

# **ANALYSIS OF THE CURRENT SITUATION OF FORMAL EDUCATION AT JUNIOR SECONDARY SCHOOL LEVEL**

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## A summary of the main issues and recommendations

#	Issues	Recommendations
1	The <b>national education standards</b> define the minimum standards that schools, students and teachers will have to meet.	<ul style="list-style-type: none"> <li>DBE3 should use the national education standards as a <b>guiding principle</b>.</li> </ul>
2	There are <b>guidelines for the local content curriculum</b> which indicate it is inappropriate to include Citizenship, English and ICT in the local content. MONE has questioned the DBE3 strategy of using local content curricula.	<ul style="list-style-type: none"> <li>DBE3 should work with the national standards for the <b>core curriculum</b> in English, Citizenship, ICT and life skills. The language of IR 1.1 should be changed.</li> <li>The reference to local content curriculum should be omitted and replaced with the competency-based curriculum.</li> </ul>
3	However, schools are able to decide what subjects to teach as part of the local content curriculum as long as they meet the guidelines.	<ul style="list-style-type: none"> <li>DBE3 should ensure that the activities developed as part of the <b>extracurricular component can be adapted to the local content curriculum</b> so that schools are able to choose to use them should they wish and if they meet the local requirements.</li> </ul>
4	National standards for <b>curriculum</b> require junior secondary schools to develop their own locally relevant syllabi. MONE view this as a significant challenge. BSNP will develop guidelines for syllabus development and CDC will develop model syllabi for junior secondary schools to use.	<ul style="list-style-type: none"> <li>DBE should work with DBE2 and support BSNP to develop guidelines for syllabus development.</li> <li>DBE3 should also work with the CDC at the central level to support the development of <b>model syllabi</b> in English, ICT and Citizenship for the core curriculum.</li> </ul>
5	<b>Relevance</b> underpins the DBE3 project. Model syllabi developed at the central level will not be demand-driven nor necessarily relevant to the local needs of the targeted for junior secondary schools in the DBE3 project.	<ul style="list-style-type: none"> <li>DBE3 should work with subdistrict MGMP in how to develop and implement <b>demand-driven, locally-relevant syllabi</b> in English and Citizenship for the core curriculum.</li> </ul>
6	It is USAID intent that IQDBE program components are introduced to <b>additional districts and provinces</b> .	<ul style="list-style-type: none"> <li>DBE3 should work with trainers at the <b>central level</b> (from center and province) and trainers from the local level (district and province) to <b>build capacity</b> within the system to facilitate the replication and expansion of the project.</li> </ul>
7	ICT differs from English and civics in that it has been introduced into the curriculum as an <b>elective</b> subject. Not all for junior secondary schools have access to ICT equipment and not all children will learn ICT.	<ul style="list-style-type: none"> <li>DBE3 will <b>not</b> work with MGMP to develop locally-relevant, life-skills-integrated ICT syllabi.</li> <li>DBE3 should work with DBE2 in looking at strategies to improve community access to ICT and at innovative approaches to distance learning for teachers and students.</li> </ul>
8	ICT is included in the curriculum as a life skill and a learning tool, but not all teachers are confident to use ICT in their teaching.	<ul style="list-style-type: none"> <li>DBE3 should develop modules to be used in the training program which support teachers of all subjects to understand how they can provide students with the opportunity to apply and develop their ICT capacity through their subject.</li> </ul>
9	MoNE has an official definition of life skills. "Life skills" includes personal, social, academic and vocational skills. Vocational skills covers skills needed to develop a product and other workforce skills such as attitude to work.	<ul style="list-style-type: none"> <li>DBE3 should use the official MoNE definition of life skills to cover the skills needed for life long learning, entrance into the workforce and participation in community development. DBE3 should not refer to "life and workforce skills" but only to "life skills."</li> </ul>
10	MONE does not view life skills education as a discrete subject but a set of skills which should be developed through the <b>whole learning experience</b> .	<ul style="list-style-type: none"> <li>DBE3 should <b>not</b> develop curriculum materials which focus specifically on life and workforce skills.</li> <li>The syllabi that DBE3 develop at the central and local level should be <b>demand-driven, life-skills-integrated syllabi</b>.</li> </ul>
11	The integration of life skills as a cross-curricular theme is new. Teachers may find it challenging to integrate life skills.	<ul style="list-style-type: none"> <li>At the central level, DBE3 could consider developing <b>resource books</b>, such as "Bright Ideas for..." that includes some life-skills-oriented learning activities for teachers to do or "circle time activities" for specific subject areas, which are available to all schools including those in non-DBE3 areas.</li> <li>DBE3 should develop a series of modules to be used in a training program on supporting teachers to understand life skills and how they can develop life skills through the whole learning experience. This should include not only <b>subject content</b>, but the <b>learning process, teacher behavior</b> and the school ethos.</li> </ul>
12	DBE3 selected the following subject areas (1) Civics (2) ICT (3) English for the project as they are appropriate vehicles to develop life skills. The Directorate of Secondary Education does not consider Civics to be a priority support need but does believe Math and Science require support.	<ul style="list-style-type: none"> <li>DBE3 should include Mathematics as one of the key subject areas in the project. The application and use of number is an important process skill and an important life skill and a subject identified as an area of need by MoNE.</li> </ul>
13	According to MONE the challenges of rolling out the new curriculum standards include not only the development of the syllabus but its implementation. There are some general concerns in relation to teaching and learning and assessment and some subject-specific concerns.	<ul style="list-style-type: none"> <li>The DBE3 training program should support teachers not only to develop but also to <b>implement</b> the demand-driven, locally-relevant, life-skills-integrated syllabi.</li> <li>Implementation should cover general and subject-specific issues regarding <b>teaching and learning and assessment</b>.</li> </ul>
14	MONE have previously conducted training for teachers on delivering the competency-based curriculum. There is an existing and planned teacher professional development mechanism.	<ul style="list-style-type: none"> <li>As much as possible, the DBE3 training program should be carried out through existing structures and mechanisms</li> <li>The <b>capacity of these mechanisms</b> at local level needs to be assessed first so that appropriate partners can be selected</li> </ul>

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15	MONE plans a bottom up approach for teachers' professional development to meet the standards for qualification and competencies. MGMP will be asked to identify their own needs and submit proposals to provincial branches of MONE (LPMP) in order to receive block grants from MONE. District-based MGMP are not well organized and managed and are not as effective a mechanism as they could be.	<ul style="list-style-type: none"> <li>DBE3 should follow the MBE/REDIP model and facilitate the training program through the MGMP. This should be at district or <b>subdistrict level</b> depending on the results of the assessment.</li> <li>DBE3 should develop modules for the training program which help MGMP to identify their future needs and write proposals.</li> </ul>
16	Working with MGMP at subdistrict level calls into question the rationale for selecting two target for junior secondary schools per subdistrict.	<ul style="list-style-type: none"> <li>DBE3 should continue with the selection of target for junior secondary schools. These teachers and for junior secondary schools should receive extra support in the form of further training and visits by DBE3 provincial staff and District trainers and resources so they become <b>mentor</b> for junior secondary schools for others in the MGMP.</li> </ul>
17	DBE3 will be developing a series of training modules to support teachers and for junior secondary schools to develop and implement syllabi to meet the national education standards.	<ul style="list-style-type: none"> <li>All modules developed by DBE3 should be in <b>consultation</b> with central level stakeholders with significant input from the local level. This will enable MONE to adapt the modules to train teachers on how to develop and implement a life skills integrated syllabus in provinces not targeted by DBE3.</li> </ul>
18	DBE3 will develop a series of training modules on a number of themes for its training program.	<ul style="list-style-type: none"> <li>DBE3 needs to <b>stagger</b> the implementation of the training program to avoid overloading teachers with too much information and too many things to practice. Teachers need sustained mentoring and support and time to practice, reflect and evaluate.</li> <li>The modules can be used over a series of MGMP meetings or workshops over a year of the project.</li> </ul>
19	According to data provided by MONE, there is a <b>large gap</b> in the national standards for teacher qualification and competency.	<ul style="list-style-type: none"> <li>DBE3 modules will use the national standards for curriculum, teaching and learning process and teacher competency. DBE3 should try to get the teacher training modules <b>accredited</b> by MONE/university so that they can assist teachers to meet the competencies or the teacher's certification.</li> <li>DBE3 should also work with Pustekkom to look at <b>alternative delivery mechanisms</b> for the training modules using ICT, such as distance learning, CD Roms, teachers' web site so that teachers in other provinces can access the modules.</li> </ul>
20	MONE has <b>guidelines</b> for extracurricular activities. These guidelines include themes and suggested activities.	<ul style="list-style-type: none"> <li>DBE3 should ensure that the extracurricular activities designed and implemented through the program can be <b>classified</b> under MONE themes.</li> </ul>
21	Extracurricular activities are not compulsory. A third part of the curriculum is for students' personal development and this is an elective but compulsory part of the curriculum. BSNP believe that schools may struggle to offer this part of the curriculum.	<ul style="list-style-type: none"> <li>DBE should encourage schools to use the activities developed for extra curricular to also be offered as part of the self development activities for all children in school.</li> </ul>
22	Vocational skills as relates to "attitude to work" are not well defined in the curriculum and appear to be developed in an inconsistent and vague manner. There seem to be few opportunities to develop these skills through the core curriculum and youth are not well prepared to make the transition from school to work.	<ul style="list-style-type: none"> <li>DBE3 aims to make youth better prepared to enter the workforce. This needs more than just vocational skills related to creating a product. DBE3 should support schools to develop more detailed competencies and indicators for "attitude to work" life skills. DBE3 should strengthen the capacity of schools to develop "School to Work" transition programs to be implemented as part of extracurricular and self development activities.</li> </ul>
23	There are certain periods of basic education when more youth drop out. These are the <b>transition</b> stages just before youth <b>enter</b> junior secondary school and just before they <b>leave</b> .	<ul style="list-style-type: none"> <li>DBE3 should include project activities for youth in these transition phases.</li> <li>The wording of IR 1.3 needs to be modified to read "Develop and use appropriate dropout prevention strategies to ensure youth make the transition into and remain in junior secondary school."</li> </ul>
24	There are many suggestions from MONE to explain why youth drop out more at this time. If DBE3 does not <b>really</b> know why youth are not making the transition to junior secondary school, drop out prevention programs will yield weak results.	<ul style="list-style-type: none"> <li><b>Research</b> is needed to understand the real problems and why more youth drop out at these stages of basic education than at any other stage.</li> <li>Results from the research should be used to develop the program strategy.</li> </ul>
25	Many dropout prevention programs take the term too <b>literally</b> and work with students who are already on the <b>brink</b> of dropping out or who have dropped out and try and bring them back into school or set programs. Whilst this is not a bad things, programs should try to prevent students from reaching the stage where they are ready to drop out	<ul style="list-style-type: none"> <li>To truly support students to make the transition, <b>interventions</b> must start <b>before</b> students have made the decision not to go to junior secondary school. DBE3 must work with DBE1 and DBE2 to support youth in grade 6 to progress to junior secondary school.</li> </ul>
26	MONE/MORA have existing innovative drop out prevention programs, such as <b>open schools</b> and <b>one-roof schools</b> .	<ul style="list-style-type: none"> <li>In addition to developing the community-based dropout prevention strategies, DBE3 should identify existing government <b>restructured</b> schools such as one-roof and <b>alternative</b> schools such as open schools in target sub districts and consider how</li> </ul>

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		they can be supported.
27	Many dropout prevention programs target specific issues The best dropout prevention program is for schools to make their students happy and willing to attend and their parents/guardians feel that the benefits of sending and keeping their children in school is worth the investment.	<ul style="list-style-type: none"> <li>▪ Preventing dropout should be viewed as part of the <b>larger goal</b> of DBE3 in creating schools where all students are given the necessary opportunities and assistance they need to learn and develop into successful adults, so they do not feel the need to drop out.</li> <li>▪ Parents and guardians should be made aware of the DBE3 program and its aim of making junior secondary school more relevant.</li> </ul>
28	Working with local nongovernmental organizations, community-based organizations and youth organizations features largely in DBE3's original proposal. However, MONE manages the education system and MORA manages the <i>madrasah</i> system. Their participation and ownership in the project is necessary to ensure the project is successful and sustainable.	<ul style="list-style-type: none"> <li>▪ DBE3 should ensure that MONE and MORA are <b>always</b> included and involved as important stakeholders. This will ensure that interventions are <b>sustainable</b> and <b>institutionalized</b>.</li> <li>▪ Improving schools depends on the understanding of the community, districts and schools. It is important that any community-based organizations, NGOs or youth organizations selected to work in DBE3 work closely with MONE/MORA and schools from the <b>early stages</b> of setting up the programs to build support and identify clear roles and responsibilities.</li> </ul>

## A. Preface

This situation analysis has been conducted in order to finalize the technical approach to the formal education component of the Improving the Quality of Decentralized Basic Education Objective 3 (Improved Relevance of Junior Secondary and Non-Formal Education to Work and Life Skills) project (DBE3).

The purpose of the analysis is to review the current situation in junior secondary education, highlight current developments, major issues and needs for improvement and use these to propose areas of focus for DBE3 formal education activities.

This paper represents research conducted by representatives from DBE3 and the content of this paper represents the observations, conclusions and views of the author based on interviews with staff at the Department of National Education, the Ministry of Religious Affairs and a review of current education policies and laws.

## B. Introduction

The aim of the formal education component of the Decentralized Basic Education Objective 3: Increased Relevance of junior Secondary and Non-Formal Education to Work and Life Skills (DBE3) is to better prepare junior secondary school students for life-long learning, entrance into the work force and participation in community development. This would be achieved by working on **curriculum development** and **teacher training** in English, Civics, ICT, life and work force skills; developing **extracurricular** activities to reinforce the learning in these areas in school time and developing strategies for preventing children from **dropping out** before they complete their junior secondary school education. The aim of this paper is to analyze the existing context in which the formal education component of DBE3 will operate. It also makes recommendations about implementation of the DBE3 project's formal education component.

DBE3 includes both general junior secondary school (*sekolah menengah pertama* or SMP) and the religious junior secondary school (*madrasah tsanawiyah*, or MT). The national education law explicitly includes *madrasah* as part of the unified national education system. Therefore, the MT must offer the same curriculum as the general schools and adhere to the same standards. However, while the Ministry of National Education (MONE) manages the entire educational system, establishing strategies, curriculum, policy, and approaches, the Ministry of Religious Affairs (MORA) manages *madrasah*.

*Madrasah* are administered under the vertical apparatus of MORA. There is a division under MORA responsible for Madrasah and Religious Education (*Madrasah dan Pendidikan Agama: Mapenda*). This division manages *madrasah*. The function of Mapenda is purely operational. Mapenda also exists within the provincial office of MORA (Kanwil) and the District office of MORA (Kandep). The main differences at the school level are that *madrasah* offer additional religious education and may maintain a religious environment—for example, Islamic dress and separation of the sexes (to some degree). It should also be noted that MORA are responsible for religious education in general schools. There is no direct line of authority linking MONE and MORA at the district level. This depends on the offices at the district levels.

Consequently, as *madrasah* generally follow the guidelines from MONE for the purpose of this paper, SMP and MT are included together as junior secondary schools. Where there are clear differences, they are explained separately.

This paper examines the current situation and the perceived needs of formal junior secondary school education only in the areas which relate directly to the DBE3 project:

- The curriculum, including citizenship, English, ICT, life and workforce skills and the local content curriculum and activities
- How the curriculum is implemented, in particular the syllabus, teaching and learning methods and assessment
- The professional development of in-service teachers

- Extracurricular activities
- Strategies used for children at risk of dropping out

Projects are always more successful and sustainable if they are institutionalized within the existing system rather than separate or even parallel to it. Therefore, after analyzing the current situation of formal junior secondary education this paper examines how DBE3 formal education activities can best correspond to the existing government strategies at the same time as meeting its objective of improving the relevance of education for youth to work and life skills so youth can participate successfully in the community, in life and the world of work.

This paper has been completed through conducting interviews with all relevant partners and a review of accessible government documents (see appendix).

### C. The National Education Standards

The formal education system in Indonesia is currently in a state of great transformation. The new national education law of 2003 calls for an increase in quality and mandates that standards be developed and codified. This has recently been taking place.

A Board for National Standards in Education (*Badan Standar Nasional Pendidikan*) or BSNP was created in May 2005. Their job is to develop, monitor the implementation of, evaluate and report against the national standards of education. This covers all sectors (formal, non-formal and informal) and all levels (from kindergarten to university). The board is responsible directly to and make recommendations to the Minister. The membership of BSNP is between 11 and 15. They are members for a period of 4 years and are appointed and discharged by the Minister. Standards will cover eight key areas which cover inputs, process and outputs of the education system. The board will also assess textbooks and undertake the national examination.

Input	Process	Output
Content Facilities and infrastructure Teachers and education staff Finance	Process (teaching and learning) Management	Graduate competencies Evaluation

The Government Regulation of the Republic of Indonesia, number 19 year 2005 on the National Standards of Education does not actually contain the standards, but sets out the principles for the national education standards. The contents of the standards will be set by subsequent ministerial regulations within the next two years. These standards are binding on all government and private schools and *madrasah*.

The current priorities for standards are the curriculum and graduate competencies. These form the basis of education. Once the curriculum and the outcomes have been established, BSNP can then see what teachers need to do and therefore what competencies they need. The timeframe for the finalization of the first two standards is December 2005. Once these have been established, all other competencies will be developed in parallel throughout 2006. To date, some of them exist in general form and others have not even been drafted. The transitional provisions state that existing institutions will continue to perform their duties and functions until the establishment of new ones.<sup>1</sup>

The BSNP is the final decision making authority in regards to the national education standards. They make recommendations directly to the minister. However, these standards will not be produced in a political vacuum, BSNP convene boards of experts and consult widely. For example, during the drafting of the curriculum, they consulted with more than 300 people, including staff from the Curriculum Development Center.

<sup>1</sup> Many of the principle for the standards are not new. They are simply a culmination of the way that education in Indonesia has been moving in recent years. The teaching and learning process for example, implies the active learning (Pakem/CTL) approach which teachers have received training on in recent years.

Once the standards have been finalized, other directorates general within MONE are responsible for implementing them. However, at the moment, it is difficult for education directorates and departments to move forward with their plans as nothing has been approved. As a result of this state of change, the points made in this paper are accurate at the time of writing, but may change as soon as December 2005.

#### **D. The Curriculum**

The formal education curriculum has changed in recent years. A new curriculum replacing the 1994 curriculum was introduced in 2000. The new curriculum was developed as a competency-based curriculum, meaning that it was developed around students learning a range of skills rather than learning a number of facts. The competencies in the curriculum are knowledge, understanding, skills and attitudes. The original plan was that the curriculum would be fully implemented by 2004. Therefore, it was called Curriculum 2004.

To date, the competency-based curriculum been partially implemented and is now in use in some subjects, some provinces, some schools and grades. Therefore, at the current time in Indonesia, there are two curricula being used concurrently, curriculum 1994 and 2004. The original curriculum 2004 has recently been revised by the Curriculum Development Center and presented to BSNP. There are few changes to actual standard and base competencies, but some keys changes in terms of life skills and local relevance which have implications for DBE3. These are discussed later in the paper.

The final curriculum should be approved in December 2005. Staff in the Curriculum Development Center, in the Directorate for Basic and Intermediate Education and at BSNP remain confident that this deadline will be met. The curriculum will be socialized from January 2006 and should be implemented in July of the same year. Exactly how the curriculum will be rolled out is not yet apparent. It could be phased in gradually or all schools could be expected to implement it in July 2006. BSNP have expressed concern that there are currently two curricula being used in Indonesia and hope there is only one in July 2006. This suggests that all schools might be expected to use the new curriculum by next year. However, it is very unlikely that all schools will be ready to begin in July 2006. MONE think that a lot of schools will not be ready until 2011.

According to the education policy, the curriculum must meet the requirements of national education,<sup>2</sup> or as maintained by the Directorate General of Primary and Secondary Education, it must be directed towards developing not only the intellectual but also the moral, social and physical aspects of the participants “creating the wholeness of the Indonesian people” (Strategic Plan). As in most countries, education is not only seen as an academic process, but has important religious, moral and political dimensions to it. Therefore, education in Indonesia should contribute to:

- The improvement of faith and devotion
- The improvement of the noble character
- The improvement of the individual interest, skills and potential
- The various potentials of the region and the environment
- The demands of regional and national development
- The demands of the business world
- The development of science, technology and art
- Religions
- The dynamics of global development
- National unity and the national values

The curriculum is grouped into five areas of subject matters. The following are the subject areas and the aims of each:

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<sup>2</sup> According to the 2003 law, National Education refers to the education that is based on the Pancasila and the 1945 constitution and rooted in the values of religion, the national culture of Indonesia and is responsive to the demands of a changing era.

Religion and noble character building

- The development of faith and devotion and spiritual potential
- The introduction, understanding and cultivation of religious values
- The implementation of such values in the life of individuals or collective life of society
- Noble character, ethics, conduct of life, or morals as materialization of religious education

Citizenship and personality

- Nationalism, state affairs, democracy and personality
- The awareness and perspective of students of their status, rights and obligations of life within a society, nation and state
- Improvement of their personal qualities as human beings
- Perspective of nationalism, the spirit and patriotism to defend the country
- Appreciation of human rights
- The plurality of the nation
- The preservation of the life environment
- The equalization of genders
- Democracy
- Social responsibility
- Adherence to laws
- Paying taxes
- Attitudes and behaviors that are against corruption, collusion and nepotism
- An appreciation of literary works in Indonesia

Science and technology

- Provide a basic competence in science and technology
- Cultivate critical, creative and independent scientific thinking

Esthetics

- Full understanding, appreciation and expression of the arts
- Improve the sensitivity, ability to express and ability to appreciate beauty and harmony. This should cover appreciation and expression

Physical sport and health education

- Development of a nation that is physically healthy
- Improve physical potentials
- Establish sportsmanship and life awareness
- The habit of healthy living, that is individual and collective within a society

There are three component parts of the curriculum:<sup>3</sup>

A	The core curriculum
B	The local content curriculum
C	Activities for self development

There are a number of subjects or activities in each component. Unless stated, these subjects are taught from grade 1-12:

- Religion (Islam, Catholicism, Buddhism, Hinduism and Christianity)
- Citizenship
- Indonesian language and literature
- English (From grade 4 to 12)
- Foreign language (Mandarin, Arabic, French, Japanese and German grade 10 to 12)

<sup>3</sup> There are also extracurricular activities in schools, but they are not part of the compulsory curriculum.

- Mathematics
- Natural science (Including physics, chemistry and biology taught as an integrated subject from grade 1-9 and separate from 10-12)
- Social science (including: state structure, economics, history, sociology, anthropology and geography taught as an integrated subject from grade 1-9 and separate from 10-12)
- Art and culture
- Physical education and sports
- Skills (music, cooking, handicraft) <sup>4</sup>
- Information and communications technology
- Local content

Each subject can contribute to the teaching of a group of subject matters and some subjects will contribute to more than one subject matter. According to the list provided by BSNP (see below), Citizenship for example, can contribute to the development of the competencies in religion and noble character building and citizenship and personality.

Religion and Noble character building	Citizenship and personality	Science and Technology	Esthetics	Physical, sport and health education
<ul style="list-style-type: none"> <li>• Religion</li> <li>• Citizenship</li> <li>• Science and technology</li> <li>• Arts</li> <li>• Physical sport</li> <li>• Health affairs</li> </ul>	<ul style="list-style-type: none"> <li>• Religion</li> <li>• Citizenship</li> <li>• Languages</li> <li>• Art and culture</li> <li>• Physical education</li> </ul>	<ul style="list-style-type: none"> <li>• Languages</li> <li>• Mathematics</li> <li>• Natural science</li> <li>• Social science</li> <li>• ICT</li> <li>• Vocational skills</li> <li>• Local content curriculum <sup>5</sup></li> </ul>	<ul style="list-style-type: none"> <li>• Languages</li> <li>• Art and culture</li> <li>• Skills</li> <li>• Local content curriculum</li> </ul>	<ul style="list-style-type: none"> <li>• Sport</li> <li>• Health education</li> <li>• Natural science</li> <li>• Local content curriculum</li> </ul>

The curriculum is a competency-based curriculum, so the objectives for every teaching unit or lesson should be expressed in terms of students' behavioral skills. In the competency-based curriculum, the students will be able to know, demonstrate, comprehend, apply, analyze, synthesize and evaluate a particular topic of instruction in the curriculum. Therefore, the new Indonesian curriculum includes lists of competencies.

There are competency standards for the overall curriculum meaning that these should be developed in all subjects. These are:

- To have confidence, to be aware, to exercise their rights and perform obligations, to respect each other and to feel protected in their religion and faith.
- To use language to understand, develop and express their ideas and to inform and interact with others.
- To select, combine and apply concepts, techniques, patterns, structures and understand how they are connected
- To find and choose technology and information from different sources and apply them.
- To understand and appreciate the physical environment, all living creatures, technology and to use knowledge, skills and values to make proper decisions.
- To actively participate, interact and contribute in society and global culture based on their understanding of their concept of culture, geography and history.
- To create and respect artistic works of art, culture and intellectual works and to apply the highest moral values to their personal growth that will lead to a civilized society.
- To think logically, critically and laterally about potentials and opportunities that arise and to be able to deal with different prospects.
- To exhibit motivation in learning, have self confidence, and work independently and with others.

<sup>4</sup> The choice of the skill subject seems to depend on the resources available in the school.

<sup>5</sup> Note that local curriculum content is only thought to be relevant to three subject matter areas.

It is clear that these include a number of **spiritual, moral, social, cultural** and **personal** skills, some key **process** skills (communication, application of number, information technology, working with others and problem solving) and **thinking** skills (information processing skills, reasoning skills, enquiry skills, creative thinking skills, evaluation skills).

There are also competencies for each subject. These are divided into standard competencies and base competencies and are detailed in the curriculum documents for each subject. Standard competencies are standardized skills for learning and living that must be achieved by all students through their learning experience. Base competencies are more illustrative examples of the standard competencies.

In the 2003 curriculum guidelines, there are also indicators intended to support teachers to measure whether students had achieved the competency. The revised guidelines of 2005 do not include these indicators. These have been removed for a number of reasons. The main purpose of this change is to give schools the opportunity to make the curriculum more relevant to their local situation and the life skills that students need to live and work in their local world. Therefore, MONE considers that the new form of the competency based curriculum will make the teaching that takes place in school 80% local.

The competencies have been developed by the Curriculum Development Center in collaboration with a wide range of other stakeholders. These include:

- University lecturers
- Teachers
- Principals
- School supervisors
- Some NGOs
- Education directorates

However, this list suggests that the only people consulted were educators and not other stakeholders, such as businessmen or members of the community members. Therefore, the competencies only reflect what educators think is important for children to be able to do.

In order to achieve the standard and basic competencies, subjects will be taught around themes or aspects. These are also included in the curriculum guidelines.

## **E. Syllabus**

Schools are responsible for “planning the learning processes” (National Education Standards: 2005). This means they have to develop the syllabus (a summary of each course of study) and the learning plans based on the guidelines set down by the BSNP and under the supervision of the district education department and the department of religion. The curriculum guidelines suggest that schools include the following in their syllabus:

- Indicators
- Main subject matter
- Teaching steps including methods
- Time allocated
- Learning resources
- Assessment/evaluation

Being responsible for developing their own syllabus will give schools the opportunity to make national standards relevant to their local context and needs.

It is likely that most teachers and schools will find it very difficult to prepare a local syllabus. They may not have the experience, capacity, confidence or mindset <sup>6</sup> to develop syllabi. Experience from previous

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<sup>6</sup> Despite decentralization the mindset of many districts and schools is centralized and they still expect the central government to develop everything and give to them.

training on the competency-based curriculum confirms this may be a major issue. According to staff from the curriculum sub directorate at the directorate for junior secondary schools, during previous training on the curriculum three different syllabus outlines were prepared to support schools. The first outlines were 0% completed, the second outline 50% completed and the third outline was 100% completed.<sup>7</sup> All schools selected the third outline.

BSNP will develop guidelines for syllabus development in January 2006 and the Curriculum Development Center plans to develop and make available to schools model syllabi for all subjects at all levels. Other directorates may do the same. Hence, schools will have a choice of syllabi to use and may also realize that the national standards can be operationalized in a variety of ways. Nevertheless, whilst many schools will require this support, these syllabi will be generic and not relevant to the local context of the school, as the curriculum is designed to be. From the previous experience, it seems likely that many schools will opt to use the model syllabi.

The Curriculum Development Center has expressed a desire to receive technical support from DBE2 and DBE3 in developing the model syllabi.

## F. Curriculum Load

At the present time, students at junior secondary school spend approximately 36 hours in face-to-face instruction on the curriculum.

• Religion <sup>8</sup>	2 hours a week
• Citizenship	2 hours a week
• Indonesian	4 hours a week
• English	4 hours a week
• Mathematics	4 hours a week
• Social science	4 hours a week
• Natural science	4 hours a week
• Arts and culture	2 hours a week
• Sports	2 hours a week
• Skills/ICT <sup>9</sup>	2 hours a week
• Local curriculum/ Self development	6 hours a week

34-38 weeks a year are included in the school calendar. There are two semesters in an academic year and each semester can last between 16 and 19 weeks. Therefore, students at junior secondary school are currently in school between 1,225 and 1,370 hours per year.

BSNP are reviewing the curriculum load and the amount of time that youth are spending in school. The present thinking is that students in Indonesia spend too much time in schools and much more than students in other neighboring ASEAN countries. Furthermore, although the quantity of time spent in school in Indonesia is more than in other countries, the quality of learning outcomes is lower. In results from the Program for International Student Assessment (PISA) in 2003, Indonesia was in the bottom four in reading, mathematics and science.

BSNP are currently discussing reducing the number of hours spent in school to around 1,000 hours so that it is in line with other countries at the same time as preparing national standards to improve the quality of education that children receive.

This may have implications on the number of subjects taught and how many hours they have per week. Some changes have already been made. In junior secondary school, the natural and social science subjects have been integrated and are taught as one subject. It is possible that the number of hours of

<sup>7</sup> Discussion with Pak Hatta, Head of Sub Directorate Curriculum for Junior Secondary Education.

<sup>8</sup> Students at *madrasah* spend much more time a week in religious instruction. The amount of time varies between different *madrasah*.

<sup>9</sup> Elective subjects

face-to-face instruction in other subjects may be reduced, excluded or integrated. It is not possible to say at the present time. The BSNP will make recommendations on the “learning hours, learning capacity, face-to-face learning hours and the percentage of the learning capacity per group of subject matters” by December 2005.

According to BSNP, the program at junior secondary school can now be assessed by the Satuan Kredit Semester (SKS) system. This is a credit system where students receive 1 credit per hour of face-to-face instruction. In junior secondary school 1 SKS is equal to 1 hour of face-to-face lessons with an instructor. 1 hour of instruction in junior secondary school is actually equivalent to 40 minutes of instruction. Students must achieve the required number of SKS in order to be able to pass the course and to enter the exam. There is no failing a subject, just passing or not yet completing it. However, junior secondary school can only adopt this system once they have met all the other standards (through accreditation) and only if they opt to do so.

## G. The Core Curriculum

The core curriculum refers to the group of subjects for which there are established guidelines and which are examined. Time spent on the core curriculum is supposed to be approximately 80% at the present time. This paper looks specifically at the subjects in the core curriculum which relate to DBE3 activities. These are citizenship, English and ICT. The paper first very briefly summarizes the curriculum guidelines<sup>10</sup> including the competency standards, teaching themes, the teaching and learning approaches and approach to assessment. It then comments on what MONE consider the key challenges facing schools and teachers in implementing these subjects.

### Citizenship<sup>11</sup>

According to the national education standards, **citizenship**, as a subject, should contribute to the development of **religion and noble character building and citizenship and personality**. There is a separate curriculum document for citizenship at all levels. However, the overall aim of citizenship is to ‘shape good Indonesian citizens’ who are able to:

- Think critically, rationally and creatively within perceiving issues as a citizen;
- Participate responsibly in the state, country and community;
- Develop in a positive and democratic manner the basic characters of the Indonesian community who can live together with other citizens;
- Interact directly with other people in the world or indirectly using ICT,<sup>12</sup>

The subject areas or aspects of citizenship, which are included in the curriculum, are:

ASPECT	SUB ASPECT
One Nation	Harmonious life amongst in differences a) Oath of youth b) Totality of NKRI (Negara Kesatuan Republik Indonesia) The Unitary State of the Republic of Indonesia. c) Defense of the country d) Nation and country e) Openness and guarantee of justice
Regulations, Standards and Law	a) Regulations for conduct in the school b) Standards of community c) Regional regulations d) National law e) Law and national equality/justice f) Law and international equality
Human Rights	a) Rights and responsibilities of the child b) Rights and responsibilities of the individual c) Responsibilities for protecting human rights d) National instruments for human rights

<sup>10</sup> The paper does not include the standard competencies or base competencies in detail.

<sup>11</sup> The guidelines used were the 2005 draft documents.

<sup>12</sup> The reference to ICT is common in all curriculum subject guidelines. This reflects its inclusion as a cross curricular skill.

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ASPECT	SUB ASPECT
	e) Upholding human rights and the implications
Needs of Citizen	a) Safe and peaceful life b) Self esteem/self respect c) Freedom of organisation d) Outside opinion of independence e) Self achievement f) Agreements of the situation of citizens
National Constitution	a) Proclamation of independence and the first constitution b) Other constitutions in Indonesia c) Basic relations between the country and constitutions
Power/Authority and Politics	a) Regional government b) Central government c) Participation in regional autonomy d) Sovereignty of the common people and the system of politics in Indonesia e) Cultural politics f) System of government and the politics of other nations
Community Democracy	a) Responsibility and tolerance b) Deciding together c) Relations between citizens and between citizens and the state d) Democracy e) The role of press in the life of a democratic community
Quality of Pancasila	a) Honesty, discipline and readiness to work together b) Pancasila as a demand of life in a state c) Pancasila as the basis of the state d) Pancasila as a state ideology
Globalization	a) The influence of globalization b) Politics outside Indonesia c) Relations with international organizations d) The influence of globalization on people and the state of Indonesia

In junior secondary school students, are expected to learn the following aspects or content areas for citizenship in order to develop the competencies listed:

Grade	Aspects	Competencies
Grade 7	<ul style="list-style-type: none"> <li>▪ Community standards</li> <li>▪ National laws</li> <li>▪ National instruments for human rights</li> <li>▪ Outside opinions of Independence</li> </ul>	The skills to analyze and put forward positive attitude about the standards which are good in life in the community, state and nation; to describe and obey national laws; understand and use a positive attitude about the instruments for basic human rights; understand and actualize increasing opinion on freedom
Grade 8	<ul style="list-style-type: none"> <li>▪ The Proclamation of Independence and the first constitution</li> <li>▪ Pancasila as a state ideology</li> <li>▪ The reality of democracy</li> <li>▪ The sovereignty of the people and the system of politics in Indonesia</li> <li>▪ Other constitutions in Indonesia</li> </ul>	Describe the meaning/purpose of the proclamation of independence and the first constitution; analyze and determine positive attitude about Pancasila as an ideology of state; understand and point out positive ideas about the reality of democracy; understand and determine a positive attitude about the sovereignty of the people and the system of politics of Indonesia; analyze the constitutions, which have been used in Indonesia
Grade 9	<ul style="list-style-type: none"> <li>▪ Regional government</li> <li>▪ The influence of globalization on community, state, people and country</li> <li>▪ The responsibility of the state</li> <li>▪ Self achievement</li> </ul>	Understand and participate in the carrying out of regional autonomy; analyze and establish attitudes about the impact of globalization on life of the community, state and country. Identify and participate in efforts in the defense of the country and understand and realize the achievement in onself of appropriate skills for the sake of the lineage of the nation, people and race

The curriculum documents identify a particular approach for teaching citizenship, called *Praktik Belajar Kewarganegaraan (PKB)*, or a practical learning of citizenship. This aims to help students understand the theory of citizenship through the experience of it. Achievement is demonstrated through a portfolio. The approach includes:

- Identifying and choosing a problem
- Collecting and evaluating all the information relating to the problem
- Analyzing all the alternative solutions to the problem and choosing an alternative to recommend
- Developing a plan of action to carry out the alternative which has been recommended

- Presenting the plan
- Evaluating the carrying out of the plan and reflect on the experience of learning

Many elements of the citizenship curriculum have already been socialized and implemented in some areas since 2003. Teachers in about 24 provinces to date have been trained on the PKB approach and a “showcase” will be conducted in December 2005. It is not apparent how successful this approach has been, but DBE3 staff located in the province may want to visit the showcases.

Discussions with the Head of Division in the Curriculum Development Center responsible for citizenship suggested that teachers would not have difficulty developing a syllabus, as he felt that they had already been trained to do so.<sup>13</sup> The main weakness of the teaching of citizenship relates to the approach and methods teachers use. Teachers teach civic education (the theory) but do not “do” civic education: they do not allow students to practise civics, give practical examples related to community life and do not know how to develop activities to support implementing the curriculum. This is the area where the Curriculum Development Center felt that DBE3 could most effectively support schools and teachers.

### English<sup>14</sup>

The approach to teaching English in formal schools in Indonesia has changed in recent years. It has developed from a structural curriculum (based around teaching around the grammar) to a functional curriculum (based around teaching language for specific functions such as greetings) and most recently in the competency-based curriculum to a text curriculum (teaching around a real life situations involving text and discourse).

According to the national education standards, English should contribute to the development of science and technology. English is taught at elementary school (from grade 4) and throughout all grades at junior secondary and intermediate levels of the education system. In some cases, it is taught in SD as part of the local content.

The main aim of the English curriculum is for students to be able to communicate orally and in writing using fluent and accurate English language that fits into the social context. The main competencies in English are:

- Develop the ability to communicate orally and in writing using English
- To increase awareness about the real importance of English as the main tool for learning
- To develop a better understanding about the inter-relationships among languages and cultures; and to expand cultural horizons, thus students will have a better perspective of other cultures and participate in different cultures

The standard competencies are divided into four areas:

**Listening:** To understand various meanings (interpersonal, ideational, textual) in different types of interactive oral texts and monologues, especially in the form of descriptive, narrative, spoof/recount, procedures, reports and anecdotes

**Speaking:** To express various meanings (interpersonal, ideational, textual) in different oral interactive texts and monologues, especially in the form of descriptive, narrative, spoof/recount, procedures, report and anecdotes

**Reading:** To understand various meanings (interpersonal, ideational, textual) in various interactive written texts and monologues, especially in the form of descriptive, narrative, spoof/recount, procedures, report and anecdotes

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<sup>13</sup> This is the opinion of only one member of staff at the Curriculum Development Center.

<sup>14</sup> The guidelines used were the 2003 documents – there have been few changes between 2003 and 2005.

**Writing:** To express various meanings (interpersonal, ideational, textual) in various interactive written texts and monologues, especially in the form of descriptive, narrative, spoof/recount, procedures, report and anecdotes

To develop these competencies, the subject is divided into themes. The themes in each grade of junior secondary school are:

Grade	Aspects
Grade 7	Self, identity, school life, family life, profession, hobbies, things around us, shopping
Grade 8	Flora and fauna, friendship, travel, health, teenage life, recreation, seasons
Grade 9	Nature, mass media, technology, arts, sports, public services

For students to understand meaning is considered the primary objective of teaching and learning. The English curriculum documents suggest that teachers not teach the four standard competencies separately but integrate them. Strategies, such as brainstorming, process writing and group work are suggested. Teachers should conduct all teaching in the English language.

Advice is given to teachers on how to assess and evaluate students in English. This advice includes teachers observing student participation in class to see how they perform and whether they persist in learning. Teachers should collect information on students, which show the process of learning—for example, collecting and assessing various drafts of a piece of writing, which is completed over a number of weeks rather than assessing written exercise, which is completed in a few minutes. In this way, students' progress can be monitored. Other suggestions include portfolios, records of achievement and information kept in special folders.

According to MONE staff, there are three main challenges in the teaching of English and for teachers to implement the new curriculum: Text-based learning is a new approach for teachers and this is very challenging for them to adapt. Although examples of different texts which can be used are included in the guidelines, training is needed to support teachers to understand and implement the new approach and to identify local texts or discourse that could be used.

Teachers will find it difficult to develop a new syllabus for English. They will need support in understanding how to relate the national curriculum standards to the local context. The Head of the Language Division at the Curriculum Development Center believes that teachers may find it even more difficult to design the day to day lesson plans and activities.

The quality of English teachers is considered to be low. Their level of proficiency in English is weak, especially in writing and speaking (productive skills) and students often leave school without being competent in English for real life work and life situations. Training is needed to upgrade the skills of English teachers

In terms of technical assistance for English, the Curriculum Development Center would like DBE3 to provide technical support in the development of a model syllabus and some examples of daily lesson plans. DBE3 could focus on lesson plans which could support students in the workplace, therefore keeping within the parameters of the proposal, such as profession, technology and public services.

The Curriculum Sub Directorate of the Directorate for junior secondary school Education has also requested that DBE3 support the English immersion program. The aim of this program is to better prepare students to enter the globalized world and job market by having better English skills. In the program, students learn mathematics and science through the medium of English for a 50% of the curriculum time. This is occurring only in the 31 national standard schools in Indonesia. The main challenge is that teachers do not have equally proficient skills in English and the academic subject content.

#### ICT<sup>15</sup>

ICT is a new part of the curriculum for all levels. It has been introduced as:

<sup>15</sup> The guidelines used were the 2005 draft documents.

- A subject
- A cross curricular tool for learning

As a subject, ICT has been introduced as an elective, which means that students can either choose the skills part of the curriculum or ICT. Although it was not part of the official curriculum, ICT has already been taught in some schools. It was delivered through the local content, such as in West Java, or part of the skills subject. This was only for schools which already had the necessary equipment and the teacher with the skills to teach (usually school in urban areas). The objectives of the ICT curriculum are:

- For students to realize the potential for developing ICT and for life-long learning;
- Motivate students to be able to adapt and anticipate ICT development until students can do activities for everyday life independently;
- Develop students competencies so that they can use ICT for study, work and for everyday life;
- Use ICT to optimize the process of study and for communicating, organizing information, study and working together;
- Enable students to learn independently, to have initiative, be innovative, and responsible in using ICT for study, work and problem solving.

The aspects and standard competencies in ICT are divided into three groups:

Area	Aspects	Competencies
Basic concepts, knowledge and operation of ICT	Basic computing, basic operation of multimedia, understanding the impact of technology, knowing the basics of computers and operating multimedia technology, ICT, ethics, morals and using ICT, digital mass media with safety	To know or recognize the reality and impact of technology, to apply ethics and morals, to use ICT, digital mass media, ergonomics problems with safety
Processing information and production	Modifying word processing documents, documents with numbers, merging documents combining word and number documents and accessing the world-wide web and e-mail	To apply knowledge and skills for all sorts of basic types of productive ICT equipment
Solving problems, exploring and communicating with ICT	Creating word processed documents, creating documents with numbers, consolidating documents with numbers and words and searching for practical communication through the internet	To be able to apply knowledge and skills in everyday life situations, to obtain information, manage ideas, solve problems, complete assessments and use equipment for sending information

Fundamentally, it seems that students will be expected to move from understanding how to operate ICT equipment and using the equipment appropriately and safely to producing information using ICT and finally to applying it to everyday situations. The aspects and the standards competencies are not expected to be carried out separately and in order. Aspects 1 and 2, for example, can be offered jointly; students can be taught to operate word documents (1) and then produce them (2) before moving onto numbers. However, the competencies covered in 1 and 2 are needed to develop 3.

The focus of study in grades 1 – 6, is on activities which focus on knowing and using ICT. The focus in Grades 7 – 9 is on activities which emphasize using and producing something using ICT. In grade 10 – 12, the focus is on using ICT to examine, explore, analyze and evaluate.

ICT is also included in the curriculum as a tool. Students are expected to be able to use ICT to support their learning in other subjects. ICT is therefore a cross-curricular activity which contributes to learning in all subjects. ICT is mentioned in many other subject guidelines. The aim is that students can learn “thinking skills” in ICT. This means that students not only learn to operate ICT equipment but also learn how to apply technology to all life and work situations. This is considered the key life skill of the ICT curriculum.

The guidelines stress that students must be active in their own learning and teachers should choose from a variety of teaching and learning methods and techniques to ensure that students participate. This can include demonstration and practice, reflection and discussion, using a variety of resources to learn and a

range of learning aids. Teaching and learning can be individual or in groups within one class. Recommended activities to ensure students are active in developing the competencies include students preparing individual case studies from a variety of information, organizing wall magazines, special exhibitions, display or presenting students work performance/products on school web or ICT club web and presenting student work in a school brochure or special ICT brochure.

There are also guiding principles for assessment in ICT. The documents suggest a selection of written and listening tests, which can assess knowing and understanding. Assessment of skills should take place when students do or produce something through an assignment or portfolio. The ICT guidelines pronounce that students should have the opportunity to conduct self-assessments, but should have access to the criteria for assessment before they begin.

The introduction of ICT as a tool for learning is considered by MONE to be the principal challenge of the curriculum. In the past, ICT equipment in the school and its use were considered the realm of ICT teacher, so other teachers would never go to the room, let alone use the equipment in their teaching. Encouraging all teachers to use ICT in their teaching will be a major hurdle. Not only do MONE require that all teachers use ICT in their teaching, but they hope in future that teachers are able to produce their own ICT materials for teaching such as CD Roms.

Regarding the introduction of ICT as a subject matter, MONE believes that in the past, ICT teachers have only focused on instructing students on how to operate the equipment (for example, to use a computer like a typewriter) and not on how to maximize its use for all types of learning. Other obstacles MONE faces in achieving this aim are the lack of ICT equipment in all junior secondary schools<sup>16</sup> and the lack of ICT teachers.

### **Other Key Subject Areas**

The Director of the Directorate for junior secondary school Education in MONE has stressed that the areas of concern in junior secondary schools are **mathematics, science, English and ICT**. The Directorate feels that there are four areas where teachers need particular support:

Teachers need to:

- Know and understand the content of these subjects better
- Develop better teaching methodology so that they can deliver the content
- Understand and be able to use classroom based assessment methods
- Be able to motivate students to be interested in learning these subjects and especially mathematics and science

The Director believes that there is no need for DBE to be involved in training Citizenship teachers. He believes that Citizenship is already taught well in school. In addition, there is a national task force for Citizenship education' within MONE and they had already developed guidelines to support teachers to develop syllabi and teaching and learning materials and to use appropriate methods to deliver citizenship education.

The Director requested that DBE work closely with the national task force on Citizenship education and also ensured that all activities conducted as part of the project with ICT and English teachers were done well.

### **H. Life Skills Education**

According to the National Education Standards the curriculum in formal and non-formal basic and intermediate includes life skills (article 13). The aim of life skills education is to empower children to continue to develop knowledge and skills so that they can live everywhere and use other things around them (such as technology) to support their lives and improve the quality of their lives. Life skills cover the following four areas and competencies:

<sup>16</sup> Some junior secondary schools may not be able to use ICT equipment, as they are remote, lack electricity and so on

Personal	Social	Academic	Vocational
<ul style="list-style-type: none"> <li>▪ Devotion to the one and only God</li> <li>▪ Having noble morals</li> <li>▪ Understanding oneself</li> <li>▪ Believing in oneself</li> <li>▪ Self-study skills</li> <li>▪ Rational thinking</li> <li>▪ Respecting oneself</li> <li>▪ Becoming a human who reflects the morals of God</li> <li>▪ Reaching individual optimal potential</li> </ul>	<ul style="list-style-type: none"> <li>▪ Working in a group</li> <li>▪ Demonstrating social responsibility</li> <li>▪ Being responsible</li> <li>▪ Managing emotions</li> <li>▪ Interacting with the community</li> <li>▪ Participating in local and global culture</li> <li>▪ Developing physical potential</li> <li>▪ Sportsmanship</li> <li>▪ Discipline</li> <li>▪ Co-operation</li> <li>▪ Healthy living</li> </ul>	<ul style="list-style-type: none"> <li>▪ Having knowledge</li> <li>▪ Using scientific skills</li> <li>▪ Scientific attitude</li> <li>▪ Scientific thinking</li> <li>▪ Thinking strategically</li> <li>▪ Life-long learning skills</li> <li>▪ Communication skills</li> <li>▪ Scientific and technological skills</li> <li>▪ Critical, creative and independent thinking</li> <li>▪ Decision making</li> <li>▪ Problem solving</li> <li>▪ Skills of research and exploration</li> <li>▪ Ability to use technology</li> </ul>	<ul style="list-style-type: none"> <li>▪ Skills connected to a profession which link with one specific area such as sewing, farming, raising animals, automotive, business skills, ICT skills, industry.</li> <li>▪ Good attitude for the work environment</li> </ul>

MONE believes that students with life skills will:

- Have the skills, knowledge, attitude and readiness to work successfully for an employer or to work independently, which will help improve their quality of life;
- Have high motivation and the ethics to work successfully and compete in a local, domestic and international (global) environment and market contexts;
- Be aware of the importance of education for themselves and their family and increase in income and social prosperity;
- Have the skills and opportunity for life-long learning so can reach the same level as any other person.

The benefits of students with life skills will be at four levels: the individual, community, regional government and country.

#### Individual

- Skills, knowledge and understanding to work in a company or to be an entrepreneur to find employment
- Ability to successfully support themselves and their family
- Have the opportunity to develop their skills further

#### Community

- Create new employment in the community
- Reduce poverty
- Reduce the social gap and the threat of socially related crime and other problems

#### Regional Government

- Improve the quality of human resources
- Growth of the regional economy and the potential for tax
- Reduce urbanization

In due course, this will have a positive effect on the whole country in terms of reducing unemployment and poverty and improving the overall quality of life for all Indonesians.

According to the Education for All Plan of Action, MONE hopes to develop market-oriented life skills education and to institutionalize life skills education into the formal and non-formal education system. The education policy states that life skills education is the domain of the Non-Formal Education Department (article 26) so concepts and approaches related to life skills are theoretically developed by the Directorate General for Non-Formal Education and executed in the formal sector. The link between the formal and non-formal sector is not apparent, although the definition of life skills used in documents relating to formal and non-formal education is comparable. This paper focuses specifically on life skills education in the formal sector.

The aim of education is to create an Indonesian able to adapt to the challenges of life and participate in Indonesian society in a positive way (The Strategic Plan: Directorate for Basic and Intermediate Education). Therefore, the role of the whole of the education process is to develop life skills.

Personnel in the formal education sector of MONE believe that life skills are not an independent part of the curriculum and they cannot and should not be taught separately but developed through the whole learning experience. The competencies cover the knowledge, skills and attitudes students need for life, so when the curriculum is implemented fully and well then life skills will automatically be developed and not have to be extra or an add-on. Students with life skills are supposed to be the end product of the whole formal curriculum. However, the development of life skills is considered particularly important in junior secondary school, as this is the end of the period of compulsory basic education and only around 32% of students move from junior secondary school education onto intermediate education.

The policy of integrating life skills into the curriculum is evident across all education documents. According to BSNP the “education in life skills may form part of the subject matter covering religion and character building, citizenship and personality, science and technology, esthetics, physical sport and health education.” These are all the five subject matter areas. The cross-curricular competencies include a number of personal, social, academic/intellectual and vocational skills. Most significantly, each of the curriculum guidelines developed in 2005 plainly states that life skills should be integrated in the teaching of the subject. There is a separate section in each booklet emphasizing personal, social, intellectual and vocational life skills. It seems that this is a new approach, as this is not included in the 2003 documents. According to some Curriculum Development Center staff, when they started to develop the competencies for the curriculum, the first question that they asked was “What are the main life skills that students need for this subject and at this level for a successful and adaptive life?”<sup>17</sup> Therefore, life skills were the foundation for the curriculum.

MONE would like life skills to be developed through the whole learning experience. This includes content and process. For example, if children are asked to work in a group to solve a mathematics problem, they are developing cognitive skills in mathematics but also developing skills of cooperation, participation and rational thinking. It is even better if the problem relates to a real life situation. This is contextual learning. This is the approach that the new curriculum is promoting. However, life skills can also be developed through the psycho-social environment of the school, including the behavior of teachers.

Life skills which concern vocational skills are, to some extent, different. According to the definition of vocational skills given above, there are two components: (1) skills connected to a particular profession (the ability to create a product) and (2) skills related to the general work environment or culture.

Current school practice is that the skills related to a particular profession are developed through a particular subject. They may be taught as part of the local content – the development of vocational skills, which are relevant to the local economy -- or they may be addressed through particular subjects, such as music, handicraft, arts and ICT. Life skills connected to the work environment are addressed in a much vaguer manner.

The competency with regard to the general work environment or culture only includes “a good attitude to the work environment”. This is rather vague. According to MONE, this competency is developed across a wide range of subjects. For example, interview techniques are developed through *Ilmu Pengetahuan Sosial* (Social Studies) and coming on time is developed in *keterampilan* (skills). Comments suggest that the development of these “work culture” skills is not well done, not done in an organized and systematic way and that in reality when teachers think of vocational skills, they essentially think about the production skills.

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<sup>17</sup> The majority of staff involved in the development of the curriculum said that this was the approach they used. English staff said that they developed the competencies first and considered how they met the life skills after.

Junior secondary schools do not seem to include any activities (either in the core curriculum or extracurricular) to support youth to make the transition from school to work. As a result, it seems that youth in Indonesia are not really “ready” to work on leaving school. Research conducted as part of the World Bank Education Sector Review (August 2004) illustrates how ill-prepared students in Indonesia are to enter the world of work. Businessmen interviewed as part of the sector review commented that it takes high school graduates about six months before they are able to complete the most basic work place functions such as coming to work on time or following instructions.

According to EFA documents, life skills education has been implemented since 2001. There seem to have been two ways this has been happening in the core curriculum.

First, schools with autonomous management have been able to develop life skills education in accordance with their own unique contextual needs through the local content curriculum. The Government has had a life skills program under the Broad Based Education (BBE) program since 2001. This program contains a number of activities and includes all levels of schooling. Under SMP, BBE provides block grants of 30,000,000 IDR to SMP. The schools which receive the block grants are poor schools in remote areas with a low percentage of students who graduate and continue to intermediate education. The purpose of the grant is for schools to provide vocational training. To date, 1,000 schools have received grants.

Second, schools can also develop and implement life skills education through curricular activities. These can include both psychosocial skills and pre-vocational skills.<sup>18</sup> This is discussed later in the paper.

No specific technical assistance was requested of DBE3 to support life skills education. However, this could be because there is no one person in formal education responsible for life skills. It is the domain of non-formal education and is a cross curricular activity. There is a member of BSNP responsible for life skills education and it is necessary to investigate further with this individual as soon as possible.

Nonetheless, at this stage, some assumptions can be made. MONE hopes that the product of the education process is youth with the skills needed to work, to participate in society and to adapt to life challenges. However, they understand that this is dependent on the curriculum being implemented fully and well and realize that there are many challenges to achieve this. If DBE3 focuses its resources on supporting MONE to achieve the goal of implementing the curriculum fully and well then youth with relevant life skills should be a assumed outcome.

## **I. The Local Content Curriculum**

The curriculum may also include local comparative advantage or the local content curriculum. This curriculum is supposed to be used for some instruction based on the special needs, character and the potential of the region. The purpose of the local content curriculum is to develop knowledge, skills and attitudes which are relevant to the local situation and which are not already addressed in other subjects.

According to the 1994 national guidelines,<sup>19</sup> there are three subject areas schools for local content curriculum:

- Vocational skills (relating to a profession specific to the region)
- Local culture (often the local language)
- Local art (local arts and handicrafts)

The time set aside for local content curriculum is currently a minimum of 2 hours and a maximum of 6 hours per week. However, in reality, schools often only teach the local content curriculum for 2 hours due to the demands of the core curriculum. However, this can vary from school to school.

The policy states that schools can choose their own local content. They can do this in coordination with the head of the school committee and the district education office. The same is correct for *madrasah* local

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<sup>18</sup> Introducing students to the skills needed to enter the work force

<sup>19</sup> To date, they have not been changed.

content can be selected by the head of the *madrasah* in coordination with the head of the *Madrasah Committee (Majelis Madrasah)* and with Kandep or perhaps the Madrasah Development Center.<sup>20</sup>

The reality is that in most areas it is the districts and/or province that decides what schools will do. For example, in Jakarta (Daerah Khusus Jakarta), they have decided to deliver curriculum called *Pendidikan Lingkungan Kehidupan Jakarta (PLKJ)* which focuses on the life environment in Jakarta. In Central Java, the province has chosen to teach bahasa daerah (Javanese) as part of the local content curriculum. In Bali, schools are teaching English. Other schools, with ICT equipment and a teacher, have taught ICT. This is true of West Java.<sup>21</sup>

Consequently, there seems to be no firm principle that covers the way local content curriculum is implemented. The law under school-*madrasah*-based management is that schools can develop their own local content. The reality may be different depending on the location, resources, interest, opportunity, capacity and mindset<sup>22</sup> of the school to do so.

However, the key criteria that should be noted is that it should be:

- Relevant to local needs
- Fit into one of the three subject areas
- Cover competencies not included in the core curriculum

The choice of English in Bali fits the criterion, as it is considered highly relevant to the local economy (tourism) and a life skill for children but is not included in the core curriculum in elementary schools.

To date there has been no one has mentioned or suggested that the way the local content curriculum operates will change. However, this needs to be further investigated with BSNP as soon as possible. MONE expressed a number of reservations under the current provisions regarding DBE3 using the local curriculum content to deliver modules on citizenship for community participation, English, computers for the workforce, and general life and workforce skills which are relevant to the local context. These subjects are already addressed in the core curriculum, the competency-based curriculum is flexible and should be developed into syllabi to meet local needs, and the subjects may not fit into one of the three categories provided. Some staff in the Curriculum Development Center felt that schools would be reluctant to change the already established local content curriculum (especially in terms of the changes taking place in the national curriculum) and if they did, they would find it hard to explain to the inspectors.

## J. Activities for Self Development

The third component of the competency-based curriculum is **Pengembangan Diri** or activities for self development. The aim of these activities is to **consolidate** the learning that has taken place in the core curriculum and in the local curriculum to “strengthen and enrich competencies, which are not obtained through the local content and core content. It also provides students with the opportunity to pursue activities which interest them or which they have potential in. Activities for self development seem to include:

- Routine activities with the flag, activities on health and hygiene;
- Non routine such as developing and implementing a code of conduct for environment;
- Activities linked to neatness, vocational, discipline, politeness and dignity;
- Activities consisting of training connected with values and broadening life insights, including skills and perceptions of success in life including visits, charities, information, career education and career days;
- Activities for counseling students, in connection with the development and private problems, social, studying and careers;
- Other activities including sports or vocational skills.

<sup>20</sup> There is one of these “think tanks” for *madrasah* education one nearly every province.

<sup>21</sup> According to the Head of ICT Division at the Curriculum Development Center

<sup>22</sup> Meaning the mindset is still centralized and schools may often prefer to follow directives from district or province.

According to BSNP, in the new curriculum, schools must offer a range of activities which are appropriate for the children in the school. There is no fixed time/schedule for schools to implement these activities; they can be done at any time, focus and approach the school thinks is necessary. However, the minimum amount of time the school should devote is 2 hours.

BSNP commented that schools may struggle to understand the new concept behind the self development activities and may use them to continue the activities from the local content curriculum, which is not the purpose behind the time allocation.

## **K. The Teaching and Learning Process**

In Indonesia, teachers have tended to opt for “traditional teaching methods.” Traditional teaching is defined as teacher-centered direct instruction—typically lectures, discussions, textbooks and worksheets and closed questions. Teachers often do not use any instructional materials other than the blackboard and textbooks if they have them. Indonesian teachers have long been exposed to the deductive way of teaching which is highly teacher-directed.

Teachers in Indonesia now have to implement the competency-based curriculum. Competency-based instruction is designed around inductive and experiential instruction and outcomes. The curriculum not only addresses the cognitive domain but also has a much wider scope in terms of the affective domain of teaching and learning. Therefore, the new competency-based curriculum forces schools and teachers to rethink the way instruction is to be delivered to students.

BSNP has defined the principles of the teaching and learning process which teachers will be expected to use. According to this principals, the teaching and learning process should be implemented in an “interactive, inspirational, pleasing, challenging manner, motivating the students, to actively participate and providing sufficient space for the initiative, creativity and independence to conform with the talents, interests and physical” (Article 19).

In 2006, BSNP will expand the standards of the teaching and learning process which will in all probability include indicators to illustrate precisely how the teaching and learning process should appear in school. The curriculum guideline booklets also counsel teachers to use a number of different approaches from the “traditional” one. Some of these have been described in previous sections. The implication is that teachers will have to use activity-based learning approaches.

In fact, teachers in Indonesia have received training on active learning approaches named Pakem and Contextual Teaching and Learning<sup>23</sup> in recent years through government training and donor projects. It is not obvious how widely and successfully these are currently being used in schools.

Article 10 of the national education standards mandates that instruction is delivered in three main ways:

- Face-to-face instruction,
- Structured assignments,
- Non-structured independent activities.

Teachers in Indonesia are very familiar with the first two forms of instruction in the shape of lessons and homework assignments. However the third form of instruction—the non-structured independent assignments—is entirely new and was only introduced as recently as May 2005. The aim of these activities is to give teachers the opportunity to “conform (education) to (children’s) respective needs and specific characteristics.” Much more than this has not yet been clarified.

Any training of teachers conducted through the DBE3 project should be consistent with the teaching and learning approach stipulated by MoNE and the national education standards. Teachers need to be trained on how to use a textbook as one of many instructional tools rather than following it in sequence.

<sup>23</sup> Pakem is active, creative, effective and joyful learning, which is used in elementary school and contextual teaching and learning.

They need to be trained on developing instructional materials other than textbooks to be used as active learning tools and how to develop low-cost/no-cost materials using locally available resources.

As these non-structured independent assignments are very new to the teaching and learning approach, it is not yet apparent how they will be operationalized in schools. Nonetheless, it is very likely that teachers will need support in understanding and implementing it. DBE3 should work closely with, and even has the chance to shape the thinking of, MoNE and classroom teachers in how best to use non-structured independent activities in junior secondary school. Further investigation of this approach is required.

## **L. Assessment**

As a result of changes to the curriculum and the way that the curriculum is delivered, methods of assessment have also changed. Whereas in the past assessment was centrally driven and only assessed knowledge, the competency-based curriculum and the national standards require that evaluation and assessment measure knowledge, skills, understanding and attitudes and that it be carried out by teachers, schools and the government. The national standards provides some general advice to teachers on the types of assessment they could and should use and all teachers are now required to continuously evaluate learning results to monitor progress through the following means:

- Daily, mid-semester, end-of-semester and school promotion tests;<sup>24</sup>
- Observing behavioral and attitude changes;
- Examinations;
- Tests and or assignments to measure cognitive ability;
- Individual assignments;
- Private or group assignments;
- Looking at students work as it progresses.

Each subject guideline booklet also provides specific suggestions to teachers about how they can assess students. The recommendations for English, ICT and civics have been summarized previously in the paper.

At the end of each level of education, there is a national examination. This takes two forms: the UAN and the UAS. The UAN is the national government examination and incorporates three subject areas at junior secondary school level:

- Indonesian,
- English, and
- Mathematics.

BSNP will undertake the national exam. There are discussions at the moment within BSNP on whether one of the natural science subjects should be included in the UAN. The national examination can be carried out at least once and at the most twice in an academic year.<sup>25</sup>

The UAS is a school-based examination. This covers all subject matter areas. This UAS is a final examination in all subject matters except science and technology and takes into account the results of the teachers' continuous evaluation. Therefore, the UAN is combined with a school examination UAS to determine if a student passes and graduates. The UAS is developed at the district level.

The criteria for passing the national examination is currently being discussed and developed by BSNP. According to current documents, it will be targeted at:

- Intelligence
- Knowledge
- Personality

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<sup>24</sup> Schools are expected to formally assess students at least once every semester.

<sup>25</sup> In 2004, the UAN was carried out on two occasions, but according to BSNP, this was not a popular choice and in future they will only undertake it once a year

- Noble character
- Skill to live independently
- Skills to continue studies

This system of assessment has been implemented in schools for the past two years. MONE personnel have two identified two main problems. First, during continuous class-based assessment and school tests, teachers are only assessing students against one dimension of the competency-based curriculum—knowledge. This is the dimension—whether students are right or wrong—that they are most accustomed to assessing. They are unfamiliar with assessing the higher order skills, attitudes and contextual understanding and are not yet able to perceive that all students can achieve to some degree. Furthermore, continual assessment is being used only as a technique for summative evaluation and not as a part of the learning process.

Second, although the curriculum and methods of assessment have changed, the national and school level examinations have not been aligned to the new curriculum. Some questions measure learning that is not part of the competencies to be taught, while other items might are not aligned with the appropriate grade level a competency is taught. Further, the multiple choice test depends on factual recall. Therefore, it does not fit well with the concept of measuring student performance, especially as necessary to measure higher order learning. As a result of the disassociation between the curriculum and the national examination, teachers have been developing and implementing assessments based on the requirements of the competency-based curriculum in the first two years of junior secondary school but change and “teach to the test” in the third national examination year. In this way, they can assure that their students have the best chance to pass the examination. This change is confusing for teachers and students alike.

## M. Professional Development

Teachers in *madrasah* are managed by MoRA and teachers in general SMP are managed by MONE. Therefore, there are differences in the system used to provide professional development to in-service teachers. Nevertheless, the national education standards and the teacher competencies will apply to all teachers in all schools and both MoNE and MoRA<sup>26</sup> will have to ensure their teachers meet them.

A teachers' law has very recently been legalized in Indonesia. The law is designed to improve teachers' quality and economic welfare. The law states that teachers need to meet minimum standards for **qualification** and **competence as learning agents**. Teachers will be expected to be physically and mentally healthy and have the ability to materialize the objectives of national education.

In terms of **qualifications**,<sup>27</sup> teachers for junior secondary school must have a minimum academic qualification in the form of an S1 and be educated in the subject matter they are teaching. Teachers must also have a professional certificate as a teacher. To acquire this certification, teachers must demonstrate competencies as a “learning agent” in four areas including the subject area they are teaching. The principles for the competencies are set out by BSNP and include the following:

#	Competencies	Examples
1	Pedagogical competence	Ability to manage the learning process, planning and implementing the learning process, the evaluation of learning results and the development of students
2	Personality competence	Steady, mature, wise, has authority, can be an example for the students and has noble character
3	Professional competence	Ability to master learning materials
4	Social competence	Ability to be part of society, effective communication and interaction with students, other teachers, educational personnel, parents and guardians of the students and the community

The Directorate General for Higher Education has developed a series of booklets detailing all the competencies for each subject teacher. The competencies in groups 1, 2 and 4 are very similar for all

<sup>26</sup> MoRA is also responsible for teachers of religion in MONE schools

<sup>27</sup> According to the Education law (20/2003) without a diploma and or expert certificate but has special expertise that is acknowledged and needed may be appointed after a feasibility and equivalency test

teachers; the competencies in 3 are different depending on the subject. The competencies took more than one and a half years to develop and underwent a wide consultation process (including with in-service teachers) before they were finalized.

These competencies will be used for pre-service training. Within 3 years, all newly qualified teachers will have to meet the standards upon graduation. It is very likely that the **same** competencies will be used for in-service teachers. However, in-service teachers have 15 years in order to meet the standards for qualification and competence.

DBE3 will engage in training in-service teachers and therefore, this paper will concentrate on the professional development of teachers already teaching in schools.

To support in-service teachers to meet the standards for qualification and competency will require a lot of in-service training and professional development. This is an enormous undertaking for two reasons (1) the **quantity** and (2) the **quality** of the teachers already in-service. There are more than 2.9 million serving teachers in Indonesia and more than 600,000 of these are in junior secondary schools distributed over 30 provinces.

The current qualifications and competencies of the teachers fall far short of the national standards. Of the teachers serving in 2002/3 in SMP<sup>28</sup> 57.7% of did not meet the S1 standard and 47% of MT teachers did not meet this requirement in 2003/4. 30% of Public MT and 50% of Private MT teachers were under-qualified.<sup>29</sup> In 2002/3, 39.9% of SMP teachers were found not to have adequate competencies to teach and there was a 15% mismatch between the teacher and the subject being taught. Significant mismatches are also reported in MT. These include teachers teaching outside of their subject area, Islamic university graduates, who are teaching secular core subjects and teachers, who are teaching current core subjects with out of date knowledge.

Closing the gap in teacher qualifications and competencies within 15 years is a substantial undertaking which will be undertaken by the Directorate General for Quality Improvement of Teachers and Educational Personnel. This Directorate General (DG) has very recently been created and it is this division which has been given the responsibility for ensuring the teachers will be able to meet the competencies described above. Under this DG, there are four directorates:

- Teacher Professionalism
- Education Personnel
- For Teachers and Education Personnel of Non-Formal Education
- Directorate for Improvement of Education and Training

One of the main aims of the directorate is to map out the professional needs of teachers and to develop a strategy for meeting these needs so that all teachers in the system are adequately qualified and possess the necessary competencies. Therefore, it is this DG which will have the task of developing and administering the competency test for the certification of teachers.

It is not yet clear who will fund teachers to upgrade their **qualification**. However, teachers will not be expected to pay, it is likely the cost will be shared between the district and central level education authorities.

To conduct assessments of teacher for certification MoNE will set up **test centers** in each province. The test centers will be staffed by people from selected universities or "other agencies" (not made clear by MoNE). Examiners will receive training on administering the tests during the first semester of 2006. By the end of 2006 MoNE estimates there will be 10 test centers across Indonesia. During 2006, these test centers will assess approximately 10,000 teachers. Six thousand of these will be pre-service teachers and 4,000 in-service teachers (the actual number has not been agreed due to the cost implications of

<sup>28</sup> All data on junior secondary schools from the Directorate General for Quality Improvement of Teachers and Educational Personnel'

<sup>29</sup> All data on MT's from ADB situation analysis report of Madrasah

increasing teacher's salaries). Following the first year, MoNE hopes they can assess 10% of all teachers every year. The first priority will be to test teachers who already have S1 and those who have a long period of service left.

Teachers will have to sit a series of examinations for the certification which include **theory** and **practice**. At the time of writing, the plan is that **pedagogical competence** will be demonstrated through a performance test. Teachers will be observed while they are teaching in the classroom. Observers may be key teachers from other schools outside the districts or examiners from the assessment centers. Assessments for **personality competence** will be completed through peer evaluation. **Professional competence** will be examined through multiple choice tests and **social competence** through portfolios.

Once teachers are **certified** they are certified for life (according to the latest information from MONE) and will be eligible for increase in salary, at least two times the rate of uncertified teachers. MONE believes that this will encourage teachers to upgrade their qualifications and competencies and also encourage new well qualified people to enter the teaching profession.

MONE plans that universities will become more involved in providing in-service training and supporting serving teachers to achieve the necessary qualifications and competencies. However, a key question is whether the universities are able to meet the requirements of this job. According to data from the DG for Quality Improvement of Teachers and Educational Personnel even many newly qualified teachers fall far short of the required competencies. A selection of data from the Directorate General of Higher Education shows the following scores from teacher candidates in 2004.

Subject	Number of Test items	Average score	Highest score	Lowest score
Mathematics	40	14.34	36	2
English	40	23.37	39	1
Citizenship	40	23.38	39	3
General test for teachers	90	40.15	67	6

There is a huge range of scores for teacher candidates. Mathematics is especially low, with the average score being much less than half. Scores of the general test for teachers which all SMP teachers have to take, shows that the average score is less than half and the lowest score is only 6 out of 90. Staff at the Directorate General for Higher Education has expressed some concern about the quality of teacher trainers based at the university level not only are teacher candidate test scores weak (as described above) but teacher trainers were recently asked to develop a series of textbooks for teacher training courses (based on the new competencies) and, according to the Head of the Directorate General, developed very academic and theoretical texts which did not reflect the reality of the current situation in schools in Indonesia. Therefore, it seems that the universities themselves need quality improvement before they can support teachers to meet the new standards.

The tests for certification will also act as a **diagnostic tool** to identify the professional development needs of teachers. The provincial de-concentrated branches of MONE, the Institutes for Quality Assurance in Education (LPMP) role will be to provide support to the local government in the form of guidance, advice and technical assistance to basic and intermediate schools on how to **achieve** the national education standards. The LPMP will provide some remediation activities for teachers failing to pass the certification. The LPMP have boarding facilities and a variety of laboratories and a library and located near the provincial capitals. It is possible that some members of the current staff of LPMP will become examiners for certification. However, the MoNE recognizes that the LPMP themselves also require support in how to become more effective institutions. The Institutes for Quality Assurance in Education are supported by 12 Teacher Training and Upgrading Centers (6 vocational and 6 non-vocational) located in Jakarta and other major cities in Java. These Centers are likely to play an important role in improving the quality of the training provided to teachers by the universities and the LPMP.

According to the DG, other professional development activities (in addition to those related to the certification) will adopt a **demand-driven** approach. The Directorate General hopes to empower the

teacher network systems (MGMP<sup>30</sup>). Teachers will work in their MGMP to identify their needs for training and submit a proposal to the district and provincial education department. MoNE will then provide block grants through the districts to the MGMP for their professional development. The provincial based de-concentrated branches of MoNE, the 'Institutes for Quality Assurance in Education' will assess the proposal and then be responsible for either directly providing training to teachers in the MGMP or out source to other experts.

The Directorate General for Quality Improvement of Teachers and Educational Personnel also hope that the MGMP will become a host for ICT approaches in education supporting teachers to use ICT in their daily teaching.

Teachers from MT are part of the same MGMP as teachers in MoNE schools. Sometimes, MT teachers attend training with MoNE counterparts and sometimes separately. On occasions, training of teachers in MoRA schools is carried out through a different structure from MoNE teachers.

Fifty-seven model *madrasah* have been established in Indonesia. There are "master" teachers in each of these *madrasah* with responsibility to train other *madrasah* teachers in the district. Attached to the model *madrasah* are Community Learning Resource Centers (CLRC). The CLRC are equipped with residential and training facilities including computers, language laboratories, science laboratories and libraries. They are expected to provide various activities through their links with MGMP including developing instructional materials, demonstration of effective teaching methodologies, in-service training and hosting MGMP activities. However, results from an assessment by ADB<sup>31</sup> found that links with MGMP were weak or non-existent.

Concerns remain over teacher training. MoNE personnel have commented that they do not have MoNE to cover a lot of in-service teacher training and district budgets may also be insufficient to fund teacher development activities on a regular basis.

In the past, training junior secondary school teachers to implement the curriculum was the responsibility of the Curriculum Sub Directorate under the Directorate for Junior Secondary School Education. The sub directorate used a training of trainers approach. A central training team was created with staff from the sub directorate and personnel from the curriculum center, universities and with other experts<sup>32</sup>. The central training team trained a "National Curriculum Development Team" in each province. This team consisted of provincial curriculum staff, instructors, lecturers at local universities, school supervisors and selected key teachers. To date, these teams have been trained twice. The National Curriculum Development Team then worked through either the national standard schools<sup>33</sup> or through a coordination meeting with district education departments to socialize the curriculum and support them to train teachers.

To ease training, teachers were assessed and divided into four groups. The first group consisted of the most competent teachers and they received training for a week. The second group received two weeks training, the third group three weeks and the fourth group, which included the least competent received four weeks training.

The sub directorate has not conducted training in all subjects, only Mathematics, Science, English and Indonesian. The extent and quality and success of this training has not been assessed, but according to the sub directorate there are many schools which will not be ready to implement the competency based curriculum until 2011. It is not clear whether this sub directorate and this process will be used to socialize the curriculum in 2006.

<sup>30</sup> There are currently 11,000 junior secondary MGMP in Indonesia. They are usually based at District level.

<sup>31</sup> 'Analysis of the current situation of Madrasah Education' A document prepared by SMEC for the Madrasah Education Development Project' of ADB, October, 2005

<sup>32</sup> Each central training team had a training coordinator frequently from a university

<sup>33</sup> Which will now become International Standard schools

## N. Extracurricular Activities

Extracurricular activities in SMP come under the Sub Directorate for Student Affairs under the Directorate for Junior Secondary School Education. Extracurricular activities are concerned with developing the:

- Personality and morals of the students and
- Talent and achievement.

The aim of extracurricular activities is to enrich and reinforce what the students have learned in their day-to-day education. The sub directorate provides a menu of themes and activities and junior secondary school can choose the theme and activity that they consider best fits the needs of their students. The menu of themes relate to the five subject matters of the curriculum. Under each theme are some examples of activities which schools could do.

<b>Believing in the One and only God</b>	<b>Good personality and kind behavior</b>	<b>Leadership</b>
Celebrating religious days Carrying out appropriate prayer in each religion Carrying out charitable deeds Tolerating religions of others Religious competitions	Implementing codes of conduct in school Respectful attitudes to teachers, parents, peers and community members Observing good behavior in school	Being active in the student organization (OSIS) Study groups Leadership activities Discussion forum Leading school activities
<b>Creativity, skills and business</b>	<b>Fitness and Health</b>	<b>Art and Culture</b>
Creating a product Skill and creativity in electronics, farming, animal breeding, timber business and automotives Handicraft School co-operative unit Real practical work Reading and writing	Health in school, home and community School health promotion School cafeteria Drugs HIV/AIDS Sport activities Red cross School safety patrol Personal hygiene	Art, singing, music, drama, photography, literature Exhibitions Indonesian art and culture
	<b>Education to introduce love of the country and nationality</b>	
	Flag ceremony Social devotion Student exchange Celebrating historic national days Student tours to historical and natural places Nature lover	

Extracurricular activities are not compulsory and junior secondary schools have the freedom to select the types of activities that are relevant to their local situation, as long as they fall within the menus described above. For example, some schools in 14 provinces (many of them in cities) where drugs are considered a particular risk for children have been doing “drugs” as an extracurricular activity. Guidelines and modules for this activity and many others are available from the sub directorate to support schools to conduct the activities.

There are generally three teachers at SMP level, who are responsible for extracurricular activities. These are:

- Deputy Head for Student Affairs,
- Guidance and counseling teacher, and
- Teacher responsible for student affairs (usually, but not always the PE teacher).

Teachers can receive training to implement the extracurricular activities. Sometimes, workshops are held at provincial level to look at specific issues, policies and procedures.

There are block grants available to schools for extracurricular activities. Schools must submit a proposal for their activity to the province. Provincial level funds it from the de-concentration budget. For each activity, they can receive Rp. 30,000,000. They can receive block grants for only 3 extracurricular activities per year, so can receive a maximum of Rp 90,000,000. MTs do not receive a block grant from MORA for

extracurricular activities. However, MTs do receive a budget called *Bantuan Operasional Manajemen Madrasah* (BOMM) directly from Mapenda<sup>34</sup> and this budget can be used to fund extracurricular activities. In addition to receiving funds from MONE/MORA, schools and *madrasahs* may also link up with local businesses or enterprises to fund and support extracurricular activities or work placement programs. MT and SMP can compete together in the student competitions.

## O. Preventing Dropout

Basic education in Indonesia consists of elementary (grade 1-6) and junior secondary school (grades 7-9) and these nine years are supposed to be **compulsory** and **free**. Therefore, to successfully achieve universal basic education, MONE needs to ensure that all children complete grades 1-9. This is quite a challenge as statistics show, on average, that only **52.1%** of children in Indonesia currently complete basic education.<sup>35</sup>

This low figure is due to a combination of children dropping out **during** elementary or junior secondary schools and others not making the **transition** between the two education levels.

Educational level	Start	Drop out	Complete
junior secondary school	55.7%	3.6%	52.1%

The data illustrates that drop out **during** junior secondary school is a problem. 3.6% of children who start junior secondary school drop out before they finish. However, this is less than the number of youth who drop out of senior high school (4.1%) and only slightly higher than the number, who drop out of elementary school (3.3%). The drop out rate from *madrasah tsanawiyah* is higher than in MONE schools and is over 4% (4.78% on 2001-02 and 4.53% in 2002-03).

According to figures from MONE<sup>36</sup>, more students drop out during the **final grade** of junior secondary school (grade 9) than during grades 7 and 8. This appears to be a consistent trend.

Year 2000-01		Year 2001-02		Year 2002-03	
Grade	Drop out	Grade	Drop out	Grade	Drop out
7	1.51	7	0.99	7	0.97
8	2.2	8	2.04	8	2.06%
9	7.32	9	5.59	9	4.32%

MONE projects that drop out in grade 9 will continue to be higher than in the other grades of junior secondary school, calculating the following percentages:

Year 2005-06		Year 2006-07	
Grade	Drop out	Grade	Drop out
7	0.79	7	0.72
8	1.78	8	1.68
9	3.56	9	3.36

These figures suggest that there must be some critical factors causing youth to drop out just **before** they complete their 09 years of basic education.

Although the focus of DBE3 and this paper is junior secondary school education, this section on dropout prevention also looks at the later stages of elementary school (grade 6) and transition from elementary school to junior secondary school, as children who drop out at these points are in effect also dropping out of junior secondary school.

<sup>34</sup> Madrasah and Religious Education Directorate

<sup>35</sup> Figures provided by the Director for Equivalency program, Directorate General for Non-formal Education.

<sup>36</sup> Data on formal and non-formal education in Indonesia 2003/4 to 210/11 from *Badan Penelitian Dan Pengembangan: Pusat Data dan Informasi Pendidikan* 2004; details only refer to MONE schools.

Only 94.5% of school aged children start elementary school. Of this 94.5%, more than 3% drops out **during** the year of primary education. The rate is slightly lower in *madrasah ibtidayah* and around 2.7%. Statistics demonstrate a similar pattern in elementary school as in junior secondary school, with dropout being at the higher during the final grade than in other grades. However, the overall pattern is not as consistent as in junior secondary school.

Year 2002-03	
Grade	Drop Out
1	2.2
2	1.88
3	2.17
4	4.09
5	3.23
6	4.69

Again, MONE forecasts that this pattern will continue.

Year 2005 – 06		Year 2006- 07	
Grade	Drop Out	Grade	Drop Out
1	1.97	1	1.90
2	1.69	2	1.63
3	1.93	3	1.87
4	2.68	4	2.62
5	2.58	5	2.48
6	2.87	6	2.83

Therefore, it appears that the **transition** years during basic education (grade 6 and 9) when students are supposed to be moving onto the next level of education or next stage of life are when the largest number of drop out occurs.

Nevertheless, what is far more disturbing than the numbers of students who drop out **during** junior secondary school is the number of students who never start junior secondary school—those who fail to successfully make the **transition** from elementary into junior secondary school and drop out **between** grade 6 and 7.

Educational level	Start	Drop out	Complete
Elementary school	94.5%	3.3%	91.2%
Junior secondary school	55.7%	3.6%	52.1%
Senior high school	32.2%	4.1%	28.1%

The figures show that 91.2% of children complete elementary school, but only **55.7%** move into junior secondary school. Therefore, **44.3%** of children who complete elementary school never even start junior secondary school. Only students who **graduate** from grade 6 can progress to grade 7; therefore, failure to pass the national examination inevitably provides part of the explanation for the low transition rate. According to MONE, 19.82% of youth who graduated from elementary school did not continue to junior secondary school in 1999/2000 and this number has declined in recent years: 17.07% in 2000-01, 16.07% in 2001-02 and 14.1% in 2002-03. MONE predict that only 10.46% of children who graduate from elementary school will not progress in 2006-2007.

However, there are other factors, in addition to failure to graduate, to explain why more than 14% of children who graduate from elementary school do not go to junior secondary school. According to MONE, students drop out from basic education in Indonesia for **economic** and **intellectual** reasons.

As in other countries, many youth in Indonesia drop out because they simply can not afford to go to SMP. The direct cost of education is too high. For youth at junior secondary school in Indonesia, this cost

includes monthly fees, uniforms, books and other learning equipment. According to the World Bank Education Sector Review, average parental contribution is about Rp. 213,000 per year at SMP (not including *madrasah tsanawiyah*) and some estimates suggests that fees contribute as much as one third of total school revenues that are not allocated to salaries.

For many children, the overall direct cost of junior secondary school education is increased due to the distance they must travel from home to attend junior secondary school. There are fewer junior secondary schools than elementary schools, so to participate in school many children will have to pay **transport** costs. Staff in the sub directorate for planning under the Directorate for Junior Secondary School Education in MONE believes that the cost of transport is more problematic than the monthly fees because it is a daily economic burden. School fees are paid every month and can be saved up over a number of weeks, but money for transport to schools has to be found every day. MONE believe that “many poor families are so preoccupied with daily survival to think about sending their children to school.”

Whereas lack of money may be a reason why some children drop out, especially in the remote or rural areas, in urban areas the opportunity to make money is a cause of youth dropping out. According to MONE, many youth in urban areas realize they can make money easily by working and therefore prefer to work than go to school.

Staff in MONE, both in the Directorate General for Junior Secondary School Education and the Directorate General for Non-Formal Education accept that there are some serious weaknesses in junior secondary school which contribute to youth dropping out. Youth may find that it is **difficult** to learn and they have no additional remedial support from teachers or parents. Other youth may find it too easy and are not **intellectually challenged** by their teachers. For others, the teaching methods are not interesting or motivating and what is being learned is not considered relevant. Parents or guardians may also consider that the ultimate benefit of junior secondary school education is not worth the investment.

MONE has a number of programs aimed at **preventing** children dropping out during their years of junior secondary school and **encouraging** youth to return to junior secondary schools once they have dropped out. The new school funding mechanism **BOS** (*Bantuan Operasional Sekolah*) will address some of the key economic/financial issues for poor students. BOS is intended to reduce or eliminate school fees and to cover other direct educational costs for poor students.<sup>37</sup> However, it is not intended to cover transportation costs.

To tackle the issue of **distance** and the cost of **transportation**, MONE have been creating **one-roof schools**. These schools combine both elementary and junior secondary school education under “one roof.” To establish these schools, MONE have identified elementary schools with very low transition rates into junior secondary school. Rather than building a new junior secondary school within reach of the elementary school, three additional classrooms have been added to the existing elementary school building. These classrooms are intended to provide junior secondary school education close to the homes of the students. Contract teachers are recruited to teach. In time, these will be replaced with civil servants. MONE provide the operational costs of the schools for the first year and then the local government is expected to take over the cost of running the one-roof school. Memoranda of understanding have been signed by both parties to this effect. To date, 500 one-roof schools have been established in Indonesia. During 2006, MONE plan to build an additional 750 and by 2008, they hope to have 3,000 one-roof schools.

The provision of **remedial** programs seems to depend on each school and MONE at the central level did not offer details on this. According to the 22 MT respondents included in research conducted for ADB,<sup>38</sup> all 22 provided remedial programs for their students predominantly in mathematics, English, Indonesian language and science—all national examination subjects. However, ADB also noted the need to provide teacher incentives and learning materials to support remedial activities. Teachers also suggested that

<sup>37</sup> As yet, it is unclear what the criteria for “poor” will be.

<sup>38</sup> Analysis of the current situation of *madrasah* education (17<sup>th</sup> October, 2005)

there was a need for a more structured and guided approach towards the provision of remedial activities and a need for teacher professional development in remedial approaches to support students' learning.

Since 2001, MONE have been implementing a **retrieval program**. The aim of the program is to find drop out and non-transition students and to support them so they can return to junior secondary school until they graduate. For the past three years, this program has focused on youth who drop out of junior secondary school within the **first year** of starting. Head teachers and teachers in each school are expected to find at least ten students who have dropped out and bring them back to school. In order to support their education, MONE provide a block grant of Rp. 1,000,000 per student per year until they graduate. *Madrasah* are willing to conduct retrieval programs, but do not have the same financial support as the MONE schools. It is interesting to note that this retrieval program currently only focuses on those youth who drop out of junior secondary school during the first year of study. As the figures above show, fewer students drop out during the first year than any other grade in junior secondary school. It is also necessary to support those students who drop out in the later grades to return to school. Within the next year, MONE state the program will be expanded to cover those students who never registered at junior secondary school.

The reality is that some children will drop out of school no matter how relevant the education is or how good a quality it is. MONE recognize this and have set up a **flexible** school system, which provides an "education that works for children that work." The aim of the **sekolah terbuka**, or **open schools**, is to ensure that children who have already dropped out and do not want to return still have the opportunity to complete their basic education. The open junior secondary school consists of a **satellite learning center** based at the community level. In the satellite learning center is a **guru pamong** or a **teaching assistant**. This may be a teacher from the local elementary school or a leading community or religious person. The teaching assistant supervises and supports the students with their learning at least 4 times a week for a total of approximately 16 hours. The satellite learning center is linked to a **sekolah induk**, or **mother school**, which is one of the government junior secondary schools. In the mother school is a *guru pembimbing*, or **guidance teacher**. This teacher meets with the students from the satellite learning center at least once a week to ensure that they have understood the general concepts. The aim of the open junior secondary school is to minimize the amount of direct teaching and maximize the amount of independent learning. Therefore, students follow learning modules that mostly involves self study. At the end of the course, the students receive the same graduation qualification as other graduates from junior secondary school.

The current priority of MONE in terms of preventing dropouts and achieving universal basic education is to establish more one-roof schools. MONE are keen to work with outside assistance to both build and equip these schools and meet the target of 3,000 by 2008. They are already discussing the possibility of receiving support from Australian Aid on the one-roof schools. MONE suggested that DBE3 could also support this process.

Other suggestions from MONE are that DBE3 look into the issue of the cost of education and particularly the issue of transport by providing grants for students to travel to and from school and perhaps provide a book allowance.

## **P. Main Issues and Recommendations**

There are a number of significant shifts in strategies and approach from MONE which have implications on the DBE3 formal education component as specified in the original proposal. This section summarizes the main issues and makes recommendations.

### **The National Education Standards**

The establishment of the BSNP and the development of National Education Standards will have great influence on the way that Education in Indonesia operates in the future. As a guiding principle, DBE3 should use these standards in the project in order to help schools and teachers to meet them. In the light of the standards, as they are known at the present time for formal education, the following recommendations are made for the formal education component of DBE3.

### **Use MoNE's definition of life skills education**

MoNE's definition of life skills includes personal, social, academic and vocational skills. DBE3 should use the term "life skills" to encompass the skills needed for life long learning, entrance into the workforce and participation in community development.

### **Work with existing structures**

To promote sustainability and institutionalization of activities that relate to government initiatives, DBE3 should work through existing networks and mechanisms and with key stakeholders within the national education system where viable and possible and avoid creating parallel structures.

### **Involve the wider community**

Initiatives to make youth education more relevant should involve government and civil society at all levels. In addition to working closely with Government stakeholders, DBE3 should involve the wider community (community-based organizations, nongovernmental organizations, private business, parents /guardians) in DBE3 project activities where appropriate.

## **IR 1.1**

Strengthened ability of junior secondary schools to develop life and workforce skills through the local curriculum content (LCC)

### Local Content Curriculum

Although the local content curriculum is seen as flexible delivery system for content and skills relevant to the local context, in reality, it is not. There is a framework within which the school has to work and, more often than not, schools go along with district and provincial directives.

DBE3 should not use the local content curriculum as the vehicle for delivering curricula in civics, English, life/workforce skills and ICT. These subjects are already included in the curriculum as either discrete subjects or as cross-curricular themes. Moreover, the option for the junior secondary school to develop their own syllabi provides the opportunity to make sure that the subject is relevant to local life skills.

DBE3 should work within the national education standards for the curriculum and the core curriculum in English, ICT and citizenship to build students' life skills, civic participation capacity, and workforce skills in ways that are relevant to the local situation.

MONE has questioned DBE3's choice of subject areas. MONE feel that they do not need support in the delivery of citizenship but rather in mathematics and science. Skills developed in mathematics are key life skills and mathematics is part of the national examination. DBE3 should add mathematics to its subject areas.

Staff in the Curriculum Development Center and sub directorate for curriculum (Under the Directorate for junior secondary school education) has defined the development of syllabi as the greatest challenge for schools and the area where DBE3 could best support them. The Curriculum Development Center has requested that DBE2 and DBE3 provide technical support to develop the model syllabi they want to prepare to support those schools in Indonesia which do not have the capacity to create their own. These model syllabi can be used by schools until they have been trained or are more confident to develop their own. DBE3 should support the development of the central model for English, ICT and civics. This should include some exemplar lesson plans and learning activities which focus on an area of DBE3 interest, such as democracy and human rights in citizenship.

The underlying principle of DBE3 is relevance. Any syllabi developed centrally would be generic and not specifically targeted at the subdistricts or schools where DBE3 is working. Therefore, in parallel to supporting MONE to develop the central model, DBE3 should work with selected MGMP to build capacity in target subdistricts on how to develop and implement a local syllabus and learning activities for citizenship and English and mathematics. DBE3 should not expect the junior secondary schools they have targeted to use the centrally-designed model syllabus. This needs to be followed up with further discussion with the Curriculum Development Center.

The language of IR 1.1 should be changed. The reference to **local content curriculum** should be omitted and replaced with **curriculum**. Nevertheless, DBE3 should not dispense with the local content curriculum completely but rather ensure that all activities developed under extracurricular activities (IR 1.2) can also be adapted to the local content curriculum so that schools have the opportunity to use them with all children.

### ICT

ICT has been introduced as a discrete elective subject and as a cross-curricular learning tool. At the subdistrict level, DBE3 should not work with ICT teachers to develop a local syllabus. It is **unclear** how many junior secondary schools currently have the facilities (equipment and human resources) to offer it as a subject and, as **elective**, it may not benefit all children.

The use of technology as a life skill and a life-long learning tool is stressed throughout the curriculum. This means that students should have the opportunity to apply and develop their ICT capability through the use of ICT tools to support their learning in **all subjects**. This is seen as a considerable challenge by MONE. DBE3 should prepare a general module<sup>39</sup> for all teachers to understand how ICT is a life skill and how it can be applied in their teaching. This can be used in the workshops with citizenship and ICT teachers and subsequently as a stand-alone workshop for teachers in other subjects depending on availability of funds. DBE3 should at first focus on mathematics and science teachers, as this was a request from the Directorate of junior secondary school education.

The module should assist teachers to identify the range of ICT equipment that could be used in their teaching. This should not just be limited to computers, but include any application that could help people to **learn** better, **communicate** better and **work** better. Students could be asked to design or make things in their lessons, which would achieve any of the above.

As some teachers and schools may not have the necessary equipment for teachers to use ICT in their teaching, the DBE3 sub grant to BHN should be used to provide ICT equipment to improve access. DBE3 should work in coordination with DBE2 to improve teacher access to ICT. The Directorate General for Quality Assurance of Teachers and Educational Personnel has also expressed a wish for MGMP to become a place where teachers become familiar with using ICT in their teaching, so this approach would support MONE's plan. These centers could also be used by non-formal education providers, thus

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<sup>39</sup> Module here is defined as a self contained unit of instruction which is one portion of a larger educational program. It could be one session in a workshop or one part of a longer training program

promoting links between formal and non-formal education. DBE3 needs to coordinate with DBE 1 and DBE2 on this approach, since both projects also have ICT components that may be duplicative.

Other ICT grants from available in DBE3 should focus on other ICT equipment, such as digital cameras, video cameras or other multi media equipment which could be used in junior secondary school. This would be especially useful in locations where there may be no electricity or teachers.

### Mathematics

According to the Director of the Directorate for junior secondary school education the subject areas needing most support are ICT, English, Mathematics and Science. DBE3 should respect the request and identified needs of MoNE and include Mathematics as one of the key subject areas alongside ICT, English and Citizenship. Moreover, numeracy is a key life skill and skill for lifelong learning and the inclusion of Mathematics is not contradictory to the project objective.

### Life Skills

Life skills are not taught as a **discrete** component of education in Indonesia, but are considered to be the end product of a curriculum that is implemented well and through the whole learning experience. Therefore, DBE3 should work within these guidelines and not focus on life skills as a separate subject, but rather support the development of model syllabi at the central and local level which are life-skills-integrated syllabi. This means that the syllabi for citizenship, ICT and English support students to develop those life skills competencies as defined by MONE.

In order to do this, DBE3 needs to develop a training module to help teachers to understand what is meant by life skills and how they can be developed through their specific subject areas. Teachers can do curriculum scanning activities, where they are building syllabi around both the life skills and the cross-curricular skills (spiritual, moral, social, cultural, process and thinking skills) described above. However, teachers should also be made aware of how life skills can also be developed through the whole learning experience, which includes the teaching and learning process and the whole psychosocial environment of the school.

These modules will be one component part of the training program with Citizenship, English teachers and, depending on availability of funds, could also be stand-alone workshop modules for teachers from other subject areas. DBE3 should consider facilitating the training of all teachers in the targeted schools on these two aspects.

As preparation for these modules, DBE3 should work with MONE to look at the list of life skills competencies from MONE and further develop them into indicators. During the training program, when teachers are developing syllabi and lesson plans, teachers can select the life skill indicators are relevant to their local context.

More complex than personal, social and academic life skills are vocational skills which cover the skills related to (1) creating a product and (2) the skills and attitudes necessary to be successful in a work environment. The skills covered in (1) are comparatively well served by the current curriculum but (2) seems to be very underserved and there is little clarity and coherence of provision. All young people need work-related learning as an essential part of full preparation for adult life. DBE3 can support schools to fill this gap by making sure that work related learning is included in the work on life skills.

DBE3 should first work with MoNE and both schools and teacher to develop more competencies and indicators related to the "Good attitude for the work environment". By further defining these teachers will be able to see how their subject can include work-related learning such as understanding the skills needed for local enterprise and employability and rights and responsibilities in the work place. Teachers can also develop work related skills through simple classroom and task organization such as setting tasks and activities in work contexts.

### Professional Development of Teachers: Content

DBE3 must work **within** the national education standards for the curriculum and support citizenship and English **teachers to develop** locally-relevant, **demand-driven, life-skills-integrated syllabi**. Therefore modules included in the training program should be:

- General principles for good teaching and learning practice,
- Life skills as a cross curricular theme,
- ICT as a life skill and cross curricular theme,
- How to develop life skills integrated syllabi and lesson plans in citizenship/English/mathematics
- Opportunities to engage the community (including CBOs, NGOs, and the private sector) in teaching

As there are two curricula currently being used in Indonesia, it is possible that some of the teachers in DBE3-targeted subdistricts may not previously have seen the 2004 competency-based curriculum. Therefore, DBE3 should start with some **general good principles of teaching and learning** to ensure that all teachers have the basics before they start looking at the new curriculum. This should be the first module. The next two modules on life skills and ICT have been described above and could be used with teachers of all subjects either at MGMP level or at school level.

A key part of the DBE3 strategy is to support schools to create links with the **community** so that youth can develop the life skills to live and work in the community when they finish school. Therefore, DBE3 should promote links between community based organizations, NGOs and private business to encourage schools to use local resources in teaching children life and workforce skills.

These modules should be completed before teachers start to look at how to develop syllabi. Discussions with MONE demonstrate that, although the development of a syllabus is challenging for teachers, so it **implementing** it. Therefore, the DBE3 training program with English and civics teachers must include not only how to **develop** the syllabi but how to **implement** them. This will cover topics such as:

- Teaching and learning process and
- Assessment.

For developing modules on the **implementation** of the syllabus, the national education standards for teacher competencies must be used. As a result, DBE3 will be supporting MONE in closing the teacher competency gap.

For the **teaching and learning approach**, teachers need to fully understand and be able to implement active learning approaches and to understand the role for textbooks in a classroom delivering a competency-based curriculum and developing life skills. Teachers should also be trained to make use of their local environment to create local instructional materials. This could include local story books in English or texts describing the local environment. DBE3 need to further investigate the “non-structured independent assignment” as it will operate in junior secondary schools.

For **assessment** the DBE3 training program should supporting teachers to use continuous, authentic assessment against all domains of the competency-based curriculum and understand that assessment is not just a technique for summative evaluation but part of the learning process.

Apart from these general aspects of teaching and learning, the modules developed for implementation must also include the very **subject-specific** issues raised by MONE and discussed throughout the paper. For example, modules in workshops with citizenship teachers will focus on supporting teachers to do citizenship and not only teach citizenship.

MONE has suggested that it wants to empower school and teacher clusters to identify their own training needs and write proposals. The DBE3 training program should support MONE in its aim of empowering MGMP. Depending on time and budget constraints, DBE3 could also should develop modules to help MGMP identify their own **training needs** and **writing proposals** to access the professional development

block grants. This should be included at the end of the training program and should include some discussion on what the minimum national standards for teachers are. This requires further discussion with the Directorate General for Quality Improvement of Education Personnel.

However, DBE3 must look at the **content** of the training program and avoid overloading teachers with too many new ideas in too short a space of time. Teachers will need to have the chance to return to their schools, try out some ideas, reflect and evaluate before attempting something new. DBE3 needs to review the budget to analyze the possibility of training teachers through a number of mini workshops over a sustained period of time.

The modules should be developed by DBE3 technical staff in consultation with central level stakeholders and significant input from the local level. Central level stakeholders should include Curriculum Development Center staff and staff responsible for teacher's professional development. There are two advantages to this. First, these central level personnel can support DBE3 to train the provincial trainers. More significantly, they could adapt the modules to train teachers on how to develop and implement a life-skills-integrated syllabus in provinces not targeted by DBE3.

#### Professional Development of Teachers: Approach

DBE3 should train both trainers and teachers. A cascade training of trainers approach should be used but the levels should be limited. DBE3 should work with a group of core resource persons to develop the training modules and then train them to train district trainers.

Core resource persons can be identified from Universities, MONE and perhaps other agencies. District trainers should include persons from the province and district and could be teachers, Dinas pendidikan officials, school supervisors for staff from local non government organizations. This will guarantee that the program could be expanded to districts and subdistricts outside of those targeted by DBE3. The training of trainers program must not only cover **what** to train teachers on to develop and implement a locally relevant life skills integrated subject, but also **how** to train. Therefore modules should include participatory training approaches with adults.

Training of teachers should take place at MGMP level. DBE3 should follow the approach taken by REDIP and MBE and create subdistrict-level MGMP. This will ensure greater efficiency of the cluster. The subdistrict level MGMP should include all schools (public, private, schools and *madrasah*) to ensure that there is a good cross over of ideas and approaches. DBE3 should engage in discussions with both REDIP and MBE on how they managed their subdistrict MGMP. It may be necessary to provide some training at the MGMP level on the organization and management of the MGMP.

Training does not end on the last day of the workshop. Teachers need ongoing mentoring and support to fully integrate new ideas into their teaching and change their behavior. The two schools selected by DBE3 should receive additional support in terms of mentoring and support visits from district coordinators and local trainer. These schools and teachers should become **mentor** schools and feed additional knowledge and experience back into the MGMP.

According to data provided by MONE/MORA previously included in this paper, there is a large gap in the national standards for teacher qualification and competency. DBE3 will use the national standards for curriculum and teacher competency in designing the modules for the training program. DBE3 should try to get the teacher training modules **accredited** by MONE or a university. This will provide an incentive for teachers to not only attending the workshops but to implement the new ideas in their junior secondary school. This can also help MONE to close the teacher competency gap.

The training program must be carried out through existing structures and with relevant partners. At the **central** level this should include both the Directorate for junior secondary school education and the Directorate for Improvement of Education and Training. At the **provincial** level, this should include the MONE and MORA training centers such as the Institute for Quality Assurance in Education, the MDC. It

may also involve some members of the National Curriculum Training teams set up by the Curriculum Sub Directorate. At the district level, this **must** involve partners from MORA and MONE, the MGMP and the Community Learning Resource Center.<sup>40</sup>

At the central level, DBE3 should also work with other relevant partners including the Open University and the Center for Information and Communication Technology under MONE to develop alternative delivery systems for teacher in-service training and professional development.

DBE3 should work at different levels of the education system. The following table illustrates the different levels and the type of activity and the purpose of the activity

Level	Activity	Reason
<b>Central</b>	Work with BSNP to develop guidelines for schools on syllabus development	<ul style="list-style-type: none"> <li>Influence the development of policy</li> <li>Ensure the coverage of life skills</li> </ul>
	Work with relevant partners to develop life-skills-integrated model syllabi (and exemplar lessons plans) in English, ICT, citizenship and mathematics	<ul style="list-style-type: none"> <li>To support MONE in their task of developing model life-skills-integrated syllabi</li> <li>To provide model life-skills-integrated syllabi that non-DBE schools can use as an interim measure until they receive training from MONE</li> </ul>
	Work with relevant partners to develop training modules on how to develop and implement a life-skills-integrated syllabus within the DBE3 training framework and approach	<ul style="list-style-type: none"> <li>To ensure appropriateness of the training program from central level partners</li> <li>To ensure that central level education staff have ownership of modules which they may want to use in their training program</li> </ul>
	Train 20 relevant partners as trainers (should include the above)	<ul style="list-style-type: none"> <li>So central level trainers can train provincial trainers (planned)</li> <li>To build capacity at the central level to use the DBE3 modules on how to develop and implement life-skills-integrated syllabi so they can train teachers in other non-DBE provinces (hoped)</li> </ul>
	Partner with the DG for Directorate General for Quality Improvement of Education Personnel to look at possibilities to accredit training modules for teacher certification	<ul style="list-style-type: none"> <li>Support MONE to close the teacher competency gap</li> </ul>
<b>Local (provincial &amp; district)</b>	Train local level trainers (including key partners from the province and district) to deliver the training program. Training will focus on familiarizing the trainers with the content of the teachers training program	<ul style="list-style-type: none"> <li>To build capacity at the provincial and district level on how to develop and implement locally-relevant, life-skills-integrated syllabi</li> <li>Local trainers will train the teachers (planned)</li> <li>Local trainers could train education staff in non-DBE3 districts and subdistricts (hoped)</li> </ul>
<b>Subdistrict: MGMP</b>	Create subdistrict MGMP which include general and religious schools both public and private	<ul style="list-style-type: none"> <li>Improve the efficiency of the MGMP system</li> </ul>
	Provide training to MGMP on management and organization (through sub grant?)	<ul style="list-style-type: none"> <li>Support new MGMP to become as well run and efficient as possible</li> </ul>
	Field test the modules	<ul style="list-style-type: none"> <li>Ensure that the modules are suitable to the local situation</li> </ul>
	Work with MGMP for citizenship and English teachers on how to develop and implement a life-skills-integrated citizenship syllabus and to use ICT as a cross curricular theme	<ul style="list-style-type: none"> <li>Build capacity at the local level to develop and implement locally-relevant, life-skills-integrated syllabi in citizenship</li> <li>Close the gap in teacher competencies</li> </ul>
	Work with other subject MGMP: life skills and ICT skills as a cross curricular theme <sup>41</sup>	<ul style="list-style-type: none"> <li>Build capacity in teachers at the local level to understand how to integrate life skills and ICT in their teaching</li> <li>Close the gap in teacher competencies</li> </ul>
	Work with DBE2 to improve access to ICT and innovative approaches to learning	<ul style="list-style-type: none"> <li>Provide the resources for teachers to use ICT in their teaching</li> </ul>
<b>School</b>	Facilitate the training of <b>all</b> teachers on how to integrate life skills and ICT skills into their teaching (training either by local trainers or from school based civics/English teachers)	<ul style="list-style-type: none"> <li>Build capacity at the school level so teachers understand how to integrate life skills and ICT in their teaching</li> <li>Teachers can feed back their experience into the various MGMP</li> <li>Close the gap in teacher competencies</li> </ul>
	Provide additional support, resources and visits to targeted schools	<ul style="list-style-type: none"> <li>Schools and teachers can become mentor schools and feed their experience back into the MGMP</li> </ul>

<sup>40</sup> If they exist in the sub district

<sup>41</sup> This could be done at a later date

## IR 1.2

Expanded opportunities for students to apply life skills, work skills and citizenship skills through community-based extracurricular and service learning activities

### Extracurricular Activities

To date, there has been no change on the policy and practice of MONE on extracurricular activities. The DBE3 aim of promoting extracurricular activities corresponds with MONE. Therefore, there is little change required in the sub intermediate result or the planned activities.

DBE3 should ensure that the extracurricular activities which are developed under the project can be included in one of the themes issued by MONE. This is not difficult, student governance and peer mediation should be classified under “leadership”, life skills under “psychosocial health” and or “work force skills” and English and technology under “creativity, skills and business”.

One of the objectives of DBE3 is to improve the basic education received by students in junior secondary schools so that it directly relates to the skills needed upon entering the workforce. MoNE includes these “work force skills” in its definition of life skills and therefore work related learning will be included in DBE3 activities on the core curriculum (IR 1.1) as described above. Teachers of Civics, English, ICT and Mathematics will learn how their subject can use the world of work as a context for learning.

Nevertheless, this still may not be sufficient to ensure that work related learning is included in the curriculum as a planned activity which uses the context of work to develop the knowledge, skills and understanding useful in work. Therefore, DBE3 should also include activities to address MoNE’s two key themes of “vocational skills” (explained above) through extracurricular activities.

DBE3 should schools to develop and implement a “**school-to-work transition extracurricular program**”. This program should include activities to support schools to develop programs for youth to help them:

- Learn **through** work: Provide opportunities for youth to learn from direct experiences of work (job shadowing, work experience, mini enterprises)
- Learn **about** work: Provide opportunities for youth to develop knowledge and understanding of work and enterprise (careers education, careers fairs, talks from visiting speakers)
- Learn **for** work: Develop skills for enterprise and employability (problem solving activities, work simulations and mock interviews and vocational skills)

DBE3 should not engage in vocational training (for example training teachers to teach handicrafts or fisheries) but should strengthen the ability of schools to provide locally relevant vocational training. This should include supporting schools to:

- Conduct their own market skills analysis to identify locally relevant vocational skills.
- Conduct youth resource mapping to make schools aware of resources in the local community (human resources and others) which they can try and access to teach the identified vocational skills
- Understand how to leverage resources to conduct vocational training.
- Design and implement locally-relevant vocational skills training programs which can be implemented through extracurricular, self development activities (as requested by BSNP) or even through the local content curriculum.

Participation in extracurricular activities is optional, not compulsory. Therefore, DBE3 should ensure that all project extracurricular activities can be adapted to meet the needs of the **self development activities and the local content curriculum**, which are compulsory. According to BSNP, the purpose of these activities is to provide students with opportunities to develop their personal interests and life skills and schools should, although perhaps do not, offer a range of activities.

### IR 1.3

Junior secondary schools and communities develop and use appropriate dropout prevention interventions.

#### Dropout

DBE3 would like to support MONE in their aim of ensuring that all youth complete their junior secondary school education and will conduct activities which prevent youth dropping out of junior secondary school. Youth in junior secondary schools in Indonesia drop out at all times, but there are clearly **critical stages** when more dropouts occur.

Rather than designing activities aimed **specifically** at preventing dropout **during** junior secondary school, DBE3 should ensure that the activities include youth in those significant periods which occur just **before** they **enter** and just **before** they **leave** junior secondary school. DBE3 should support youth to make the transition into junior secondary school.

By doing this, DBE3 may help to fill a **gap** in current programs. MONE already have some activities focusing on supporting youth to move from grade 6 to 7 (one-roof schools), but this is currently quite a small intervention and limited to the more remote areas. Although retrieval program guidelines suggest that the program can include youth who have never registered at junior secondary school, to date, efforts have mostly only included children who start grade 7 but do not continue. This is a relatively small number. Furthermore, retrieval only provides financial support to youth and this only addresses the issue of cost and not others which have been mentioned.

The best dropout prevention program is for schools to make their students happy and willing to attend and their parents/guardians feel that the benefits of sending and keeping their children in school are worth the investment. DBE3 has gone one step further and has already asked and answered the question “What can we do for schools to make sure that they **keep** their students and do away with their dropout prevention programs?” and many of the activities being conducted as part of IR 1 will support youth **already** in junior secondary school to remain, as they will make the junior secondary school experience more relevant and satisfying for those youth already in junior secondary school and therefore, it is assumed, will prevent many from dropping out. For example, some youth drop out because they and their families consider junior secondary school education to be irrelevant to life after school. Under IR 1.1 DBE3 will support schools to provide life and work force skills integrated syllabi and an education that is more closely related to post-school jobs and community life. Some students may drop out because they do not have the bonds with teachers or other students which can keep them there. Under IR 1.2 DBE3 will support the development of extracurricular activities which could help students to create those connections and to receive peer support and counseling.

DBE3 should focus on the stage of transition from grade 6 to 7, as the youth who graduate but do not make the transition from elementary to junior secondary school are the largest number (14.1% in 2002-03) of dropouts at **any one time** and they also seem not to be comprehensively targeted by current programs. Should DBE3 adopt the approach of focusing activities on “supporting transition into” rather than “preventing dropout from” then the wording of IR 1.3 needs to be modified and should read “Develop and use appropriate dropout prevention strategies to ensure youth make the transition into and remain in junior secondary school.”

To truly make sure that youth make the transition from elementary to junior secondary school, the intervention must start **before** students have left elementary school. Therefore, DBE3 will need to work in co-operation with communities, teachers in local elementary schools and with DBE2 to develop “supporting transition” activities which extend across elementary and junior secondary school.

## Research

Before adopting a program model, the first step that DBE3 needs to take is to more clearly understand **why** more youth drop out at the times of **transition**. MONE have suggested some key causes and have identified transport as the critical factor for youth not moving onto junior secondary school, but there may be others.

If DBE3 does not **really** know why youth are dropping out, setting up dropout prevention programs will yield weak results. A more in-depth understanding of why more children drop out **during** grade 6 and 9 than in other grades and why many children dropout **between** grade 6 and 7 will ensure that the activities DBE3 subsequently design and implement will be relevant and effective.

For example, both grade 6 and 9 are national examination years. The research may reveal the national examination as a key cause of dropout. Some youth may drop out because they are **worried** about the exams, need **additional coaching** or exam practice, because they need some suggestions about how to prepare for the examinations or about how to cope with **stress**. Therefore, rather than DBE3 designing, as planned, general “homework clubs” which do not tackle the real issue, the project could set up community clubs which support youth through the examination.

The research must answer the very fundamental questions “Why are students not making the transition to junior secondary school? Who should be served by the program? How can they best be served?” The research should also identify **existing** dropout prevention programs in the target subdistricts which could be supported. This must include remedial activities, one-roof schools and open schools.

## Consultation

DBE3 had already planned to conduct **district meetings** with 20 people to get input on the dropout prevention strategy. These meetings should be conducted **as early as** possible and **before** rather than **after** the dropout strategy is designed. These activities must become part of the research.

Furthermore, DBE3 must ensure that **youth** provide input into these meetings and that these youth are not only those participating in school but those, who failed to make the transition.

The results from the research should be used by either the Scouts or DBE3 technical consultants to develop a **range of strategies** to support youth to make the transition into and remain in junior secondary school.

## Community-Based Activities

Although the focus of the activities may be slightly different, many of the activities which DBE3 originally planned are still relevant.

DBE3 planned to fund broad-based youth and women’s movements with subgrants to enable them to develop community-level dropout prevention strategies. These community level activities **must** depend on the results of the initial research and look at tackling the range of **personal, family and social** barriers that interfere with the ability of some youth to continue with their basic education.

The original plan included developing a **methodology** for schools and communities to identify the characteristics of youth at risk of school dropout. This remains a useful and important strategy. These should be targeted at youth at the stage of **transition**. The methodology can support grade 6 teachers to understand the risk factors and identify students who will experience greater than average difficulty in moving onto junior secondary school.

DBE3 also planned to develop and provide **mentoring guidelines** for youth organizations such as the scouts to use with youth found to be “at risk.” These are equally useful; if youth drop out of grade 6 due to stress in being confronted with the national examination, the mentoring guidelines should support

community-based organizations and teachers to help students to overcome their nerves or fear or help them know how to cope with stress.

Other possible activities could be supporting junior secondary schools to organize **open events** for parents and potential students so both can become familiar with at these events, teachers can discuss with parents the importance of a junior secondary school education, communities could be supported to set up **community-based school transport** mechanisms. According to MONE, this would be a very appropriate and MONE have suggested providing students with bicycles or the community with a bus.

Preventing dropout depends on the understanding of the community, districts and schools. It is important that the community-based organizations selected to work in DBE3 to implement the community-based activities work closely with the schools from the early stages of setting up the programs to build support and identify clear roles and responsibilities.

#### Working with MONE/MORA

In addition to developing the community-based dropout prevention strategies, DBE3 must investigate the possibility supporting MONE and working with the restructured **one-roof schools** or alternative **open schools** which have already been established or are planned for the target subdistricts. For example, teachers from the one-roof schools or the guidance teachers from the “mother school” in target subdistricts should be invited to participate in the teacher training conducted under IR 1.1. Some of the subgrants provided under IR 1.3 could be used to provide the one-roof school with educational equipment if that was found to be a need. DBE3 should consider providing support to the teacher assistants from the satellite school to ensure they can provide good quality supervision to those youth participating in the schools. Sub grants could also be used to initiate the establishment of an open school in target areas where there was found to be a need.

#### Using ICT

Many students might remain in school or continue with the basic education if there were successful education programs available which were better structured to meet their needs. The open school is one flexible program. DBE3 should also look at innovative approaches to **distance learning** for students through the ICT part of the project. These can also support youth at risk of not completing basic education.

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