



Rapid Participatory Situation Analysis of Support for Learning North Kalimantan Province

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Pemerintah Australia menjalin kemitraan dengan Pemerintah Indonesia melalui INOVASI (Inovasi untuk Anak Sekolah Indonesia), program pendidikan yang bertujuan untuk menemukan berbagai cara untuk meningkatkan kemampuan membaca dan berhitung siswa Indonesia. INOVASI dimulai pada bulan Januari 2016 dan akan berlangsung hingga tahun 2019. Program ini merupakan program tingkat daerah yang didanai oleh Pemerintah Australia (AUD 49juta) yang bermitra dengan Kementerian Pendidikan dan Kebudayaan RI. Fokus INOVASI adalah memahami dan mengatasi tantangan pembelajaran di kelas, khususnya yang berkaitan dengan kemampuan membaca dan berhitung. Nusa Tenggara Barat (NTB) adalah provinsi mitra pertama INOVASI dan mulai tahun 2017 akan ada dua provinsi mitra baru.

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Rapid Participatory Situation Analysis of Support for Learning

North Kalimantan Province

Contents

Tables, Chart & Box	iv
Acronyms	v
Executive Summary	6
Section 1: About the study	10
The program context of the study	10
The aims of the study	10
Methodology	11
Limitations of the study	14
Section 2: The development profile of North Kalimantan	15
Section 3: An education profile of the districts	19
Student participation	19
Education Management	21
Section 4: The condition of learning	29
Introduction	29
National expectations of literacy at Year 4 level	29
Learning performance in Kaltara	31
Interpreting literacy learning performance through practice in Kaltara schools.	31
The role of the principal in supporting learning	35
Section 5: Positive Deviance	40
The deviant lesson	40
Positive deviance amongst principals	41
Positive deviance in policy	44
Section 6: Priority Options	47
Stakeholders priority problems and solutions	47
RPSA options for interventions	49
Recommendation	52
Annexes	54
Annex 1: Outline design of preferred option	54
Annex 2: Information reviewed	58
Annex 3: Key stakeholders at the national, province, district, school and community levels	60
Annex 4: Potential Partners in Development	64

Tables, Chart & Box

Table 1	Kaltara district primary education statistics; location of SD on PODES classification	16
Table 2	Average monthly expenditure per capita by food and non-food group in Kaltara districts	17
Table 3	Variations in Kaltara SD across and within consecutive grades, 2015-16	20
Table 4	Children with disabilities in Kaltara SD on Dapodik data	20
Table 5	Kaltara district gross and net enrolment (Source: PDSPK, Kemendikbud 2015	21
Table 6	Proportion of spending on education and quality. Source: District Bappeda/Dinas Pendidikan, 2017.	22
Table 7	BOSDA allocations by districts to schools to supplement school operating grants	22
Table 8	District incentive payments to teachers in remote schools	23
Table 9	School accreditation by Kaltara	23
Table 10	Distribution of teachers by classroom	25
Table 11	Distribution of PNS teachers by classroom location	26
Table 12	Proportions of school hired teachers by location	26
Table 13	Distribution of qualified principals by location	27
Table 14	Ratio of pengawas to schools by district	27
Table 15	Perceptions of teachers in schools visited of the frequency of pengawas visits to their classroom	27
Table 16	Bahasa Indonesia Core Competencies in the 2013 Curriculum	30
Table 17	Year 2 Students' results on random testing of reading (12 students	32
Table 18	observed practice in three Year 2 Bahasa Indonesia classes	34
Table 19	Teachers analysis of student performance on BI K-2013 competencies	35
Table 20	Frequency of conduct of supervision by principals according to teachers interviewed	36
Table 21	Occasions of meeting with parents according to teachers interviewed	37
Table 22	Student absenteeism during planting and harvesting according to teachers interviewed	37
Table 23	Frequency of attendance at KKG meetings accoding to teachers interviewed	38
Table 24	Results of Stakeholders problem and solution analysis	48
<hr/>		
Chart 1	Proportions of SI teachers, principals and supervisors, by district	24
Chart 2	Distribution of teachers on UKG scores	25
Chart 3	The comprehension skills composition of the AKSI test	30
Chart 4	Teachers' source of advice on teaching	36
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Box 1	Contrasting early grades texts for reading	40
Box 2	The vocation of a head teacher, Bulangun interview, 21/04/17	42

Acronyms

ADD	Village budget allocation
AKSI	Assessment of the performance of Indonesian students . (Also known as INAPIndonesian National Assessment Program)
APBD	District budget
BL (Belanja langsung)	District non wage budget (for education)
BTL (Belanja Tidak Langsung)	District wage budget (for education)
BOS	School operating grant (national)
BOSDA	District supplementation of the school operating grant
DAK	National special funding allocation to subnational units
Dapodik	School data
Dinas Pendidikan	District education office
Gerdema	The village development movement
GTT	District hired contract teacher
INOVASI	Innovation for Indonesian school children
Kaltara	Abbreviation for Kalimantan Utara — North Kalimantan
KKG	Teachers Working Group
K-13	2013 school curriculum
MBS	School based management
PAUD	Early childhood education
PAKEM	Active joyful and creative learning
PDIA	Problem driven iterative adapation
Puspendik	Centre for education evaluation in the Ministry of Education and Culture
PDSPK	Pusat Data dan Statistik Pendidikan dan Kebudayaan
Pengawas	Supervisor
PGSD	Primary Teacher training
PIRLS	Progress in International Reading Literacy Study
PISA	Programme for International Student Assessment
Posyandu	Community clinic for children and mothers
PNS	Civil servant
PP	National government Regulation
RPJMD	District/province medium term development plan
SD	Primary school
SEAMEO	Association of South East Asian Ministers of Education
SMA	Senior secondary school
SMP	Junior secondary school
TK	Kindergarten
UKG	Teachers competency test
UN	Years 6, 9 and 12 school exam
Wilayah 3T (daerah terluar terdepan dan tertinggal)	Regions which are outlying, frontier and under developed

Executive Summary

The Rapid Participatory Situation Analysis (RPSA) for the province of North Kalimantan (Kaltara) took place during the period 19 April 8 June 2017, following the decision of the INOVASI Steering Committee in February to select North Kalimantan as one of the program partners.

The study was tasked with identifying how an intervention in Kaltara would be relevant to Indonesia more widely; and with providing an educational profile of the four districts, Bulungan, Malinau, Nunukan and Tana Tidung. This profile included finding local potentialities cases of positive deviance that could be built on to provide contextually relevant ways of improving primary learning outcomes, particularly in literacy.

Through a participatory process the study was to engage stakeholders' interest in the analysis of the condition of learning in the province; and support their identification of priority issues and feasible and sustainable ways of addressing them. From preferred solutions, the RPSA was to propose one or more possible areas of intervention that could become the basis for a pilot in teaching and learning improvement; and provide an outline design of a recommended option.

Over 100 stakeholders participated in the inquiries of the RPSA. The provincial office of education helped orchestrate district participation through preliminary visits to each location; and facilitated team access to government leaders and education partners in the province through an inauguration workshop. Local offices of education provided participants in the field work, and selected key informants and schools for study. Workshops were held in every district to feed back and validate preliminary findings from the survey, and to gain stakeholders' construction of the issues and solutions through a structured process of problem analysis. The mission concluded with a final formal report-back to provincial stakeholders, enhanced by the participation of the leadership of Puspendik in the Ministry of Education and Culture.

The study was rapid and required a methodology to suit. A profile of the quality of educational management was developed largely through analysis of quantitative data bases, mainly school profile data in Dapodik. Interviews were held with local education departments and Bappeda, supported by desk analysis of strategic planning documents and district budgets to gain indepth understanding of policies and

management practices. The approach to understanding the condition of learning in Kaltara was mainly through classroom teaching and learning observations; and interviews with teachers in four schools, one in each district. The schools were selected by the local education office as typical –not among the most advantaged or disadvantaged in the district. This small number of schools could only serve to provide an at-a-glance understanding of how teachers conducted and construed children’s learning, and would need a follow-up study to establish how representative the findings are in this area.

The main findings of the RPSA are as follows.

Kaltara has characteristics that would make it a good model for other like areas in Indonesia. Its distinctive regional characteristic is distance and remoteness caused by its large land area and dispersed population, affecting three of the districts. It is a useful exemplar for regions facing the problem of how to achieve inclusive provision of education service to all learners.

A distinctive feature of education management in the districts is that the districts appears to have achieved a broadly equitable provision of education personnel and consistent resourcing to schools in all locations. Whether that provision is of equitable quality is more various across the districts.

At the same time the dominant theme in stakeholders’ reflections on their predicament was of the disengagement of communities in such far flung and subsistence settings. The effect of such disengagement is the continuing struggle to keep children participating in school. This preoccupation of the district leadership has resulted in the development of several highly interesting local priorities in policies and practice, that have the potential to impact on the quality of learning as well as on the community development problems that they were designed to address.

One of these is the model of the effective principal that came through the discourse on school leadership in Bulungan district. In this model the role of the principal is to bring the community into the school, literally and figuratively. The role of the principal is through active engagement with families to succeed in changing parents’ priorities in relation to their children’s learning and the behaviours that need to accompany that. What was of considerable interest in this model was not only the claim that improved learning was an outcome of this approach; but the evidence the team saw of the effect of such “engagement skills” on the

management of the teachers in the school of one of these exemplary principals.

The other local priority for community-based development that would seem to have great potential for improving learning is the GERDEMA village policy of Malinau district. This policy operationalises village initiative and autonomy for improving its local human resources; and education is one of its funded and technically assisted strands. Villages chose the education priorities that they fund and manage. Through such a policy the village leadership and community would be empowered in relation to the school. They have the resources to become a supportive partner in strategies that could improve learning, such as village facilities for children's reading or village regulation to support students' participation in school.

Through the technical assistance GERDEMA policy provides to the village, the leadership also potentially has the capacity to evaluate the quality of the education the school is providing to their children. In the absence of any assessment of children's learning, a problem Kaltara shares with other places in Indonesia, active expectations of the village that curriculum competencies are met, could provide a local learning assessment system, the absence of which in the education system itself, allows poor learning achievement to go unnoticed through the school years. With the capacity of local communities to pass judgment on their schools, witnessed during the study, a joint community-school appraisal of demonstrated learning might have a transformative effect on teaching accountabilities.

This brings us to the third important finding from the RPSA that of the quality of learning. The results of Indonesia's Year 4 Assessment of Students Performance (AKSI) in the province in reading literacy, maths and science are low – and representative of the national low. A finding of the study was that a probable root cause is the lack of understanding that teaching reading requires teaching for comprehension, which is the basis not only literacy, but of all the subjects in the curriculum. Teaching reading seemed to have ended at Year 1 in the schools observed, in spite of the fact that all the expressive skills of literacy require development through early grades to bring comprehension to the attainment levels of the AKSI test.

Positive deviance was found from this situation in a teacher in one school who modelled exactly the practices missing elsewhere. Moreover, the circumstances of this deviant teaching in a well equipped

model school, along with the quality of discourse of other teachers interviewed theremake it possible that good model schools in the districts all contain this kind of resource. It is waiting to be mobilised to address the situation prevailing in other schools.

In Section 6 the RPSA concludes with a preferred option for an intervention. The option is the combination of the three strengths the RPSA study found in the local Kaltara context. The idea is to build on the GERDEMA policy framework to establish a supportive relationship between the village leadership and the school for improving learning. The school would feature as part of the village education initiative. Part of the relationship would entail the school demonstrating to its community the achievement of students in each grade. The development of the model of the engaged principal found in Bulungan would be necessary for this intervention; as would local education offices making available to all schools capacity for the kind of teaching of comprehension witnessed in the model school in one district. This option is designed in outline in Annex 1.

As Section 6 illustrates, the preferred option takes ideas from the quality policies and practices found in all districts. Through the funding mandated to villages by the Village Law and district budgets, all districts have the potential to develop a GERDEMA-like policy, so it is not exclusive to one location. Because however, the GERDEMA model and that of the engaged principal has been developed in two districts and needs to be further elaborated in those contexts, the RPSA recommends that the intervention start in Malinau and Bulungan districts.

Section 1: About the study

THE PROGRAM CONTEXT OF THE STUDY

INOVASI (2016-19) is contributing to the overall impact of improved student performance in literacy and numeracy. Its end of program outcome is ***“An increased use of tested and contextually relevant successful approaches to improving literacy and numeracy”***.

The program’s development approach is based on the idea that contextualised understanding of problems and local solutions are necessary to improve student learning outcomes. INOVASI will work at the school level and classroom level but include activities beyond the school that bear on learning improvement.¹ By the end of the Program, INOVASI aims to see educational decision makers and practitioners using new and improved practices that are evidenced to improve student outcomes at school and classroom level.

THE AIMS OF THE STUDY

INOVASI will work in up to four provinces, and has commenced in Nusa Tenggara Barat. The inclusion of North Kalimantan as a partner of INOVASI was approved at the INOVASI Steering Committee on 18 January 2017.²

The INOVASI program required a Rapid Participatory Situation Analysis (RPSA) to lay the ground for the program inquiry: “what works to improve student learning outcomes?” The three focus interests in improving student learning outcomes are the quality of teaching in the classroom, the quality of support for teachers, and learning for all. The four districts of North Kalimantan were chosen for the RPSA, with the main city jurisdiction, Tarakan, excluded for the present because of the imminence of local elections.



North Kalimantan was selected as a new partnership province in 2017

¹ Updated INOVASI Guiding Program Strategy, September 2016. p.11.

² Additional factors also considered in this decision, included Gol’s development priorities, and an assessment of the locally-identified problems and potential for sustainability during a series of scoping missions in North Kalimantan on 13-15 February 2017. INOVASI Provincial Government Engagement Strategy, April 2017.

The assignment of the Rapid Participatory Situation Analysis (RPSA) is to:

- gather and analyse information about the contexts affecting educational attainment
- examine challenges and opportunities for improving literacy and numeracy acquisition at the primary grade level. Opportunities include “positive deviance”—some schools working better than others in similar contexts
- develop priority options for potential interventions and pilots to improve the provision and quality of primary education – specifically the acquisition of literacy and numeracy. In line with INOVASI’s program outcomes, priority options need to be appropriate for scale-out and sustained by districts and for promotion by the province.
- identify North Kalimantan’s (Kaltara’s) potential as a development model for like contexts in Indonesia.

Ownership and the contribution of stakeholders to understanding their own situation is necessary to meet the purpose of the RPSA. So the situation analysis process is also intended to build trust and engagement between the program and key stakeholders and decision-makers; and therefore participatory investigation and analysis with stakeholders is an equal focus of the RPSA activity.³

METHODOLOGY

The RPSA process was designed around assembling a data-informed profile of primary learning (literacy) in each district and, in line with its participatory intent, feeding it back to stakeholders as the basis for their collective identification of priority problems, root causes and feasible solutions. Thus the study was not only participative through consultation, but more fundamentally, through participatory analysis, to understand how to connect change with existing capacity for it. The methodology also had to conform to the rapid feature of the analysis: coverage of four districts in four weeks.

Data collection and analysis

This data informed profile consisted of the analysis of three different sources of information: data collected through school visits; through district level interviews with education officers and Bappeda; and through quantitative education data bases, particularly the school profiles on the Dapodik database. Question schedules were developed

³ Terms of Reference for the North Kalimantan RPSA pp. 2-3.

for the district level interviews. Instruments used in the school visits drew on instruments developed in the USAID's national SSME/EGRA study (2014).⁴ The questions on learning asked in the teacher questionnaire were specifically developed for this RPSA. All three data collections were oriented both to locating factors affecting learning; and to identifying exceptional local practices.

The school visits. As there is no quantitative survey of district performance on learning in Kaltara, a main activity of the RPSA was a school study.

Activities at the school consisted of observation of the teaching of Bahasa Indonesia in the Year 2 classroom, testing the oral reading of three randomly selected Year 2 children to obtain a sense of the class level of achievement by the end of Year 2; interviews with Years 1-6 classroom teachers about their teaching and their students' learning; and interviews with members of the village community and parents about contextual conditions affecting learning (student health, attendance, village support, children in the village community with disabilities). The head of the primary education Dinas subdivision in the district and the coordinator of the supervisors accompanied the team and participated in the activities of the school visit. At each school, around 20 people participated in activities.

Data from the school visits were used to form an at-a-glance appraisal of how well students were learning. Because it could not be directly assessed, learning was inferred from teaching processes (through class observation) and teachers' descriptions of students' capacities against the year level competencies in the 2013 curriculum. The criterion for "how well" was the *likelihood* of students attaining these competencies and the comprehension skills assessed on the national Year 4 AKSI test, based on evidence collected.

Interviews with education management. Interviews with the leadership of the Dinas Pendidikan and Bappeda focussed on the extent of district support for primary education through policy choices; and the quality and capacity of management affecting children's learning (for example, practices of school evaluation, supervisor numbers and operation, principals' appointment, systems for teacher professional

⁴ Kaltara has been assimilated in a wider regional analysis of the USAID SSME/EGRA results in 2014. Research Triangle Institute. 2014: The National Early Grade Reading Assessment (EGRA) and Snapshot of School Management Effectiveness Survey. Jakarta, Indonesia. Fifteen schools over the four districts were included in the AKSI provincial assessment for 2016.

development). These interviews were supplemented by desk study of the province and district medium term planning documents and analyses of the allocation to education and within education to quality improvement in district budgets (APBD).

Quantitative analysis of education data. The Dapodik database allows for analysis at the level of the individual school on variables relevant to system support for learning. A comparative analysis of the districts was undertaken to identify patterns of student participation and of quality and equity of provision. Variables analysed included enrolment, teacher and principal qualification, teacher supply and distribution and school accreditation. For these purposes the schools were categorised by location, using PODES criteria, into town, rural and remote locations.⁵ The Ministry data base on teacher competency (2016) also enabled districts to be compared on this parameter of teacher quality.

Stakeholder problem analysis

At the end of each district visit, findings were fed back to stakeholders in problem-analysis workshops. Participants represented three tiers of stakeholders: policy makers (Assistant 1/Setda), district officers (Dinas Pendidikan, Social and Community Welfare, Bappeda) and practitioners (teachers, principals and supervisors), comprising a group of around 25 people in each district. **See Annex 3 for the key personnel participating in the RPSA.** A simplified version of the problem driven iterative adaptation (PDIA) was used to enable participants first to identify the problems they thought most urgent to resolve; then their root causes; and finally, what feasible changes could be made in policy and practice that might effectively and sustainably address the problem.

The mission opened with briefings of the Kaltara provincial leadership on the mission and concluded with the presentation of findings at this level. The Ministry of Education and Culture (MOEC) through the head of Balitbang participated in the presentation framing the findings on learning with the policy that the ministry has adopted for raising the skills levels of graduates of Indonesia's system, in the first instance through the establishment of the AKSI learning assessment. The meeting with the province was confined to the findings, issues relating to the provincial role in the future partnership with INOVASI, or selection of districts within Kaltara, being outside the scope of the study.

⁵ PODES (Potensi desa) are Village Potential Statistics produced by the Badan Pusat Statistik, Indonesia.

LIMITATIONS OF THE STUDY

The rapidity of the study over four districts in four weeks limited this study to one school per district. The schools were selected by the district education office (Dinas Pendidikan) on the criterion of 'typical', to avoid schools where lack of essential resources would impede learning or conversely, superabundance ruled out replication to ordinary schools. However, with only four schools the data collection was not intended as evidence of district practice but rather were to provide a 'thick description' of the processes and discourses around teaching in some sites, as pointers to what both teaching and learning behaviours. A follow up study of classroom practice would be necessary to establish whether the descriptions provided in this report are typical or not.

The second respect in which the study is limited is that only schools in town or village centres were accessible and visited; and therefore nothing is known from this study of the remote schools which three of the districts have in large numbers and where dynamics and resourcing may be very different.

Section 2: The development profile of North Kalimantan

This profile is designed to assist the assignment of identifying North Kalimantan's potential as a development model for like contexts in Indonesia.

North Kalimantan (Kaltara) is Indonesia's newest province, established in 2013. It consists of five jurisdictions: Kota Tarakan, the main city, and four districts, all deriving from Bulungan district, founded in 1960. The other districts are Malinau (1999), Nunukan (1999) and Tana Tidung (2007).

Geography. Kaltara occupies a very large land area: 75,000 sq. kilometres, unevenly distributed across the districts. Malinau makes up 57% of the area; Bulungan and Nunukan each, 18%; Tana Tidung, 6%. There are also 161 inhabited islands, mainly around Nunukan and Bulungan.

Kaltara has two of the features of areas known as "3T".⁶ It is an outlying (*terluar*), frontier (*terdepan*) province. Malaysia and Indonesia share a border on its north and west; and the province is a close neighbour with Brunei and the Southern Philippines. It occupies a strategic location on Asia-Pacific sea lanes. Nunukan district has another 3T characteristic: it is included in the least of least developed areas (*daerah tertinggal*).

The terrain across the province is difficult. More than 40% of the province is steep to very steep. Lack of transport infrastructure is considered the main barrier to development. Outside the towns, the population largely depends on air and river systems for transportation.

Population characteristics. Some population characteristics in Kaltara are directly relevant to educational opportunity and success. The small population of Kaltara (641,936) is dispersed (9 persons per km²). The population density of Malinau district is even lower: 2 per km². This dispersal is reflected in the large number of remote and rural schools in all districts except Tana Tidung, as shown in Table 1:



North Kalimantan has a large geography and dispersed population

⁶ Wilayah 3T : daerah terluar terdepan dan tertinggal (outlying frontier and under-developed regions of Indonesia).

Table 1: Kaltara district primary education statistics; location of SD on PODES classification

Region	Bulungan	Malinau	Nunukan	Tana Tidung
Remote	12	50	50	3
Rural	103	49	70	22
Town	22	6	12	2
Total SD	137	105	132	27
Kaltara district totals				
SD/MI	SD: 401—95% government schools. /MI: 18			
Students	53207 (53% boys)			
Teachers (SD)	4507			

The population is ethnically very diverse, both in the variety of indigenous groupings, mainly Dayak; and the diverse sources of migration from other places in Indonesia; mainly Sulawesi, Java, and NTT. Almost all stakeholders consulted during the survey affirmed the currency of Bahasa Indonesia in the community, and therefore children's familiarity with it on entering school. However, there are no data or research on the number of households speaking Bahasa Indonesia at home; and consultations did not include remote areas of Kaltara where the linguistic situation may well be different.

The wealth of Kaltara, with the fourth highest GDP of Indonesia's provinces, depends mainly on non-renewable resources. Related industries are valuable to the province for tax revenue but they generate little employment at the low-middle skills level. Highly skilled management and technological skills are imported. As a new province, with potential for development and access to work in Malaysia, Kaltara is also attractive to immigrants from other provinces in and outside of Kalimantan. Forty-five per cent of the population are immigrants (2010). According to the Dinas Kependudukan & Catatan Sipil, the majority reason for migration given by new arrivals is work opportunity, including government positions.⁷ This increases the competitive environment for locals.

The education level of mothers (the background variable most highly correlated with children's acquisition of literacy in international research) is fairly uniform across the districts. Forty-six per cent of mothers across the province have SD level education or lower; in Nunukan it is 56%. (Dapodik 2017).⁸

⁷ Workshop discussion in Bulungan, 31 May, 2017.

⁸ In Malinau 28% of the Dapodik returns on this variable have no value entered.

The Human Development Index value for Kaltara is 68,76 (2015), with a ranking of 17th amongst Indonesia's 34 provinces. Less than one percent of young children suffer from malnutrition (as compared with 6% nationally).⁹ Village discussions on children's health indicated that the most common form of childhood illness is infection (colds, flu); chronic diarrhea and malaria uncommon. At the same time a surprising high percentage (around between 40-60% in all three districts) of teachers said that children came to school without breakfast.

In three districts the economic status of householders as measured by average monthly expenditure per capita, is in the classification IDR. 500.000-1.500.000. The Nunukan average is conspicuously below the others.

Table 2: Average monthly expenditure per capita by food and non-food group in Kaltara districts

District	Average monthly expenditure per capita		
	Food	Non-Food	Total
Bulungan	624.679	601.702	1.226.381
Malinau	544.325	611.169	1.155.494
Nunukan	456.197	396.470	852.667
Tana Tidung	725.915	677.950	1.403.865
North Kalimantan	511.272	533.327	1.044.599

Governance. In addition to the newness of the provincial administration, there are recent national changes in law and organization affecting the province and districts' personnel and the sub-national relationships between them.

Law 23/2014 on Regional Governance changed the scope of provincial authority over the districts in education provision. District governments are now entirely responsible for TK, SD and SMP level of education. Youth and sport has now been moved from Dinas Pendidikan, both developments giving the latter more opportunity for focus on integrating the three subsectors of basic education.¹⁰ The loss of SMA ought also to have released more funds for the basic education sub-sector, though all districts have uncompleted SMA/SMK development commitments which they will continue to fund from the APBD.

⁹ Hasil Riset Kesehatan Dasar (Riskesdas), 2013.

¹⁰ The district education offices are now called Dinas Pendidikan dan Kebudayaan except for Malinau, where it is Dinas Pendidikan.

As well as responsibility for SMA/SMK, the province has responsibility for special education. This latter responsibility makes the province a direct stakeholder for INOVASI in program components concerned with the pillar of learning for all where this affects children with disabilities.

In Law 23 of 2014, the function of the provincial government as directly representing the national government is more strongly emphasized than previously. It will operationalise this power through providing technical guidance to the districts (*Pasal 375 ayat 5*). This guidance can be provided through facilitating training, research and development in policy areas that fall within the scope of subnational governments (*Pasal 375, ayat 6*). It also retains its role as the coordinator of trans-district activity within the province.

There has been organisational change within the government bureaucracy as a result of Government Regulation (PP) 18, 2016 on Regional Apparatus. The most significant for its potential relevance to education is the addition of an analytical function in provincial and district Bappeda.¹¹ The main impact of the bureaucratic restructuring is the replacement of lead personnel in most of the Dinas Pendidikan and Bappeda across the province. This is a challenge because of the lack of familiarity with district education of much of its new leadership.

In conclusion, Kaltara like the schools INOVASI supports is a province without extreme challenges for development; indeed, represents a region that is economically attractive to new comers. It is also a region of vital strategic importance to Indonesia for security reasons and for the imperative of the skills growth of its population, if its assets are to bring proportionate domestic benefits. Its distinctive characteristic of high proportions of remote schools in two of its districts make it of interest to other regions in Indonesia faced with the problems that remoteness generates for access and participation. This wealthy province has the resources to be able to mitigate locational and skills disadvantage for its population; and as a new province the ambition to realise its potential. In the words of the Governor on its fourth anniversary: “*Sekarang kita terbelakang tetapi kelak akan menjadi yang terdepan.*”¹² All of these features are conducive to education innovation; and make the provincial example potentially influential on the Indonesian scene.

¹¹ Now Bappeda dan Litbang.(Research and Development)

¹² “*Now we are the most backward but in time to come we will be at the front.*” Governor’s speech, Tunjung Selor, 22 April 2017.

Section 3: An education profile of the districts

This section provides a comparative analysis of the education profile of the districts. First it profiles the four districts on the student outcome of participation. The districts do not have any reliable system for assessing learning results. The Year 4 national assessment of student performance (AKSI) (INAP); provides an indicator of learning performance at the province level and is discussed in Section 4. The profile then looks at the education management contexts and policy affecting learning attainment. The purpose of the comparisons is to see if the districts can be differentiated on systemic support and policy for learning. All quantitative data sources are from Dapodik 2016/17, unless otherwise stated.



The RPSA sought to provide an education profile of each district in North Kalimantan

STUDENT PARTICIPATION

Enrolment: The net enrolment over the province in SD is high and the same as the national rate: 94%. Tana Tidung is a significant exception, at 58%. At the same time, this district does not differ in its gross enrolment rate from the other districts. This points to significant numbers out of school, but there is a need for further research to establish the case. Age for grade is appropriate for between 88-90% of the enrolment over the districts, which corresponds to the percentage difference between the net and gross enrolment overall.

Drop out/repetition: Data on drop out and repetition are not retrievable from Dapodik according to data operators in the districts. However, patterns of decline in class enrolment appear to exist which may point to these kinds of problems. The RPSA worked on the assumption that large differences in the size of the class continuing to the next grade over two consecutive years, indicate patterns of drop out/repetition.

In all districts except Tana Tidung, the most significant pattern is between Years 2 and 3; with also a large difference between boys and girls. Overall in the province, there are 400 boys and around 250 less girls in the Year 2 enrolment in 2016 compared with the Year 1 enrolment in 2015. The total difference is 6% of the Year 1 enrolment. This pattern of loss may indicate problems with early grades teaching, particularly with boys.

Table 3: Variations in Kaltara SD across and within consecutive grades, 2015-16

Gender	Year	Class					
		1	2	3	4	5	6
Male	2015	5361	4754	4589	4387	4339	4058
	2016	5214	4954	4590	4574	4406	4214
Female	2015	4693	4142	4157	3909	3963	3709
	2016	4559	4441	4218	4039	3996	3875

The largest variation in consecutive enrolment occurs in Nunukan (211 boys, 174 girls) and Tana Tidung (18 boys, 34 girls).

Enrolment of children with special needs. This Dapodik category does not map onto children with disability because it includes gifted children, so the percentage of the school population with a disability cannot be calculated accurately from this source. For example, in Tana Tidung Dapodik only records 6 children with special needs, but according to Dinas Pendidikan data, there are 52 children of school age with special needs. The percentages enrolled in Kaltara's district SD are well below UNICEF's indicative percentage—globally 5% of children under 14 have disabilities.¹³ Consultations with the school's village community indicated that there are parents who keep their children with disabilities out of school. In the district workshops, stakeholders affirmed that there was no adaptation of learning conditions for children with disabilities who do attend school; and that teachers had no training in supporting their learning.

Table 4: Children with disabilities in Kaltara SD on Dapodik data

District	No. of students with special needs	Proportion of the school enrolment
Bulungan	133	0.008
Malinau	15	0.001
Nunukan	140	0.006
Tana Tidung	6	0.002

Compared with the national rate, Kaltara net enrolment at SMP is low: 69%— a matter of concern for the provincial government, in is implications for SMA enrolment. As can be seen from Table 5, Malinau and Nunukan pull down the province average. This may be a factor of their relatively higher proportion of isolated settlements, reducing access to SMP facilities. Malinau district has developed a strategy for handling this problem (see Section 5).

¹³ UNICEF, 2013. *State of the World's children: Children with Disability*.

Table 5: Kaltara district gross and net enrolment (Source: PDSPK, Kemendikbud 2015)

District	Teaching Year 2014/2015	
	APK	APM
Bulungan	95.4	69.9
Malinau	81.0	60.5
Nunukan	86.7	61.6
Tana Tidung	90.7	70.0
North Kalimantan	90.1	68.5
National	100.5	80.8

EDUCATION MANAGEMENT

In reviewing education management, the districts are compared on criteria of quality, equity and efficiency of provision, as being most relevant at the systemic level to all children learning. For quality the variables are inputs, as there is no learning or school evaluation. For equity, distribution of quality teachers to remote schools is the measure; and for efficiency, the teacher-class ratio and the proportion of school hire teachers (paid for by the BOS in the school system).

Quality and funding The allocation of the Kaltara districts' budget (APBD) to education can be seen in Table 6; and within that allocation, the percentage allocated to non-wage components of education support. The non-wage component of the budget provides for quality improvement, as well as other expenditure. In terms of percentage of APBD, and the percentage of the allocation outside wages, the Kaltara districts education budgets are similar – with the striking exception of Tana Tidung in relation to the proportion of the non-wage budget. The special situation of Tana Tidung is explained by the fact that its wage budget includes a portion from special subnational allocation (DAK) that covers funding for teacher certification and other allowances while the wages of PNS teachers come from the district account and are not in the wages component of the education budget.

No national comparison is available but a comparison can be made with other districts, for which there are data: the districts in Sumba, NTT, and Sumbawa, NTB. The wealthier Kaltara districts do no better than the poorer Sumba districts in their overall allocation to education; and with the exception of Sumba Timur, around the same as the Sumba districts; better in respect of the non-wage proportion of the budget.

Table 6: Proportion of spending on education and quality. Source: District Bappeda/Dinas Pendidikan, 2017.

District	District budget- APBD (Billions)	Education Allocation to the Dinas Pendidikan (Billions)			% Total of APBD	% BL of APBD
		Wages budget (BTL)	Non wages budget (BL)	Total		
Bulungan	1,225.46	217.85	75.55	293.39	23.9%	6.2%
Malinau	1,278.65	140.02	108.10	248.12	19.4%	8.5%
Nunukan	1,334.77	141.64	115.22	256.86	19.2%	8.6%
Tana Tidung	1,026.54	4.61	196.99	201.61	19.6%	19.2%
Sumba Barat	700.17	68.22	67.19	135.41	19.3%	9.6%
Sumba Timur	1,197.92	174.12	43.63	217.74	18.2%	3.6%
Sumba Tengah*	596.00	81.00	42.00	123.00	21.0%	7.1%
Sumba Barat Daya*	916.00	146.00	56.00	202.00	22.0%	6.1%
Sumbawa	1,659.78	371.58	44.46	416.03	25.1%	2.7%

*) APBD 2016

All four districts provide additional per capita operational funding to schools (Bos daerah-Bosda). This is an exceptional performance for a province. The amount per student varies across districts as shown in Table 7, with Nunukan considerably lower than the others.

Table 7: BOSDA allocations by districts to schools to supplement school operating grants

District	Annual BOSDA per capita allocation	Notes
Bulungan	500.000	SD with a smaller enrolment than 70 will receive a minimum IDR 35 million
Malinau	650.000	
Nunukan	138.000	
Tana Tidung	1.000.000	Depending on the location and the accreditation status of the school

Two of the districts have distinctive approaches to the allocation of the Bosda. Bulungan allocates a minimal amount to schools so that schools with an enrolment of less than 70, are not too adversely affected by a per capita allocation. This ensures small schools have the resources quality improvement, such as teacher participation in teacher working groups. In the case of Tana Tidung, the allocation rate is tied to school accreditation level: more BOSDA for higher levels of accreditation. However, unless all schools have equal capacity to meet accreditation standards, this policy may reward existing advantage.

Three districts, two of which have very large numbers of remote schools, have also made supporting remote teachers a priority: all teachers receive the remote school allowance. This is through supplementation of the national incentive payment for teaching in remote schools, which is often insufficient to cover all teachers in these circumstances. District supplementation of the national allowance is by no means a universal practice. In one district there was comment however, that no teacher in one of its remote subdistricts received the allowance, so actual implementation may be uneven.

Table 8: District incentive payments to teachers in remote schools

District	Incentive for remote areas (Rp millions)
Bulungan	0.9
Malinau	1.0 – 1.5
Nunukan	1.5
Tana Tidung	1.5

School accreditation The Kaltara districts are still a good distance away from the national target of 68% of SD accredited at level B (2010 target).¹⁴ However all have performed much better than the Sumba districts, for example, where overall 65% of schools are unaccredited. Tana Tidung has all and Bulungan nearly all of their schools accredited. Malinau and Nunukan, with the far greater proportions of remote schools, have a much more considerable challenge.

Table 9: School accreditation by Kaltara

District	Accreditation of SD (%)				No. of SD
	A	B	C	Not/has not been accredited	
Bulungan	14	36	36	14	137
Malinau	3	30	30	37	105
Nunukan	8	29	27	36	132
Tana Tidung	8	59	33	0	27
Total	9	34	31	26	401

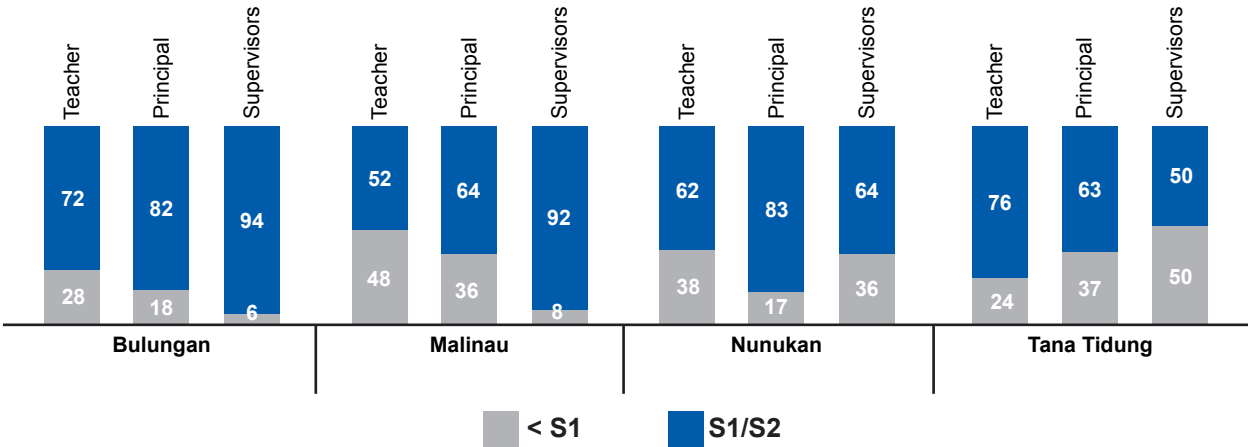
Nevertheless, some the value of the school accreditation process would appear to be lost. Accreditation is meant to be preceded by school self evaluation, but this evidently is not occurring in the districts. This was in part explain by the lack of credibility of self evaluation in the eyes of officials; as well as constant changes to the instrument. Another limitation on the value of the accreditation process is that

¹⁴ Rencana Pembangunan Jangka Menengah Nasional (RPJMN) 2015-2019, p.5-6.

the status of the schools in this regards does not seem to be taken into account in the annual development of the education budget. In all districts, Bappeda officers said they had never received any report from Dinas on the status of accreditation of schools, so schools that need funding to upgrade are unlikely to be receiving support on any systematic basis. This would include that accreditation upgrading of the districts' schools does not enter into annual financial planning by Dinas or Bappeda.

Quality and teacher management. The proportion of teachers, principals and pengawas with the S1 qualification varies across the districts, with no discernible patterns in the difference. With only 53% and 62% respectively of their teachers qualified, Malinau and Nunukan are well behind the other districts, and also behind the national tally of 80% qualified.¹⁵ Malinau also has relatively low percentages of principals with the S1 qualification (national level 89%); but along with Bulungan has a high percentage of S1 qualified pengawas. Comparatively, Tana Tidung has a low percentage of S1 qualified principals and pengawas: its investment is in teachers. Nunukan has the highest percentage of principals with S1.

Chart 1: Proportions of SI teachers, principals and supervisors, by district



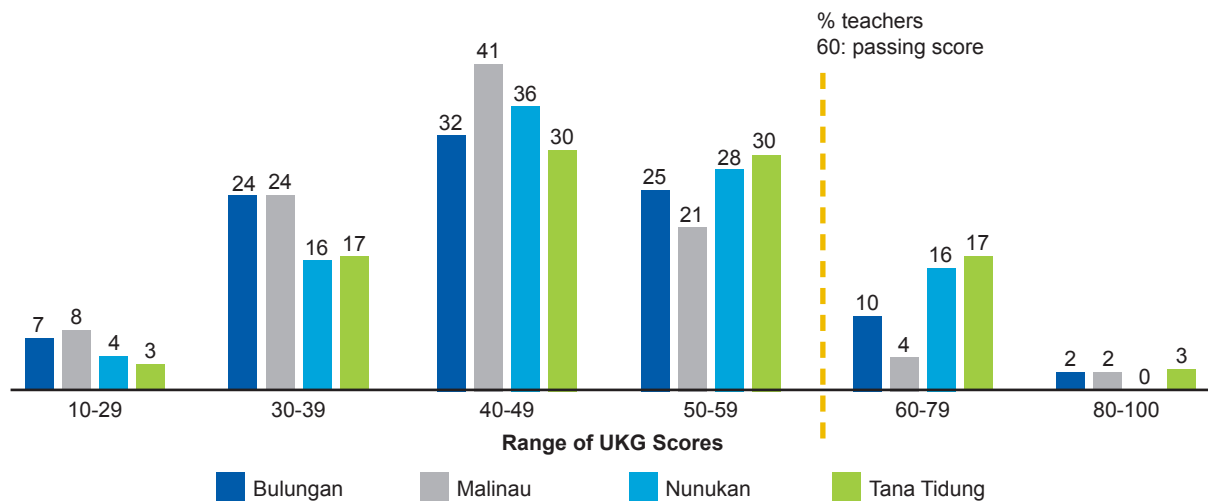
Performance on the teachers' competency test (UKG) is another indicator of quality in the districts. Most teachers scored between 30-49, below the pass mark of 60 (2016). Kaltara ranked 17th out of the 34 provinces on UKG performance that year.

Though the passing score is low overall, there is a difference between the districts on this measure. Only 4% of Malinau and 10% of Bulungan

¹⁵ Pusat Data dan Statistik Pendidikan dan Kebudayaan, (PDSPK), 2016.

teachers scored at or above the pass mark; and 73% and 56% respectively of Malinau and Bulungan teachers are in the three lowest performance bands. By contrast 44% of Nunukan and 47% of Tana Tidung teachers scored from 50 upwards.

Chart 2: Distribution of teachers on UKG scores



Equity and distribution of teachers. The measure used to assess adequacy of supply of teachers to students is the ratio of teachers to class (*rombel*) — as opposed to teacher/student ratio. This is appropriate for areas with scattered populations and difficult terrain, where the student numbers sizes may be smaller than the standard, but schools are needed for access.

On this measure the performance of the districts on equal distribution of teachers is uniformly high. Table 10 compares distribution by location. The distribution is broadly even as between the three kinds of location, remote, rural and town-based.

Table 10: Distribution of teachers by classroom

District	Classroom teacher ratio : classroom group (<i>rombel</i>)		
	Remote	Rural	Town
Bulungan	0.9	1.1	1.1
Malinau	0.9	1.1	1.0
Nunukan	1.1	1.1	1.1
Tana Tidung	1.4	1.3	1.1

Table 10 also shows the efficiency of teacher supply in the districts, with little teacher surplus on the teacher-class ratio. Further analysis of class size by location would reveal whether efficiencies could still be made in teacher supply.

Another measure of equity is the distribution of teachers by employment status. Data Dapodik shows that there is a disparity between the provisions of PNS class teachers to remote schools, compared with town schools:

Table 11: Distribution of PNS teachers by classroom location

District	PNS classroom teacher ratio : classroom group		
	Remote	Rural	Town
Bulungan	0.7	0.8	0.9
Malinau	0.6	0.9	0.9
Nunukan	0.7	0.7	0.7
Tana Tidung	1.2	1.2	1.1

Malinau and Nunukan with the high proportion of remote schools unsurprisingly have the highest disparity. However in these two cases there is not an overallocation of PNS teachers to the towns or rural areas and the district governments have funded contract teachers to meet the gap in PNS distribution. When both the numbers of PNS and district hired contract teachers are combined the ratio of teachers to classes in all locations is still below 1 except in Tana Tidung. Some school hire teacher is necessary; however not in the proportions shown in Table 12 which perhaps indicate inefficient use of the school operational grant.

Table 12: Proportions of school hired teachers by location

District	Distribution of school hired teachers by location (%)					
	Remote		Rural		Town	
	Other	School hire	Other	School hire	Other	School hire
Bulungan	80	20	77	23	76	24
Malinau	77	23	80	20	78	22
Nunukan	57	43	65	35	71	29
Tana Tidung	79	21	86	14	92	8

Another indicator of the extent of equity is the distribution of qualified principals. Across the Kaltara districts remote regions are least well supplied; but the disparity with rural areas is not too stark, as can be seen in Table 13. Malinau has the lowest proportion of qualified principals in remote areas.

Table 13: Distribution of qualified principals by location

District	Region	S1/S2
Bulungan	Remote	67
	Rural	82
	Town	90
Malinau	Remote	53
	Rural	71
	Town	100
Nunukan	Remote	80
	Rural	83
	Town	92
Tana Tidung	Remote	67
	Rural	59
	Town	100

The supply of pengawas is an indicator of the quality of support for schools. Teachers look well served by the ratio of pengawas to schools, less than 1:10. Tana Tidung is particularly well supplied given its small number of relatively accessible schools.

Table 14: Ratio of pengawas to schools by district

District	No. of Pengawas	No. of SD	Ratio Pengawas: SD
Kab. Bulungan	17	137	1: 8
Kab. Malinau	12	105	1: 9
Kab. Nunukan	25	132	1: 5
Kab. Tana Tidung	8	27	1: 4

However, perceptions of the adequacy of pengawas visitations varied across districts. Responses from classroom teachers from the schools visited indicate this variation:

Table 15: Perceptions of teachers in schools visited of the frequency of pengawas visits to their classroom

District	% Teachers responses						Total
	Never	Last week	Two weeks ago	Last month	Last year	Don't know	
Bulungan	11.1	0.0	0.0	88.9	0.0	0.0	9
Malinau	50.0	0.0	12.5	12.5	25.0	0.0	8
Tana Tidung	16.7	33.3	0.0	50.0	0.0	0.0	6
Nunukan	30.0	10.0	0.0	10.0	0.0	40.0	10
Total	27.3	12.1	3.0	39.4	6.1	12.1	33

Occurrence of pengawas visits is particularly low in remote regions, according to stakeholders in the problem analysis workshops. There is allocation for pengawas visits in the APBD of each district, but according to pengawas interviewed, distance and difficult terrain requires journeys of several days' duration, accommodation for which has to be funded from pengawas' own pockets.

In conclusion, it could be that the education provision across the four districts shows uniform management capacity in respect of both equity and efficiency. Part of this management capacity is prioritising an adequate remote schools' incentive, reaching the target teachers. Efficiency is evident in the teacher class ratio, mostly one to one. There is no clear pattern in respect of quality as measured by educators with the S1; but the situation of Malinau with the lowest number of both qualified teachers and principals is an area needing policy action. It may also explain why Malinau has the lowest score on the teachers' competency test. In this wealthy province, both the education budget and the non-wage budget for quality improvement—particularly the latter—are low in all districts. The Kaltara districts are however exceptional in their commitment to supplementing schools' operation through the Bos daerah, which opens up considerable opportunity at the school level for effective use for learning quality improvement.

Section 4: The condition of learning

INTRODUCTION

In this section we look at the condition of learning against the competency framework of the 2013 curriculum and the literacy skills tested at Year 4 by the Asesmen Kinerja Siswa Indonesia (AKSI). The analysis draws on two principal sources of information: the observations of Year 2 classroom teaching and Year 1-6 class teachers' statements about the literacy attainment of their students.

With one school visited per district, the scope of this short RPSA did not extend to comparing districts on conditions of learning, even though the schools were selected as typical by district authorities. Rather the teaching seemed to exhibit a template of practice which may indicate a commonality of approach in Year 2 classes across Kaltara. For this reason and to retain anonymity the schools will not be referred to by their district location in this discussion.

NATIONAL EXPECTATIONS OF LITERACY AT YEAR 4 LEVEL

The constructs of reading literacy attainment in AKSI are modelled on international tests such as the Programme for International Student Assessment (PISA) and Progress in International Reading Literacy Study (PIRLS).

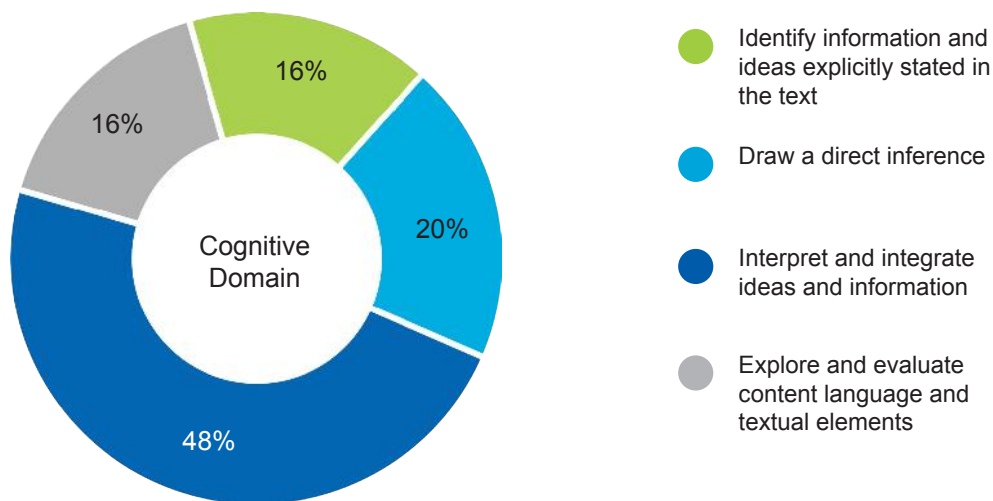
The Year 4 description of proficiency in reading literacy in PIRLS is: "the ability to construct meaning from texts and to apply what is read. Readers read to learn"¹⁶ AKSI identifies four levels of comprehension of increasing complexity required to meet the PIRLS definition of reading literacy and the test items based on it:

1. retrieval of explicit information
2. drawing inferences from implicit meaning
3. interpreting and integrating ideas and information across a text
4. reflecting on and evaluating the content language and structural elements of a text.

¹⁶ Mullis, Ina V.S. Michael O. Martin, and Marian Sainsbury, 2016. PIRLS 2016 Assessment Framework

Nearly 50% of the focus of the Year 4 INAP test is *interpreting and integrating ideas and information across a text*, as can be seen from the INAP graphic.

Chart 3: The comprehension skills composition of the AKSI test



The 2013 curriculum (K-13) is structured around the twin pillars of understanding and the application of understanding: knowledge and skills. These are the two Core competencies (*Kompetensi Inti*) for Bahasa Indonesia for the primary level. They are shown in Table 16.

Table 16: Bahasa Indonesia Core Competencies in the 2013 Curriculum

Years 1-4		Years 5-6	
Knowledge	Skill	Knowledge	Skill
Can understand factual knowledge through observing, listening, seeing, reading and questioning, based on inquiry ...	Can present factual knowledge in clear, and logical language, aesthetically produced	Can understand factual knowledge and conceptual knowledge through observing questioning and experimenting based on inquiry	Can present factual and conceptual knowledge in clear, systematic logical and critical language logical language, aesthetically produced

The curriculum is also explicitly based on an inquiry model of learning. Questioning and curiosity, clear and logical thinking are capabilities that underpin inquiry, enabled through training the skills of seeing, hearing, observing and reading from Year 1. This integration of reasoning skills into Bahasa Indonesia literacy assumes for this curriculum area the main role in the development of students' comprehension skills across the whole curriculum. It is a well founded assumption: literacy levels are correlated with performance in other subjects, locally illustrated for example in the findings of the AKSI test for NTB in relation to science.¹⁷

¹⁷ Nugroho, D, SKurniawati and D Suryadarma 2017. Indonesian National Assessment Program (INAP) Nusa Tenggara Barat 2016: What NTB students know and how the government, schools, teachers and parents support them.

LEARNING PERFORMANCE IN KALTARA

AKSI compares provinces on assessment results. Although all districts participated, schools were not sampled in sufficient numbers to return a district average on performance. The average score on reading literacy for Kaltara was 37.6, two points below the national level. Girls' scores were 4 points higher than boys' on average. The average score in Maths was 29.1 lower than the national performance, by a similar amount as reading; and in Science 34.1, the same as the national result.¹⁸

Neither the province nor the districts have any system for assessing learning results at earlier grades. The only national survey in which Kalimantan participated at this level was the early grades reading assessment (EGRA) conducted by USAID in 2014; but in which Kalimantan as a region was grouped with Sulawesi. The percentage of Kalimantan-Sulawesi children reading with comprehension in Year 2 was 28%; low, but slightly higher than the national result.

Thus the reading literacy situation in North Kalimantan through primary up to Year 4, looks as if it is low and nationally representative, and therefore useful beyond Kaltara to seek to understand how these results in reading comprehension come about.

INTERPRETING LITERACY LEARNING PERFORMANCE THROUGH PRACTICE IN KALTARA SCHOOLS.

The following discussion considers the kinds of skills constituting being able to read: mastery of the basic coding system of sounds into letters; and understanding the meaning of what is read. While the first is a pre-requisite of the second, these two skills should not be taught in any linear sequence. Comprehension needs to be a focus of learning to read from the outset if children are to acquire the ability to read to learn.

The appraisal of twelve randomly chosen Year 2 students for oral reading used a passage from the 2014 EGRA test and its comprehension questions. The following are the results.

¹⁸ INOVASI analysis of Kaltara AKSI results. 6/11/2017.

Table 17: Year 2 Students' results on random testing of reading (12 students)

Able to read fluently and answer all questions correctly	5
Able to decode and answer most questions	3
Not able to decode	4

There was a large variation in the Year 2 teachers' estimates of how many of their students could not read at the end of Year 2. In two schools the estimate was between 3-8%; and in the two others, 15-28%. The two children who could not decode also came from two schools. This may indicate reading performance varies according to the school. That possibility was strengthened by a difference observed between decoding methods used by the students over the schools. In one of the two schools where most could not decode, the children first linked letters by their letter names, then sounded the syllable, then finally the word. By the end of this tortuous method they had forgotten how the sentence began. In contrast the school where all the students were fluent and comprehending, they used a method teachers said was taken from a Quranic approach (IQRA) to learning to read, where the alphabetic unit for "sounding out" is not a single sound-letter relationship but syllable comprised of a consonant and a vowel; with a transition right at the beginning of learning the code to forming words and then simple, meaningful sentences, such as:

sa ya sa ma ma ya

This school had made (excerpted) their own teaching resource to support this system.

In the Year 2 teaching observed, however, with one important exception, there seemed to be a very limited understanding of teaching reading as the ability to construct meaning from texts. (For the exception, see Section 5: Positive Deviance.)

In the other three classes observed teaching reading in fact seemed to have ceased and Bahasa Indonesia classes were lessons for completing exercises from the board or text. From the uniformity of the process there seemed to be a template for teaching Bahasa Indonesia in Year 2, structured like this:

- The teacher reads several sentences out aloud
- The teacher writes parts of the sentences on the board for the students to complete
- For three quarters of the time, the students sit in silence copying the sentences from the board
- Meanwhile the teacher sits or stands at the teacher's desk
- No student receives any help.

None of the strategies of the 2013 curriculum for Bahasa Indonesia were used. There was no consolidation of basic decoding skills through attention to spelling, punctuation or syntactic features. There was no exploration of experiences and ideas connected with the text through speaking, listening, reading and writing. There was no shared reading to engage the children, to explore meaning through text features and vocabulary, or to elicit ideas and critical reflections on the text.

In addition, there was a very low base of what one group of stakeholders usefully referred to as management of the teaching and learning process.

In particular teachers did not check individual understanding. There were no inclusion efforts made for individuals who obviously could not embark on the work assigned; and no attempt to make the learning interesting through engaging texts or resources.

Table 18 records the strategies used by the teachers against the classroom observation checklist used, which also drew on the USAID 2014 SSME/EGRA survey. Out of the total number there were a maximum of four were used and these were the least engaging of students' participation.

It is probable that neither these teachers nor those in the higher grades in the schools visited have any knowledge about how to teach for comprehension. It is not identified as requiring a methodology in the Bahasa Indonesia training in the PGSD. Only three of the 33 teachers interviewed had ever received any training in teaching reading and it is unclear whether this was for decoding skills for reading for meaning.

Table 18: observed practice in three Year 2 Bahasa Indonesia classes

The four skills in K-13		Content areas for teaching Bahasa Indonesia			
Reading	1	Focus on letters	Listening	17	Listening to sounds and words
	2	Study vocabulary		18	Listening to a story or a reading
	3	Read aloud (individual, shared)		19	Listening to an informational or instructional text
	4	Read again			
Writing	5	Writing letters, words, sentences	Speaking	20	Students present information
	6	Dictation		21	Students discuss
	7	Grammar		22	Students play communication games
	8	Creative writing		23	Students express their opinion
	9	COPYING		24	Students ask questions
Processes for teaching Bahasa Indonesia					
Support understanding	10	Teachers ask questions about the content of the text	Monitor students understanding	25	Correct oral and written answers
	11	Predict		26	Students recount/re-tell a story Siswa diminta menceritakan kembali
	12	Repeat an explanation		27	Students draw conclusions
	13	Elaborate on an explanation			
	14	Demonstrate			
	15	Students interpret the meaning of a text through role play or drama			
	16	Students interpret the meaning of a text through drawing			
Total: Strategies for teaching literacy			Number and type of strategies used by Year teachers 2 in classes observed (highlighted)		

The consequences of not teaching reading as comprehension

The Year 2 teachers observed seemed to assume that after Year 1, teaching reading ceases. The consequences of this assumption may be inferred from the lack of development of students' comprehension skills, as indicated by their teachers' statements. All Year 6 teachers interviewed said in qualified ways that their students could understand what they read. But their answers to the question of the greatest difficulty students faced, show that their students do not have the constituent skills of reading, benchmarked in international scales for an earlier level than Year 6.

Table 19: Teachers analysis of student performance on BI K-2013 competencies.

K-2013 Bahasa Indonesia Core Competency	Bulungan	Tana Tidung	Malinau	Nunukan
Factual and conceptual understanding through observing questioning and experimenting, based on inquiry	Year 6 student capability reported by teachers			
	Students are able to understand the literal meaning	The majority are able to understand conceptual reading for example when we ask them to develop a text reporting a journey or activity	The majority are able to understand a reading from a book or a report or another kind of article.	Around 60% are able to understand examples, reports, and science explanations
	Greatest difficulty faced by Year 6 students as reported by teachers			
	Recounting what they have read or listened to or what the teacher has narrated to them	In general, the main problem that students face in retrieving meaning from a long text is that they are not able to understand the content of the reading	Not enough practice in of reading so that in Class 6 there are still students who are not fluent readers and so have difficulty getting the meaning from a reading.	Seeing the relationships between concepts in a text

In view of the higher level comprehension skills assessed by AKSI at Year 4—interpretation, evaluation, integration — of particular interest is the answer of Year 4 teachers on the Year 4 competency with which students have the greatest difficulty: This is Competency 1.2: *Examine the relationships between concepts in a text (Mencermati keterhubungan antar gagasan yang didapat dari teks)*; a skill fundamental to the first in the AKSI sequence of interpretative skills.

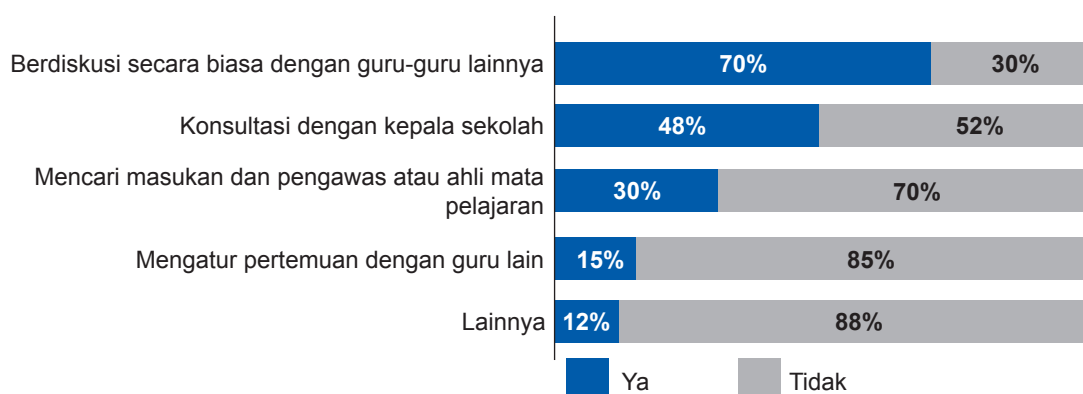
THE ROLE OF THE PRINCIPAL IN SUPPORTING LEARNING

Undoubtedly, the most striking finding of the RPSA study was this style of teachers' operation in Kaltara classrooms; and raises the question as to what role principals play in this outcome, who in Indonesia's competency standards, are meant to provide academic supervision of teachers.

Most of the data on the principal's leadership comes from teachers' interviews at the schools visited. However, unlike the teaching observed, the responses of teachers relating to the school environment vary widely as between the schools when it comes to the principal's role. This indicates that individual leadership varies widely; and that no connection can be made between the school case and characteristics of principals in the district known from quantitative data. Nevertheless the school data is useful to indicate the existence of that behaviour range in these "typical schools". It is supplemented from other district sources on principals.

An interview response from most teachers is that the principal is not the first person they turn to, when they have a problem with their teaching. The majority of teachers (70%) choose to discuss problems with other teachers in school. Forty-eight per cent of teachers consult the principal. Forty-eight per cent of teachers consult the principal. Forty-eight per cent of teachers consult the principal.

Chart 4. Teachers' source of advice on teaching



There was great variation among the teachers interviewed as to the frequency of academic supervision, with majorities in the different schools responding across the range from never to weekly.

Table 20: Frequency of conduct of supervision by principals according to teachers interviewed

Schools (1 per district)	Distribution of respondents about the frequency of principals monitoring teacher teaching (%)							Total
	Never	Once a year	Once in six months	Once in 2-3 months	Once a month	Once a week	Daily	
1	0.0	0.0	22.2	0.0	11.1	33.3	33.3	9
2	87.5	0.0	0.0	0.0	12.5	0.0	0.0	8
3	0.0	0.0	83.3	0.0	0.0	0.0	16.7	6
4	0.0	10.0	60.0	10.0	10.0	10.0	0.0	10
Total	21.2	3.0	33.3	3.0	6.1	3.0	3.0	33

The teachers also responded on two other variables relating to matters for which the principal would set direction and which are relevant to learning. One is the frequency of meeting with parents on children's learning.

Again there is significant variation across the schools, with a majority of teachers in two schools reporting the optimal case, talking with parents when needed, but a majority in one school reporting that no meeting ever took place, not even for the dissemination of reports.

Table 21: Occasions of meeting with parents according to teachers interviewed

Schools (1 per district)	Distribution of respondents about when teacher meet parents to discuss children's academic progress (%)					Total
	Never	At the beginning of school year	Whenever the teacher thinks that it is necessary to speak to parents	When school reports are given to parents	(2) & (3)	
	(0)	(1)	(2)	(3)		
1	0.0	0.0	55.6	11.1	33.3	9
2	62.5	12.5	12.5	12.5	0.0	8
3	0.0	0.0	16.7	50.0	33.3	6
4	20.0	10.0	50.0	10.0	10.0	10
Total	21.2	6.1	36.4	18.2	18.2	33

The school that has the least contact with parents also has the highest number of teachers reporting more than 10% of students absent during the planting and harvesting season. It could be that the absenteeism is a result of school's lack of outreach; or conversely, the farming lifestyle and outlook making it much more challenging for the school to connect with parents. Which ever is the case student missing school to go with their parents (for agriculture or in the case of boys to go hunting with their father) was a dominant theme in consultations with all stakeholders. In this particular table the data shows it is a problem for all except one of the schools.

Table 22: Student absenteeism during planting and harvesting according to teachers interviewed

School (1 per district)	Distribution of respondents about the percentage of students are absent during the planting and harvesting season (%)				Total
	0 %	1-10 %	> 10%	N/A	
1	55.6	44.4	0.0	0.0	9
2	12.5	37.5	50.0	0.0	8
3	33.3	16.7	0.0	50.0	6
4	40.0	60.0	0.0	0.0	10
Total	36.4	42.4	12.1	9.1	33

The principal has control through school policy and funding over the frequency with which teachers attend KKG. Table 24 shows that the great majority of teachers attend the teachers' working group, (KKG) around once very two months — 100% in the case of one school! This is frequent enough to show that the KKG is not defunct as an organisation but not frequent enough to be a viable source of peer professional help to teachers. The likelihood is that the meetings are for administering curriculum and assessment business, rather than for sharing on teaching and learning.

While no generalisation can be drawn about the type of principalship from this tiny sample of schools, it is nevertheless noteworthy that the school with the most positive teacher reporting about the principal -- on academic visits, meetings with parents and the attendance at KKG (School 1) -- was the school of one of the principals identified by the district Dinas Pendidikan as outstanding for her support of learning.

In direct contrast, the school where the principal never visited classes, according to 87% of teachers, was the school where the Year 2 (newly graduated) teacher sat at her desk for the whole time children wrote from the board—a practice that does not required capability for academic supervision to correct, only a principal or another teacher to come into her classes.

Table 23: Frequency of attendance at KKG meetings accoding to teachers interviewed

School (1 per district)	Distribution of respondents about the frequency of teachers attending at KKG meetings (%)				Total
	Never	Twice a month	Once a month	Once in two or more months	
1	0.0	22.2	33.3	44.4	9
2	87.5	0.0	0.0	12.5	8
3	33.3	0.0	0.0	66.7	6
4	0.0	0.0	0.0	100.0	10
Total	27.3	6.1	9.1	57.6	33

In conclusion, the Grade 2 teaching template described above, the most salient issue found the RPSA, seems to exceed available environmental explanations for it. It is as if these schools had never been touched by the school based management MBS/ PAKEM national policy from the late 1990s. It may well be that Kalimantan as a region missed out on the donor programs that disseminated that child friendly school approach.

Nor does the cause lie in the quality of teachers in the schools visited, insofar as this is evidenced by educational status. Of the 33 teachers overall, 90% were qualified S1. Their access to KKG is good in some cases; better in other cases than in some other regions. The teachers' interviews also indicate that their school leadership, while not strong technically, is on balance meeting basic requirements— with the exception perhaps in regard to the problem of student absenteeism.

It may be that the whole concept of teaching for comprehension is unfamiliar, that learning to read is assumed to have happened by Year 1 when children can sound out words with reasonable rapidity.

It is also striking how the performance requirements of children in early grades resembles the one-word response required by the Year 6 end-of-school exam through its multiple choice format: find the right word to finish the sentence, complete the word begun by the teacher. In the present assessment system teachers are not working to any expected demonstration by students of ability during early grades; let alone any demonstration of ability to communicate ideas in extended speech or writing. The system in place is a good preparation for the end of the school exam five years later.

Comprehension skills have not so far been part of the national discourse in regard the quality of Bahasa Indonesia taught in schools, but with the advent of AKSI that may change. The challenge will be that having recognised the inadequacy of such a pedagogy and assessment system for reasoning and higher order skills, to mobilise sufficient recognition of the value of the AKSI goals to outweigh current performance as an acceptable outcome of primary education.

Section 5: Positive Deviance

An aim of the RPSA was to find opportunities for improving learning in primary education. INOVASI seeks opportunities of a particular kind: practices which make some teachers, schools and policies work better than others in similar contexts.. The RPSA found some strong cases of this positive deviance at all these levels across the districts, and they are presented here to lead into thinking in Section 6 about how these strengths could be built upon.



Key government stakeholders in North Kalimantan contributed their perspectives to the RPSA

THE DEVIANT LESSON

An important exception to the Year 2 practice described in Section 4 was found in one school. In this reading class, the teacher's whole approach was designed to strengthen children's understanding of the text that formed the focus of the lesson; to engage with it and think about its implications for their experience of the world.

She did this by firstly selecting an affective text (*Pohon Menangis* — The Tree that Cried). This in itself was an innovation. The other early grades texts sighted on the school visits were heavy with social and moral instruction, as part of the character development intentions of 2013 curriculum. This teacher managed to combine a moral message about caring for the environment with engaging children empathetically through the simple text she chose.

Box 1: Contrasting early grades texts for reading

The tree that cried

Sounds like someone's crying!
Oh! It's the tree that's crying.
Why is it crying?
Its leaves have been picked
until it's all bald.
That tree often gets rubbish thrown around it.
So Abu watered the tree.
Good on you Abu!

Conventional Grade 1 reading text

I look after my body
I clean the parts of my body
I wash every day
I wash in the morning
I wash in the evening
I wash with soap
My body is clean
My body is healthy

The teacher had written the text on the board to centre the attention of the whole class on it, in much the same way that a big book is used in shared reading. Before she began to read the text she asked children predictive questions about its content, talking about its title and the

meaning of the text before reading, asking questions such as: How could a tree cry? Have you ever seen a tree cry? In this way she made the links between children's own experience of the world and the "book", which helps prepare students for the different language of books. She read the text expressively to the children, and then went back over it line by line to ensure the children understood each part. When the reading was finished she developed a sequence of activities around the theme which kept children mentally active for the rest of the lesson.

The classroom was in the model school (*sekolah inti*), very well endowed with resources, in the capital of a district, though the teacher in question had had no special training in teaching reading. From the tenor of discussion with teachers from other model schools in the RPSA workshops, there is a possibility that the practice in these schools may be different from the more typical schools sampled. KKG activity in these model schools seemed to be much more habitual than elsewhere and teachers more ready for professional conversations. This was the school where teachers had developed their own manual for teaching decoding from the IQRA model.

It may be that all the districts have a local resource of good teaching practice in these schools, which has not so far been shared with other less advantaged schools—even though such sharing was the original rationale of model schools.

The lesson was observed by a pengawas who wrote an insightful critique of it. Typically, she identified negatives, but important ones to identify, such as the missed opportunity to really develop empathy by role playing the story; to develop students' questions into a discussion; and to involve more than a couple of students in the dialogic interactions. This pengawas was not the only Dinas officer to have perceptive insights on the teaching observed. She and others from other districts were familiar with Lesson Study technique which might account for their observation skills. It would be important to explore the penetration of Lesson Study in the province, as another local pedagogical resource to draw on to help teachers improve their management of learning.

POSITIVE DEVIANCE AMONGST PRINCIPALS

During the RPSA a discussion was held with three principals selected by their Dinas as outstanding for their improvement of learning at the school. The discussion proved very generative for understanding the

potential of school principals in Kaltara, What was initially significant was how these principals had come to be identified by the Dinas as outstanding. It was on account of the reputation they had in their local community, who petitioned the Dinas to have these principals continue in their schools.

When asked to talk specifically about how they went about supporting learning, these principals never answered using the language of education; and had very great difficulty describing practices they or their teachers used to help students struggling to learn.

When I teach I try to create an enjoyable atmosphere. For example, I tell stories and the children listen full of enthusiasm without even noticing the time passing. A teacher has to know each child's personality and give them encouragement so that they learn harder. There are slow children and very slow children. A teacher needs to overcome this by individual approaches, asking listening and finding solutions, little by little giving motivation and more instruction and books to the student.

Interview with principal 21 April, Kaltara.

Co-opting parents' support for their children's attendance and study effort was how they described their support for learning. One principal described it as *metode pendekatan* (an engagement approach) and exemplified it with this narrative:.

Box 2: The vocation of a head teacher, Bulangun interview, 21/04/17

My first school took four hours to reach. We tried very hard to change learning. You don't only teach (*mengajar*), you have to educate (*mendidik*). Its character that we have to shape: discipline, responsibility — they have to be cultivated. The children in that area, in the system of culture there, parents go off to plant and the children go with them, rather than come to school. We had a roster every night (*piket malam*) to go out to their homes and check whether the children were doing their study. After a year it had results and parents realized that their children wanted to study rather than having to be ordered to.

Interview with head of SDN. 013, Tanjung Selor, Bulungan

This narrative draws attention to the baseline agenda of schooling in contexts where student participation is an achievement requiring exceptional commitment. This role is still relevant in the three districts with large numbers of hinterland and remote schools.

As seen in Section 4, student absenteeism for agrarian lifestyle reasons is still high: up to 20% in early grades, according to a majority of Malinau

teachers interviewed. Nor is it only a question of low participation—or hinterland areas. Parents interviewed even in peri-urban areas showed reluctance to be drawn into their children’s education—for example in partnering with the school in out-of-school activities to facilitate reading. The high proportion of SD mothers with only SD education (46% across Kaltara) constitutes a challenge for families’ engagement in supporting children reading, which is so important for success.

Principals’ view of their role fits a discourse about the development mission of the school, found in both Bulungan and Malinau. Principals and government officers see effective schools as those which educate the community about the *schooling* value of school—principals drawing the community into the orbit of community development: the discipline of attendance, cleanness, and learning effort. It happens also to be well aligned with the character development focus of the 2013 curriculum.

“*Metode pendekatan*” — engagement — can produce good school management for learning just as well as instructional leadership. A school-based example of it was found in the practice of a principal newly appointed to a failing school: the daily practice of welcoming teachers into her office on arrival, developing a rapport at the start of the day and ensuring teachers’ timeliness for their classes. As discussed in Section 4, on frequency of the principal’s visits to classrooms, meetings with parents, teachers’ attendance at KKG and the percentage of Year 2 students who could read, the school with the outstanding principal scored better than the three other schools, on teachers’ interview evidence.

In a district interview, the leadership of the Dinas Pendidikan in Tana Tidung challenged the idea that principals should be the main source of academic support in a school: “The school principal functions as the school manager. He/she manages the school, and should delegate the class supervision to other people.” (Interview, 8 May, 2017). In Malinau district, the Dinas head of basic education spoke of a practice in which principals—and pengawas—are often accompanied by another teacher in supervisory visits, to better support the quality of the supervision.

This is a pragmatic innovation that could be harnessed in schools where the distinctive role of the principal is perceived to be good management. The Kaltara Dinas Pendidikan in general comply with providing trained principals and appointing (some) of those who have received training. In Bulungan 69% of teachers who have received training at the Principals’ Institute have been appointed; in Malinau,

100%. But as the RPSA team was reminded in interview: “the certificate of competency is only one consideration in principals’ appointment. Other things that count are age, seniority, loyalty and discipline.” In view of the vulnerability of principals’ appointments to other factors than capacity for instructional leadership, the Kaltara innovation of instructional support shared with the school’s teachers seems a viable model of school based improvement of teaching.

In conclusion, then, it seems as the Kaltara model of the principal as an agent of engagement could be harnessed for improving learning both within the school and within the school’s community.

POSITIVE DEVIANCE IN POLICY

All of the districts have distinctive policies which have the potential to support learning improvement.

Some policies are more ramifying than others and could become vehicles for action on several fronts. The best example of this is the policy innovation in Malinau which has a whole philosophy of development around the new significance the village has acquired as a consequence of the Village Law.

This policy is known as GERDEMA: *village movement for development*. As the name suggests, the village community are the agents of development; and are sovereign. The slogan for the movement is: *dari rakyat, untuk rakyat, oleh rakyat (from the people, for the people, by the people)*. Features supporting this autonomy include the devolution of village decision making-right down to the village sub-units (RW/RT); technical support from young local civil servant facilitators for advising on expenditure and on reporting; and large village grants. In 2016, a village grant amounted to IDR 2.2 billion.

The GERDEMA movement supports three district policy priorities: education, healthy water and nutritious rice provision. Within these priorities villages can form their own priorities as to what to support. In the case of education the development of another Malinau policy provides villages with the option of supporting education across the all the subsectors.

This is the policy of *Wajib Belajar Enambelas tahun*: 16 years of compulsory education. The four extra years occur before entry into SD.

According to Bappeda, this program is not so much to enhance school readiness, but intended for character development, by having children brought under educational influences very early in their development. It is even an advantage that these pre-school years are not been seen, as they often are in more competitive contexts, as a hothouse head start to schooling. The kind of literacy development that will result in thinking skills and creativity is likely to thrive in a play-based learning settings. Moreover, the district policy of creating Saturdays a *hari keluarga* (family day) opens the possibility of programs engaging parents with children in enjoyment of books.

The GERDEMA policy was inaugurated in 2017 and villages have already developed items for education support. Sample usage of the funds supporting education at the moment are: University scholarships for local students in the field of medicine, nursing and education; and training for PAUD facilitators.

Bulungan's distinctive education policy concerns improving schools. It has two related initiatives. One is activation of Corporate Social Responsibility (CSR) for education. The district is active in operationalising National Law (No. 44) requiring private enterprise to support local communities. Around 20 local industries in Bulungan support their local school communities through this program. Support takes the form of building schools, books supply and building roads to school.

The second is Adiwiyata schools (Green and healthy schools). This is also a collaboration, in this case with the Ministry of Environment. The aim of the program is to provide models of well managed schools, with environments encouraging active learning, such as school gardens. One of the schools in this program, SD 06 is nationally known as a model of an effective school.

Tana Tidung's policy priority in education is to concentrate resources on producing several streams of excellent schools (*Sekolah unggulan*) from kindergarten to SMA level. Starting from 2018, the district will establish a stream of excellent schools, three at each level, from TK/SD through to SMA. These will be boarding schools and are completely free to parents, including personal costs. The quality will be supported by contracting skilled mentor teachers from outside the district until teaching capacity in these schools is grown. Teacher expertise is also supported by a generous scholarship program at outside universities for the S1; and for S2 courses at at Universitas Negeri Jakarta and

Gadjah Mada University. No information was available for the selection of the intake into these schools.

Concentrating the resources of this small district on excellent teaching will increase the local capacity in Kaltara more widely, if there could be collaboration between the districts for sharing the teacher know-how developed through this program as a provincial resource.

In Nunukan the district has focussed on teacher welfare, as is appropriate for a district with so large a number of remote schools. The remote allowance (*tunjungan perbatasan*) is provided to all teachers in this situation, through supplementing the national allocation. In addition, teachers receive a variety of other bonuses.

Another initiative that Nunukan stakeholders would like to develop is village libraries. These have been sought by local communities in Nunukan through *musrenbangdes* (village consultations) over several years. However, the request faces the problem of lack of capacity in the Dinas Pemberdayaan Masyarakat and Desa (DPMD) for taking administrative responsibility for this program. Nevertheless, it is highly innovative in drawing another government branch besides the Dinas Pendidikan into supporting reading at the village level; and all the more interesting for being a bottom up suggestion. Adequate supplies of accessible and interesting books are as crucial as good teaching to improving reading.

Section 6: Priority Options

The situation analysis described in previous sections, together with the challenges and opportunities it identified, was fed back to stakeholders in each district. This was done through a workshop designed for the purpose of facilitating stakeholders' own identification of the core problems, causes and possible solutions. A simplified version of the PDIA progress was used for the problem analysis workshops, in recognition of the fact that the RPSA is only an inaugural step in the process of probing root causes of complex issues; and far away from the identification and adoption of solutions that will require substantial change to work. The value of taking this step in the workshop was to discover stakeholder's initial response to the challenge of change and capture the thinking of the owners of the problems and solutions, to feed into follow up action.

The three tiers of stakeholders (system managers, principals and pengawas, and teachers) were represented in these workshops. Numbers of participants in each case were around 25. Each workshop was prepared for with a booklet of findings specific to the district.



'Results from the RPSA were fed back to key education stakeholders'

STAKEHOLDERS PRIORITY PROBLEMS AND SOLUTIONS

Table 15 represents an aggregation of stakeholders' problem analyses and preferred solutions by specialist groups across the four districts.

Table 24: Results of Stakeholders problem and solution analysis

Stakeholders	Priority problem	Preferred solution
System level (Dinas pendidikan and Bappeda)	<ul style="list-style-type: none"> • Lack of a synergized commitment to the literacy problem at the district level • Management of learning in the classroom 	<ul style="list-style-type: none"> • Training for teachers, principals and pengawas funded by the district. • Improving teachers' management of classroom teaching • School visitations to parents • Providing reading books
Pengawas level	<ul style="list-style-type: none"> • Early grade teachers don't know how to teach reading • Low capacity to read caused by teachers, principals and supervisors • Home background interfering with student motivation to learn 	<ul style="list-style-type: none"> • Training of teachers on reading through supported, quality KKG • Setting up routines of teacher-parent meetings to show children's progress • Increase funding for pengawas visitation to remote schools • Provide reading time with teacher guidance and supply of reading books according to age • Extend learning time for teachers to work with struggling learners
Principals	<ul style="list-style-type: none"> • Low interest by students in reading, caused mainly by factors the school principal can address, if collaboration with parents is possible 	<ul style="list-style-type: none"> • Establish active communication with parents • Increase supply of reading books • More effort with struggling readers • Require more interesting teaching approaches • Pay more attention paid to the discipline of the school
Teachers	<ul style="list-style-type: none"> • Students can't read mainly through deficiencies in teachers' methods and learning resources 	<ul style="list-style-type: none"> • Provide training for teachers • Facilitate teachers' use of more interesting methods and materials • Use the authority of the Camat to supervise pengawas servicing of rural and remote schools • Principals should be more active in discipline and in evaluating teachers.

The priority problems and solutions reflect the receptiveness of the stakeholders to the importance of literacy; and enthusiasm to tackle it comprehensively in the school and in the parent/community. There is ownership of the problems at each level.

Some of the solutions depend on funding such as teacher and principal training; and pengawas visitation and book supply. Given the extent of the reading problem so far unrecognised and with no funding attention attached to it so far, this is a reasonable response. Many other solutions are about behavioural change; and setting up or using existing systems local to the school through which to bring it about.

RPSA OPTIONS FOR INTERVENTIONS

From the RPSA analysis and stakeholders' framings of both problems and solutions, there are four different types of option; and they would be maximised technically, culturally and politically, if they were combined into one contextualised framework for supporting improved learning.

Option 1.

This is to address the main problem in the teaching of reading, that is to say, the problem of teaching for comprehension.

As indicated it is likely that the skills of teaching early reading for comprehension exist in some of the well supported model schools. Such teachers could be identified by follow up research and made a cadre of reading experts to support teaching for comprehension in the selected district. A starting point in such identification could be locating the schools where students performed well on AKSI.

Their initial task would be the development, supported by with technical assistance, of a handbook for implementing the Years 1-4 of the 2013 curriculum accessibly for teachers who have no skills in the teaching of reading. Then they would become mentor teachers to train classroom teachers in the schools selected for intervention.

Focussing on a skills-based guide to the implementation of the 2013 curriculum could help engage the Ministry in the pilot. The guide would identify for teachers the grade level skills and how to teach for those skills that lead to the cognitive capacities assessed in the AKSI tests in Year 4.

With improved performance on AKSI as an objective, the province also has reasons for engagement and a mandate for interaction with districts.

Stakeholders also recognize that the problem of reading is not one with a single solution. Besides teaching methodology, the predominant theme in stakeholder analysis of the learning problem is effective school management by principals, particularly of engagement with parents.

Option 2.

This is to develop a model of school leadership centred on partnership between the village/lurah community and the school.

This option would be based on the kind of engagement with the students and their families that both Dinas and the community have identified as expressing commitment to students' interests and which commands community respect. These leadership qualities do not depend on the capacity for technical leadership, which is difficult to attain to in the context and which cannot be relied on to be the basis of principal appointment. By contrast, bupati are likely to support a community development kind of leadership because it strengthens their support base in the community. Exemplars of such principals on which to build models of exemplary practice could be found through community and Dinas consultations.

The characteristic practices of the exemplar principals could be systematised into a panduan setting out district expectations of principals' routines. Such a panduan would identify in a contextually relevant way the particular accountabilities of the school to students, parents and the district government, besides their administrative accountabilities to the Dinas Pendidikan, turning to children's advantage the electoral basis of the relationship that exists between the bupati and school heads they appoint. As well as others, these routines might include the practices identified as commanding respect during the RPSA as well as others, for example:

- meeting parents of each grade at the start of the semester to tell them what they child should be able to do by the end of the semester and simple suggestions from teachers as to how parents can help their children with this learning
- meetings with parents in their homes during the school year to advocate support for the child's participation at school and learning

- weekly staff meeting where class teachers' report to the principal on the week's attendance and condition/performance of the students; and programs of home visits as follow-up
- morning greetings of staff individually by the principal and daily walk-throughs in every class
- appointment of a senior teacher academic supervisor responsible for accompanying the principal on academic supervision visitations to classrooms and for new teacher induction.
- An end of semester assessment day where the principal convenes the parents and village leaders to report student results and intended follow up. The form of this reporting would be for local stakeholders to determine but options for making it an occasion for demonstrating learning could be advocated with the schools (eg. allowing parents to see if their child can perform at the level they should have acquired. As well as helping to develop a teaching focus on the individual, this practice would help address pressure on principals for automatic promotion of their students).

Option 3.

The GERDEMA model brings power, funds and technical support to the community side of the community-school equation. In this partnership the elected leadership of the village would engage with the leadership of the school in the development of a supported school policy around learning and literacy improvement for all.

This option would be to draw on the GERDEMA model to mobilize the village to become partners with the school for literacy improvement. Two elements would be central to this partnership.

One would be the role of the village leadership in monitoring children's progress, to enable the village to support the school, where it can, to remove such barriers.

This local community appraisal of learning may be an alternative to the continuing absence of learning assessment in the local education system; with its consequence of school unaccountability. It may be sufficient to motivate both principal and teachers to make tracking students' progress central to school routines. The RSPA found evidence that parents do evaluate the quality of the school. In one case the enrolment of Year 1 had been reduced to five students because parents had removed their children from a school "which had no program for them". The RPSA found that community pressure can stop an effective

principal being moved; and it can also cause the Dinas to appoint an effective individual to a failing school.

The second element would be the inclusion of the local school in funded village plans for improving education outcomes for its community, one of the pillars of GERDEMA action. Technical support to village planning and prioritisation can bring well evidenced measures that support literacy to leaders' attention. These may be such actions as an adequate supply of story books for children's engagement with reading material in the community library, and locally supported campaigns and regulations making a new norm of the value of children learning at school.

Village engagement with education could be adapted by other districts besides Malinau. Some of the features essential to the effectiveness of a village leadership partnership with schools for learning do not depend on the elaborated GERDEMA model but are inherent in the enhanced authority and funding of the village that is a result of the Village Law. Villages have money. Besides the village fund (ADD), funding to the villages through the 10% of APBD is compulsory. The authority of the village leader derives from election and as such is the only counterweight in the community of the school to the influence of the bupati. Village support is indispensable to the bupati for his/her electoral influence. The value add of the GERDEMA model is the technical assistance provided to the villages for the use of their funds and the elaboration of village development along particular priorities as district policy.

Option 4.

The final option is the combination of these three previous options into one intervention, each sub-option targeting a level essential to success for an undertaking concerned with the transformation of learning: classroom level (technical) school level (leadership, management and accountability) and district governance level (policy and incentive).

RECOMMENDATION

Option 4 is the RPSA's preferred option. The reasons are that improved capacity for teaching comprehension (Option 1) is not sufficient in itself for teachers to adopt it as sustained practice; nor does it change the attitude of families to their children's participation in schooling, which is necessary for sustained learning. Community-engaged school

leadership (Option 2) which impacts on the behaviour of both families and teachers is necessary for both. However, to establish the practice of supplying effective principals, the political economy generated by bupati's control over principals needs itself to be moderated by the bupati's own electoral incentive —support by the district's village communities, which have invested community funds and aspirations in their school (Option 3). Annex 1 describes an outline design for Option 4.

Implications of the options for district selection

The implication of Option 4 is that Malinau should be selected as one of INOVASI's districts. It will be necessary to work with the GERDEMA model to make it the vehicle for an integrated improvement to children's learning in primary school. This development of the model would need to be done in collaboration with the government of Malinau.

Strategically INOVASI should work in Bulungan as well. Bulungan is the district that has led the most developed model of school leadership which is necessary to complete the Gerdema approach to improved schooling. It is the only district with established partnerships with other actors for developing well managed schools. Pragmatically Bulungan is necessary. INOVASI needs to establish a strong partnership with the province, which is situated in the capital of Bulungan, Tanjung Selor. It will be difficult politically and logistically to work with the province and with Malinau without also involving Bulungan district. The proximity of Bulungan's schools to the provincial Dinas Pendidikan gives the Dinas an opportunity to take an active part in the interventions and pilots that INOVASI will develop. Bulungan's accessibility to Tarakan will also make possible the more frequent and active involvement of two important possible partners in the intervention (as outlined in Annex 4): the Ministry of Education in developments and experimentation in Kaltara schools; and the University of Borneo, located in Tarakan, as a source of technical expertise.

Annexes

ANNEX 1: OUTLINE DESIGN OF PREFERRED OPTION

GERSISMA (*Gerakan siswa maju*) is a pilot program to improve the teaching and learning of comprehension skills through a community-school partnership

The pilot would consist of a school-based program to improve Bahasa Indonesia teaching in Years 1-6; the school's management of students' participation in learning; and the community's investment in the school's performance in all students learning. Specifically, it would entail the following:

1. Implementation in pilot schools of a locally developed practice manual for teaching reading to meet the comprehension objectives of the kompetensi inti and dasar of BI. Activities chosen for this practice manual would themselves be guided by AKSI skills descriptors for each year from Years 1-4
2. Implementation in pilot schools of local guidance for school principals in community oriented school management
3. Implementation of a village plan to support the school in students' progress through community resources and action
4. District adoption of literacy development within the framework of village development policy . The pilot would therefore move on three parallel fronts: (1) the teaching level (2) the school level; the (3) political and policy level.
5. Evaluation of all components: (a) extended capacity for teaching comprehension, (b) learning outcomes, (c) community expectations from school for their students' learning, (d) principals' leadership model, (e) village funding and policy support for schools, (f) district policy in support of learning improvement as village development (g) Kaltara policy on AKSI attainment, (h) impact on AKSI program and other relevant units of MoEC

Below is the itemisation of the design elements in chronological sequence

Sequence of steps in the GERSISMA design

no	Components	July – December 2017	January- May 2018	July- December 2018	January- May 2019	July- December 2019
1	Teaching for comprehension					
1.1	Support for Puspendik for Aksi Kaltara results and standout items in student teacher and principal surveys; for identification of salient issues to be addressed in teaching comprehension					
1.2	Support for Puspendik for the development of grade level descriptors of comprehension skills leading to AKSI year 4 test.					
1.3	Selection of skilled reading teachers nominated by the Dinas. A final selection of a cadre of teachers of those nominated, on the basis of a classroom observation; followed by their secondment manual developers and mentor teachers in the target schools					
1.4	Development of an activities manual for teachers of BI Years 1-4, supported by technical assistance from INOVASI. The manual would be informed by the K-13 competencies AKSI analysis, year level descriptors and would target teachers with no experience of teaching reading					
1.5	Simultaneous selection of (3) clusters of pilot schools (total around 15) based on the criteria of reformist village heads and community approbation of the principal (Selection could be stratified to include a town rural and remote cluster)					
1.6	Training of target teachers in pilot schools					
1.7	Baseline of Year 2 and Year 4 students (AKSI test) the target schools					
1.8	Implementation in target schools in second semester of school year.					
1.9	District training by mentor teachers of KKG heads and FKIP BI lecturers from Universitas Borneo as trainers for primary teachers in schools in other subdistricts					
1.10	Mentored and monitored implementation in schools in other subdistricts					
1.11	Endline assessment of improvement on AKSI scores					

no	Components	July – December 2017	January- May 2018	July- December 2018	January- May 2019	July- December 2019
2	Implementation of community oriented school management by school principals					
2.1	Initial analysis of the difference between good and poor schools on Kaltara AKSI results (If necessary extend AKSI sampling stratified by location)					
2.2	Identification based on AKSI results supplemented by Camat and pengawas knowledge of outstanding schools					
2.3	Development by outstanding schools staff of a 'Principal's Diary' for tracking and facilitating students progress with parents and teachers; also including on best practice of outstanding principals; good practice in daily and weekly monitoring of classroom learning and the conduct of school assessment days					
2.4	Baseline of principals' daily school practice in target schools					
2.5	Training of target principals, pengawas and Dinas officers through K3S meetings led by the cadre of outstanding principals in operationalising the Principals' Diary					
2.6	Implementation of the Principals' Diary routines					
2.7	Peer monitoring of principals					

no	Components	July – December 2017	January- May 2018	July- December 2018	January- May 2019	July- December 2019
3	District adoption of literacy as village development policy					
3.1	Puspendik: Engagement of Puspendik in the pilot as teaching for attainment of AKSI skills					
3.2	District government: Advocacy with Malinau Bupati for supporting pilot for including literacy development (GERSISMA) in GERDEMA model of school development					
3.3	Targeted villages Capacity building of targeted village leadership for understanding potential role in facilitating learning and including village school-priorities in policy, planning, enterprise and expenditure					
3.4	Community meetings in target villages to raise collective awareness about learning and expectations from school, including parent preparation for the school Assessment day					
3.5	Continued technical assistance to village leadership in interaction with schools					
3.6	Kaltara government Development of a Kaltara policy group (KPG) and quarterly agenda to oversight the development of a GERSISMA intervention pilot in Malinau and track and monitor its policy implications for eventual take up at the province level and in each district. Chair: Provincial Assistant 1 (province) Head of provincial dinas, Setda/Prof. Nizam, Assistant 1 (province) Head of provincial dinas, Setda/Wakil Bupati and head of Dinas from each district.					
3.7	Technical Support for KPG development to monitor pilot program; develop strategies and co-funding with district/s of scale out; and report back to bupati and MoEC					
3.8	Implementation of KPG monitoring and development of Kaltara and district literacy policy					
	Evaluation of all components					

ANNEX 2: INFORMATION REVIEWED

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UNICEF, 2013. *State of the World's children: Children with Disability*

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ANNEX 3: KEY STAKEHOLDERS AT THE NATIONAL, PROVINCE, DISTRICT, SCHOOL AND COMMUNITY LEVELS

KEMENTERIAN PENDIDIKAN DAN KEBUDAYAAN

1	Nizam	Puspendik, Balitbang	Kepala Puspendik
2	Benny Widaryanto	Puspendik, Balitbang	Kepala Bidang Analisis dan Sistem Penilaian

PROVINSI KALIMANTAN UTARA

1	H. Udin Hianggio	Sekretariat Daerah	Wakil Gubernur
2	Sanusi	Sekretariat Daerah	Asisten Pemerintahan dan Kesra
3	Sigit Muryono	Dinas Pendidikan dan Kebudayaan	Kepala
4	Teguh Hendri Sutanto	Dinas Pendidikan dan Kebudayaan	Sekretaris Dinas
5	Sudarsono	Dinas Pendidikan dan Kebudayaan	Kasubag Perencanaan Keuangan dan BMD
6	Zainal Abidin	Dinas Pendidikan dan Kebudayaan	Kabid Pembinaan Pendidikan Khusus (PK)
7	H. Mahmuddin	Dinas Pendidikan dan Kebudayaan	Kasi Kelembagaan dan Sarpras, PK
8	Kilam Kuleh	Dinas Pendidikan dan Kebudayaan	Kasi Kurikulum dan Penilaian, PK
9	Dalfian	Dinas Pendidikan dan Kebudayaan	Kasi Peserta Didik dan Pembangunan Karakter, PK
10	Fredrick Ellia Gugkang	Bappeda & Litbang	Kepala Bappeda
11	Saharin	Bappeda & Litbang	Sekretaris Bappeda
12	Timbul Sibarani	Bappeda & Litbang	Kepala Bidang Sosbudpen
13	Marni Karim	Bappeda & Litbang	Kepala Bidang Litbang
14	Suarna	Bappeda & Litbang	Kasi Dokumentasi dan Publikasi
15	Sugiono	Dinas Sosial	Kepala Dinas
16	Ermianti	Dinas Pemberdayaan Masyarakat dan Desa	Kepala Bidang Urusan Alokasi Dana Desa
17	Nurlaila	Badan Kepegawaian Daerah	
18	Herwansyah	Dewan Pendidikan	Ketua Dewan Pendidikan

KABUPATEN BULUNGAN

1	Jamaluddin Saleh	Dinas Pendidikan dan Kebudayaan	Kepala Dinas
2	Yunus Luat	Dinas Pendidikan dan Kebudayaan	Sekretaris Dinas
3	Suparmin S.	Dinas Pendidikan dan Kebudayaan	Kabid Pembinaan Dikdas
4	Syahrial	Dinas Pendidikan dan Kebudayaan	Kasi Peserta Didik dan Pembangunan Karakter
5	Dedy Irawan	Dinas Pendidikan dan Kebudayaan	Kasi Kurikulum
6	Joel Sakai	Dinas Pendidikan dan Kebudayaan	Koordinator Pengawas SD
7	Muhammad Isnaini	Bappeda & Litbang	Kepala Bappeda
8	Iwan Sugiyanta	Bappeda & Litbang	Sekretaris Bappeda

KABUPATEN BULUNGAN (LANJUTAN)

9	Abdul Basit	Bappeda & Litbang	Kepala Bidang PPM
10	M. Zakaria	Bappeda & Litbang	Kepala Bidang Litbang
11	Elvira	Bappeda & Litbang	Kasubid Inovasi, Penelitian dan Pengembangan
12	Hanafiah	Dinas Pemberdayaan Masyarakat dan Desa (DPMD)	Kepala Bidang Pemerintah Desa
13	Joel Sakai	Dinas Pendidikan dan Kebudayaan Kabupaten Bulungan	Koordinator Pengawas SD
14	Martiana	SDN 006 Tanjung Selor	Kepala Sekolah
15	Andari Ningsih	SDN 001 Tanjung Selor	Kepala Sekolah
16	Rusminah	SDN 001 Tanjung Palas	Kepala Sekolah
17	Warsiyah	SDN 013 Tanjung Palas	Kepala Sekolah
18	Jumiati	SDN 001 Tanjung Palas	Guru

KABUPATEN MALINAU

1	Ernes Silvanus	Sekretariat Daerah	Asisten II Pembangunan dan Kesra
2	Esli Paris	Dinas Pendidikan	Kepala Dinas
3	FX Brata Pujisusila	Dinas Pendidikan	Kabid Dikdas
4	Dardimansyah	Bappeda & Litbang	Kabid Sosbud
5	Kristian	Bappeda & Litbang	Kepala Bappeda
6	Victor Labiran	Bappeda & Litbang	Kabid Litbang
7	Idum	Dinas Pendidikan	Pengawas SD
8	Riduansyah	Dinas Pendidikan	Pengawas SD
9	Yuliharyati	Dinas Pemberdayaan Masyarakat dan Desa	-
10	Maruli	SDN 001 Malinau Barat	Kepala Sekolah
11	Muji Waluya	SDN 001 Malinau Barat	Guru
12	Paris Yuyou	Kantor Desa Sesua	Kepala Desa
13	Darsom	Kantor Desa Sesua	Ketua RT
14	Dwi MS	PKM Sesua	Bidan

KABUPATEN TANA TIDUNG

1	Jafar Sidik	Dinas Pendidikan	Kepala Dinas
2	Gunawan Sutanto	Dinas Pendidikan	Kasi Kurikulum SD
3	Martha	Dinas Pendidikan	Pengawas
4	Siti Khodijah	Dinas Pendidikan	Kabid Sosial
5	Mansyur	Dinas Pendidikan	Kabid PNFI
6	Ibau Elisa	Dinas Pendidikan	Kasi GTK
7	Fredy Patasik	Dinas Pendidikan	Operator Dapodik
8	Mohamad Irwansyah	Bappeda & Litbang	Kabid Ekososbud
9	Deny Rilanda	Bappeda & Litbang	Kabid Litbang

KABUPATEN TANA TIDUNG (LANJUTAN)

10	Edy Harsono	BKPSDM	Sekretaris
11	Usman, S	Dinas Pendidikan	Kabid Dikdas
12	Nursiah	SDN 001 Tana Tidung	Kepala Sekolah
13	Kudang Amory	SDN 013 Tana Tidung	Kepala Sekolah
14	Asdiana	SDN 001 Tana Tidung	Guru Kelas
15	Rohana	SDN 001 Tana Tidung	Guru
16	Ari Fatmawati	Puskesmas Tideng Pala	Bidan

KABUPATEN NUNUKAN

1	H. Suprianto HP	Bappeda & Litbang	Kepala Bappeda
2	Wilson	Bappeda & Litbang	Sekretaris
3	Pak Edy Tambing	Bappeda & Litbang	Kasubdit Litbang
4	Pirdaus	Bappeda & Litbang	Kabid Sosbud
5	Mariani	Bappeda & Litbang	Kabid Litbang
6	Yoslin Biantong	Bappeda & Litbang	Sub Bidang SDM dan Kesra
7	Fadhli	Bappeda & Litbang	Staf Sosbud
8	Tuwo	Dinas Pendidikan	Sekretaris Dinas
9	Muh. Eko Agus R	Dinas Pendidikan	Kabid Budaya
10	Abdul Azis	Dinas Pendidikan	Kabid Pembinaan SD dan SMP
11	Siti Juwariyah	Dinas Pendidikan	Korwas
12	Ridwan AS	Dinas Pendidikan	Kabid GTK
13	Kusumo Cahyo Baskoro	Dinas Pendidikan	Staf Perencanaan
14	Suriyati	Dinas Pendidikan	Kabid PAUD & PNF
15	Hj. Hasnawati	Dinas Pendidikan	Kasi Kelembagaan
16	Ahmad	Dinas Pendidikan	Kepala UPT Kabupaten Nunukan
17	Diah Lestara	Dinas Pemberdayaan Masyarakat dan Desa	Kabid Pemdes
18	Muhyidin	SDN 001 Nunukan Selatan	Kepala Sekolah
19	Sudarlah	SDN 002 Nunukan Selatan	Kepala Sekolah
20	H M, Said As	Dinas Pendidikan	Pengawas
21	Hasriyati	SDN 002 Nunukan Selatan	Guru Kelas II
22	Enny S	Puskesmas	Ketua Pustu
23	Hasnawati	Kelurahan Tanjung Harapan	Anggota PKK
24	Muh Akil	Kelurahan Tanjung harapan	Tokoh Masyarakat
25	Marsuki	Kelurahan Tanjung harapan	Ketua RT
26	Nuratifa	Kelurahan Tanjung harapan	Staf PMD

UNIVERSITAS BORNEO

1	Muhsinah Annisa	PGSD FKIP	Sekretaris Jurusan PGSD
2	Ridwan	PGSD FKIP	Wakil Dekan
3	Suyadi	PGSD FKIP	Dekan
4	Ady Saputra	PGSD FKIP	Dosen

UNIVERSITAS TERBUKA

1	Sofjan Aripin	Unit Program Belajar Jarak Jauh (UPBJJ)	Kepala UPBJJ
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Daftar Nama Pejabat yang membuka kegiatan Lokakarya RPSA**PROVINSI KALIMANTAN UTARA 7 Juni 2017**

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|---|------------------|----------------|
| 1 | H. Udin Hianggio | Wakil Gubernur |
|---|------------------|----------------|

PROVINSI KALIMANTAN UTARA 25 April 2017

- | | | | |
|---|--------|--|-------------------------------|
| 2 | Sanusi | Sekretariat Daerah Provinsi Kalimantan Utara | Asisten Pembangunan dan Kesra |
|---|--------|--|-------------------------------|

KABUPATEN BULUNGAN 31 Mei 2017

- | | | | |
|---|-------------|---------------------------------------|--|
| 3 | Edy Jumanis | Sekretariat Daerah Kabupaten Bulungan | Staf Ahli Bupati Bidang Ekonomi dan Keuangan |
|---|-------------|---------------------------------------|--|

KABUPATEN NUNUKAN 18 Mei 2017

- | | | | |
|---|--------------|-------------------|----------------|
| 4 | Suprianto HP | Bappeda & Litbang | Kepala Bappeda |
|---|--------------|-------------------|----------------|

KABUPATEN TANA TIDUNG 9 Mei 2017

- | | | | |
|---|-------------|------------------|--------------|
| 5 | Jafar Sidik | Dinas Pendidikan | Kepala Dinas |
|---|-------------|------------------|--------------|

KABUPATEN MALINAU 5 Mei 2017

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|---|----------------|----------------------|----------------------------------|
| 6 | Ernes Silvanus | Sekretaris Kabupaten | Asisten II Pembangunan dan Kesra |
|---|----------------|----------------------|----------------------------------|

ANNEX 4: POTENTIAL PARTNERS IN DEVELOPMENT

The RPSA study did not encounter any donors working in primary education in the districts of North Kalimantan.

In Bulungan district the government is working with two kinds of partners: private businesses under the Corporate Social Responsibility (CSR) program. Twenty businesses are supporting education through community assistance. This should be further investigated to see if the kind of support can align with the issues and recommendations of this RPSA.

The RPSA met with one local NGO in a village consultation in Malinau. This NGO is Lembaga Pemberdayaan Masyarakat or LPM whose main function is to monitor local education in Malinau. It is particularly concerned with student attendance at school and interested in supporting after hours community organised study.

Bulungan District also has a partnership with the Ministry for the Environment under the Adiwiyata schools (Green and healthy schools which should be explored, especially through a site visit to SD 06 to see how it could support more student centred classroom teaching and principals' school management.

The two partners with the main potential for supporting interventions in Kaltara are government partners. They are the FKIP at the University of Borneo and Puspendik in the Ministry of Education and Culture in the AKSI program.

1. Universitas Negeri Borneo

The University is situated in the city of Tarakan. It was founded in 1999 is in the process of becoming a state university. In 2012 it was accredited at level C, which is below the level (Level B) required for graduating teachers with the potential to become guru garis depan. It opened a primary teachers training program (PGSD) in 2007, with a lecturing staff of 15.

The University has an MOU with the Province and districts of Kaltara for providing the inservice S1. It has already graduated 1101 candidates and is available both in Tarakan and in all the district centres.

It participates in the South-East Asian Minister of Education Organization SEAMEO program for teachers practicums, sending 10 students overseas to participate in classroom practicum training in neighbouring countries.

The University has several innovative practices and initiatives:

- A special program for practicums in remote areas
- Preparation of teachers for community service
- Multi media materials including pop-up books and Video development for supporting local themes in education
- Workshops organised by staff and students for principals and teachers to deliberate on teaching and local education problems
- Workshops on class observation

In discussions after the final provincial workshop, the Dean and senior staff of the FKIP expressed interest in developing their understanding of the teaching of literacy particularly in early grades and raised the possibility of collaborating with tertiary institutions in Australia with early grades specialisations, including for the holding of a national seminar on the issue; and on the question of the appropriateness of developing a specialisation in early grades in the SI course.

The University of Borneo has a strong relationship with the provincial Dinas Pendidikan and its PGSD S1 is held in higher regard than alternative mass provision. Its staff are already used as trainers in the province; and until the LPMP is established in Kaltara is the only source of training at the provincial level. Its course emphases seem well adapted both to exploring classroom practice; and to the local situation of Kaltara with their strong emphasis on community relationship building for communities still not well adapted to the value of education. Both of these are key pre-requisites for improving primary teaching and learning in the province.

2. The Aksi program in Puspendik, Balitbang in the Ministry of Education and Culture

If the importance of improving the comprehension skills of Kaltara students from their low base is thought to be the priority in education reform in the province, an obvious partner for a related intervention is Puspendik in its AKSI program. There is mutual need. If the AKSI Year 4 benchmarks are to be reached, the developmental continuum of those skills from Year 1 to Year 4 capability needs to be identified

and validated empirically. If teachers are to be able to teach to them, appropriate strategies and practices for teaching comprehension at all is different levels need to be assembled. Ideally such guidelines should be developed as for teachers who have no background in the development of thinking skills through teaching language.

These mutual needs suggest the value of an AKSI-INOVASI partnership in a pilot which is developing and trialling benchmarks for skills development from Year 1; an essential part of which would be the training of teachers to be able to teach to these benchmarks; and develop appropriate resources and classroom assessment.



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