Development in Aceh (SEDIA – a program supported by AusAID). The studies are expected to start in May.

Study on Teacher Absenteeism

Teacher absenteeism is recognized as the single most important factor accounting for loss of instructional time and affecting the quality of learning outcomes. Starting in March 2013, a new study on *Teacher Absenteeism* will begin. The study, to be conducted over one year, will contribute information on the extent of and possible determinants of teacher absenteeism throughout Indonesia, in order to support the formulation of policies to improve teacher attendance and accountability in classrooms in primary and junior secondary schools. The comprehensive study will be based on a representative sample of schools and its methodology will follow closely that used in a multi-country survey conducted by the World Bank and Harvard University in 2002-2004 and in which SMERU conducted the Indonesian survey. The new ACDP survey will be conducted by Cambridge Education International (UK) in partnership with SMERU and the Australian Council for Education Research (ACER) and with the technical collaboration of the World Bank.

Mid-Term Review of Education Strategic Plans 2010-2014

ACDP will assist the Government (MoEC, MoRA and Bappenas) with preparation for its next education planning cycle 2015-19 through a Mid-Term Review of Education Strategic Plans 2010-14. The review will produce a comprehensive assessment of progress in implementing national education policy implementation at the mid-point of the 2010-14 planning cycle. The assessment, with recommendations, will be used to feed into any necessary adjustment of strategies and the development of the Education Strategic Plans for 2015-19. A secondary purpose is to develop capacity for national education strategic planning, monitoring and evaluation, as a basis for strengthening future policy and program development. The review is expected to start in April.

Basic Education Minimum Service Standards (MSS) Survey

ACDP is supporting a nationwide survey of Basic Education Minimum Service Standards (MSS) achievement, starting in March 2013. The survey will be undertaken across six regions of Indonesia and covering over 5,000 schools and madrasahs, to ensure national representativeness. This will provide a national picture of the status of MSS achievement and will also enable assessment of progress against the 2010 MSS Baseline Survey. The baseline survey highlighted low achievement of certain indicators including a deficit of classrooms, low levels of principal and teacher qualifications and certification, lack of educational materials including textbooks, low hours of instruction, and limited district supervision of schools. It is intended that the results of the survey, combined with additional support to capacity development for planning, management, and monitoring of MSS, will strengthen systems for targeting and allocating resources to improve the quality of basic education.



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