

## PEMBARUAN SISTEM PENDIDIKAN DI INDONESIA: PERKEMBANGAN DAN TANTANGAN

### EDUCATION SYSTEM REFORM IN INDONESIA: PROGRESS AND CHALLENGES

Harris Y. P. Sibuea

(Pusat Penelitian Badan Keahlian DPR RI, Nusantara II, Lantai 2, DPRRI,  
Jl. Jend. Gatot Subroto, Senayan, Jakarta 10270, Indonesia;  
email: harris\_sibuea@yahoo.com)

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#### Abstract

*Education system in Indonesia has been reformed several times. Currently, the Law No. 20 Year 2003 on National Education System is the legal basis of the implementation of education system in Indonesia. There are several improvements of education system in Indonesia that almost reached the goal, but the problems and challenges should get more attention from the Government and the Parliament as policy makers. The present article addresses two main questions: What were the main achievements of education reform in Indonesia? and What are the problems and challenges of education system in Indonesia. This paper is the result of library research. First, it explores the existing laws relating to Indonesia's education system as a starting point. Second, it uses available quantitative and qualitative secondary data from national and international sources. Third, it draws on consultation meetings with supervisors. The findings obtained from this study are that the government has expected to create the legal basis for running the 12-year compulsory program so it can be implemented nationally. Thus, although the 9-year compulsory program is almost close to the target, the government can give increased attention to access to education in remote areas so that the target can be met 100%. In terms of curriculum change, it needs to consider the formulation of a period of change between 5 or 10 or 15 years. The government needs to give attention to the teacher to create policies that make them be faithful and love their profession.*

**Keywords:** *reform of education system, achievement of Indonesia's education system, and education system policy*

#### Abstrak

Sistem pendidikan Indonesia sudah beberapa kali direformasi. Sampai saat ini UU No. 20 Tahun 2003 tentang Sistem Pendidikan Nasional menjadi dasar pelaksanaan sistem pendidikan di Indonesia. Berbagai perbaikan sistem pendidikan telah terlaksana dan hampir mencapai tujuan, namun permasalahan dan tantangan untuk membuat pendidikan yang mampu bersaing dengan negara lain harus mendapatkan perhatian lebih dari Pemerintah maupun Parlemen sebagai pembuat kebijakan. Tulisan ini akan membahas dua permasalahan pokok yakni pencapaian apa yang didapat dari beberapa kali reformasi sistem pendidikan di Indonesia dan permasalahan dan tantangan apa yang masih terjadi pada sistem pendidikan di Indonesia serta pilihan kebijakan untuk memperbaiki sistem pendidikan. Tulisan ini hasil dari studi pustaka. Pertama, mengkaji peraturan perundang-undangan yang berkaitan dengan sistem pendidikan sebagai dasar analisis. Kedua, menggunakan data sekunder kualitatif dan kuantitatif dari sumber nasional dan internasional. Ketiga, konsultasi dengan supervisor. Temuan yang didapat dari kajian ini bahwa Pemerintah diharapkan dapat membuat dasar hukum untuk menjalankan program wajib belajar 12 tahun sehingga dapat dilaksanakan secara nasional. Meskipun program wajib belajar 9 tahun hampir mendekati target, pemerintah dapat memberikan perhatian yang lebih untuk akses pendidikan di daerah terpencil sehingga target dapat dipenuhi 100%. Dalam hal perubahan kurikulum perlu dipikirkan formulasi jangka waktu perubahan antara 5 atau 10 atau 15 tahun. Pemerintah perlu memberikan perhatian kepada guru dengan membuat kebijakan yang membuat guru setia dan fokus akan profesinya.

**Kata Kunci:** reformasi sistem pendidikan, pencapaian sistem pendidikan Indonesia, kebijakan sistem pendidikan

#### INTRODUCTION

One of the aims of Indonesia, as stated in the Preamble to the 1945 Constitution, is to prosper the life of the people. Thus, the education sector is always treated as the first priority, a sector that directly relates to people's rights, and that is very closely related to the development of human resources for the future, by allocating the largest

share of the state expenditure budget annually. As a lower middle income country seeking to develop towards the status of lower middle income country <sup>1</sup> has the responsibility to provide a proper national education system to achieve high quality human

<sup>1</sup> United Nations Development Programs, "About Indonesia", (Online), (<http://www.id.undp.org/content/indonesia/en/home/countryinfo/>), accessed January 20, 2017).

resources in response to regional and international demand of labor market.

Education remains an important issue for human resource development in Indonesia, among these issues are that the cost of education is not affordable for all segments of society; imperfect of education curriculum that make different teaching method; lack of quality of teacher and school infrastructure that directly influence to the student quality; lack of access and participation for children to education, in particularly for most of woman in rural area related to gender disparity issues on education system; and inconsistency of policies legislation to improve the nation's education system. The Constitution 1945 (The Fourth Revision) state that all people have the right to education access, especially for basic education, without exception, but the policies legislation do not make all people has access to education. Among these issues - quality of teachers, access to education and curriculum might be the current important issues that need to be addressed . A review of previous research may be undertaken to avoid duplication of similar research. Some research on the education system that has been done, among others:

1. Evaluasi dan Pemetaan Mutu Pendidikan Melalui Ujian Nasional by Faridah Alawiyah in 2010;
2. Investasi Pendidikan Dalam Rangka Meningkatkan Pertumbuhan Ekonomi by Edmira Rivani in 2012;
3. Faktor-faktor yang Berpengaruh terhadap Aksesibilitas Memperoleh Pendidikan untuk Anak-Anak Indonesia by Novrian Satria Perdana in 2015.

That research examines aspects of the education system in Indonesia partially, while this paper looks at the achievements of reforms and the challenges faced of the education system in Indonesia. This paper also illustrates Indonesia's position on several factors related to the education system compared to some ASEAN countries such as Malaysia, Thailand and Myanmar.

This paper aims to provide suggestions on improvement of the quality of education in Indonesia and the objectives of the paper are to: i. Describe the key education achievements indicators; ii. Analyses challenges in the education system of Indonesia and iii. Propose policy options to address these and to improve the education system. In response this objectives, the paper will address two main questions:

1. What were the main achievements of education reform in Indonesia?
2. What are the problems and challenges of education system in Indonesia?

## METHODOLOGY

This paper is the result of library research. First, it explores the existing laws relating to Indonesia's education system as a starting point, among others: Law 20/2003: The National Education System, Law 14/2005 Teachers and Lecturers and The 2015-2019 RPJMN policy. Second, it uses available quantitative and qualitative secondary data from national and international sources. Third, it draws on consultation meetings with supervisors and experts.

## RESULTS AND DISCUSSION

### Achivement and Challenges on Education System Reform in Indonesia

#### 1. Legal Framework and Policy of Education Reform

Education in Indonesia has not evolved to its current state without going through a long journey, and it is the result of a sustained and predetermined process, movement and development.<sup>2</sup> The education reforms in Indonesia have been implemented in response to the Constitution 1945 (The Fourth Revision) which can be summarized that access to quality of education is the foundation of Indonesian life<sup>3</sup>. Thus a mandated 20 percent of the budget allocation is devoted to expenditure for education and that is provided for in written guidelines as a state commitment. This statement provides direction of law and policy development in education system in the country. The education reforms were determined by the enactment of the Law Number 20 year 2003 on the National Education System as the legal framework for its development. Another important issue is free access to universal basic education for all children between 2003 and 2015 which has been institutionalized through public education sector for implementation.

<sup>2</sup> Sugiyono, Aman, Kumalasari, D., Sutopo, & Nuryanto, A., *Peta Jalan Pendidikan Indonesia*, Yogyakarta: Universitas Negeri Yogyakarta (2013), p. 1.

<sup>3</sup> Key Statement of the Constitution: Article 31 of the Constitutions of the Republic Indonesia, Clause (1), states that every citizen is entitled to education. Clause (2) states that every citizen is obliged to follow the basic education and that the government must finance this. Clause (3) states that the government must organize and manage a national education system, which will increase faith, devotion and noble character in the context of the intellectual life of the nation, which is governed by the laws. Clause (4) states that the state prioritizes the education budget, so that at least 20 percent of the national budget revenue and expenditure, and the local budget expenditure, goes to cover the cost of national education. And Clause (5) states that government must advance science and technology to uphold religious values and national unity for the progress of civilization and prosperity of mankind.

In order to have quality of education, another priority has been given to the standards of curriculum content, the processes of education, the competency of graduates, the qualified personnel in education, facilities, management, funding, and learning assessment as reference points to have education quality assurance, and quality control. A good management of formal education in elementary and secondary schools is addressed in the Law Number 20 year 2003 through enforcement of the principles of school-based management as the realization of educational democracy.

Education is central to the development agenda of the Indonesian Government which started the emphasis of the basic education dated back to 1950 strengthened by the enforcement of a series of law and policies for improving education system (Table 1). The Law on National Education (No.20/2003) and

the Constitution Amendment III clearly state that all Indonesian citizens have the right to education. The Government has an obligation to finance basic education without charging fees. The 20% of government expenditure should be allocated for education. For ensuring the quality of education, the Teacher Law (No. 14/2005) introduced and emphasizes important changes to the employment conditions and requirements for the certification of teachers aiming at improving education quality.

“Indonesia’s education for all” which one of the government policy in the period of 2003 and 2015 claimed for government commitment to have strategic action plan towards the strategy for finalizing the nine-year basic education program by considering the condition and problems arising in the National Coordination Forum.

**Table 1.** Reform of the Education System in Indonesia through Education Law

Law and Policy of Education	Emphasis
Law 4/1950 Basic Education and School Training <i>juncto</i> Law 12/1954 or revision of Law 4/1950 on the Basic Education and Teaching in Schools.	These laws were not regulate the education to integrated system and intact. This law was not based on the 1945 Constitution due to the political situation in Indonesia at that time.
Law 2/1989: The National Education System	This law response Law 4/1950 <i>juncto</i> Law 12/1954 in the education system that has not been set on higher education in Indonesia.
Law 20/2003: The National Education System	This Law emphasizes that education should be conducted in a democratic and fairness and not discrimination primarily to uphold human rights, religion values, cultural values and diversity of the nation. Then education is also organized as a single entity with an open system and multi meaning.
Law 14/2005: Teachers and Lecturers	This law emphasize to adjust and reform the educational aspects are still not qualified. Expectations of this law is teacher in Indonesia will be more assured quality and in time will manifest the quality of education in accordance as the target set before.
Indonesia’s Education for All 2003/2015	Expansion and improvement of the overall care and education for Young Children, especially for those who are disadvantaged in the many aspects of life Compulsory 9 year education for all
The 2015-2019 RPJMN policy	Provide direction for compulsory 12 years education pilot program

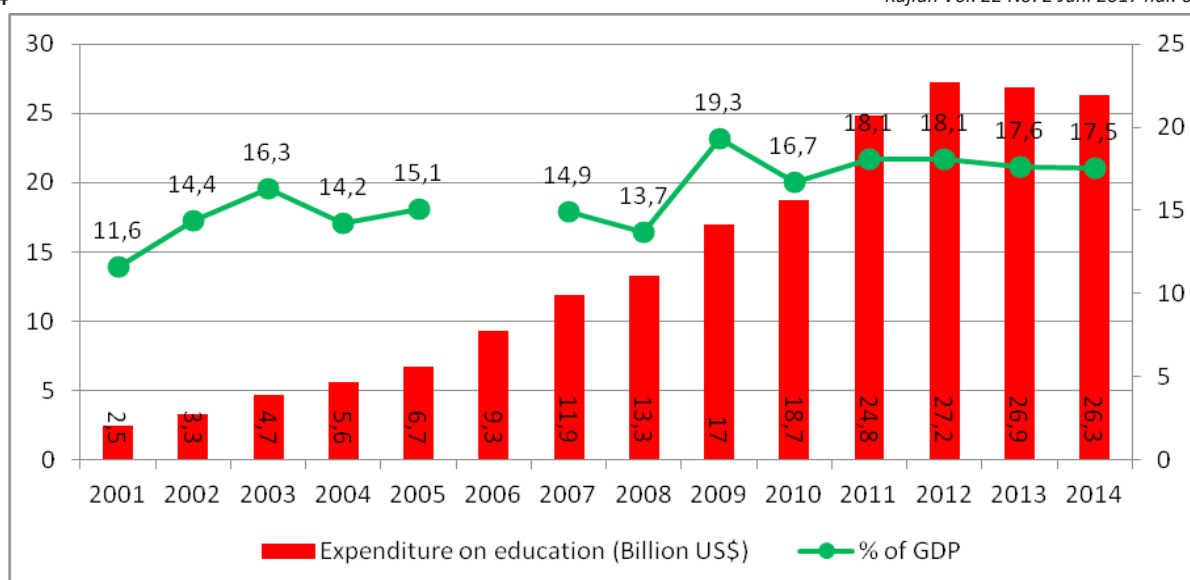
Education for All 2003. The targets of compulsory education and proposing policies, strategies, and program as follows<sup>4</sup>:

- a. A minimum of 95% from the school age children (7-15 years old), especially girls, poor and marginalized children should get basic education covering the minimal standard for quality education in the year 2008/2009.
- b. Gender-equity in basic education, particularly in relation to access, learning qualities including

curriculum content, learning materials, and the chances to continue to a higher level of education.

- c. Enhancement of all quality supporting aspects in basic education, especially those related to educational staff, teaching facilities, learning processes, and students’ learning achievements. With satisfactory achievement of the basic education, the government then launched a National Medium Term Development Plan (RPJMN) 2015-2019 (Table 1) which make public education free of charge until grade 12 for all Indonesians. Such continuing efforts are to fulfill the rights of the entire population and to receive quality basic education services to ensure all Indonesian children without exception. The focus of 12-year compulsory education is to:

<sup>4</sup> National Coordination Forum Education for All, 2003, National Plan of Action Indonesia’s Education for All 2003-2015, (Online), (<http://unesdoc.unesco.org/images/0013/001319/131935eb.pdf>, accessed December 01, 2016).



Source: World Development Index and <http://www.indexmundi.com/facts/indonesia/education-expenditure>

**Figure 1.** Current Expenditure on Education, 2001-2014 (Billion US\$ equivalence and Percentage of Total Government Expenditure)

- expand and improve access to quality secondary education to accelerate the availability of trained human resources to meet the needs of the labor market;
- improve access to education and skills training services;
- strengthen quality assurance in educational services;
- strengthen the curriculum and its implementation;
- strengthen the education assessment system to be comprehensive and credible;
- improve the management and deployment of teachers.

In addition, the government shows a strong commitment through financial commitment for further enhancing the education system to achieve the national goal of raising human capital to be international competitive. This plan will be implemented between 2020 and 2024. With this goal, on-going improvement of the quality of learning through the better management and deployment of teachers, achieving more equitable access to education, and improving the quality, relevance and competitiveness of education will be depend on the success of 12 year universal education, especially through the demographic bonus and specially program for addressing inequitable access to education<sup>5</sup>.

<sup>5</sup> Direktorat Penyusunan APBN, Direktorat Jenderal Anggaran, *Informasi APBN 2016: Mempercepat Pembangunan Infrastruktur untuk Memperkuat Pondasi Pembangunan yang Berkualitas*, Jakarta, 2016, p.21.

## 2. Financial Commitment

Figure 1 shows an increase in budget expenditure on education in real terms by almost 11 times between 2001 and 2014, and reached at 17.5 percent of the total government expenditure in 2014. Education expenditure refers to the current operating expenditures in education, including wages and salaries and excluding capital investments in buildings and equipment.

In 2014, the government launched Indonesian Smart Card (KIP) project for children from disadvantaged family for achieving the 12-year compulsory education. The KIP guarantees and ensures that all school-aged children from disadvantaged families received financial assistance for education up to the completion of high school/vocational school. By 2016, the KIP has been extended to 17.9 million cards including the children with their families do not have Family Welfare cards (KKS). The KIP aim to target as many as 19.54 million students<sup>6</sup>. With the current increase in budget expenditure, a total 981 new schools has been constructed; and additional 14,566 new classrooms are setting up; and 11.625 rehabilitation of classrooms. In addition, there is provision of School Operational Assistance (through the Ministry of Religion): Islamic primary school (Madrasah Ibtidaiyah, MI) 3.6 million students; Islamic Lower Secondary schools (Madrasah Tsanawiyah, MTs) - 3.4 million; students Islamic Upper Secondary School (Madrasah Aliyah, MA) - 1.3 million students; Competence Enhancement Educator with a target of

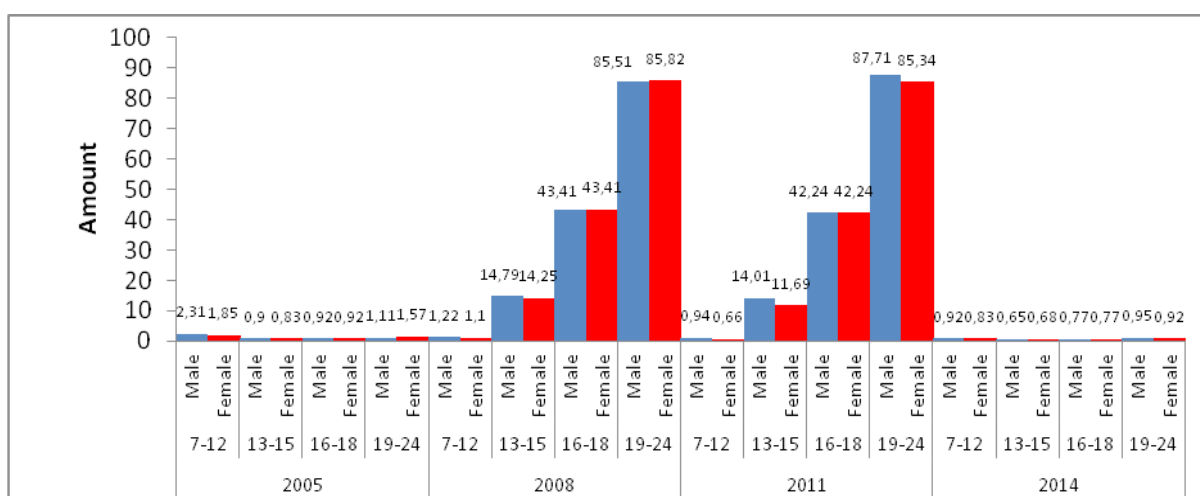
<sup>6</sup> Tempo Co., 2016, 17 Million Indonesian Smart Card (KIP) Distributed, (Online), (<http://en.tempo.co/read/news/2016/09/30/055808548/17-Million-Indonesian-Smart-Card-KIP-Distributed>), accessed December 01, 2016).

497.6 thousand; scholarship program and aid poor students as much as 306 thousand students<sup>7</sup>.

### 3. Key Education Achievement Indicators

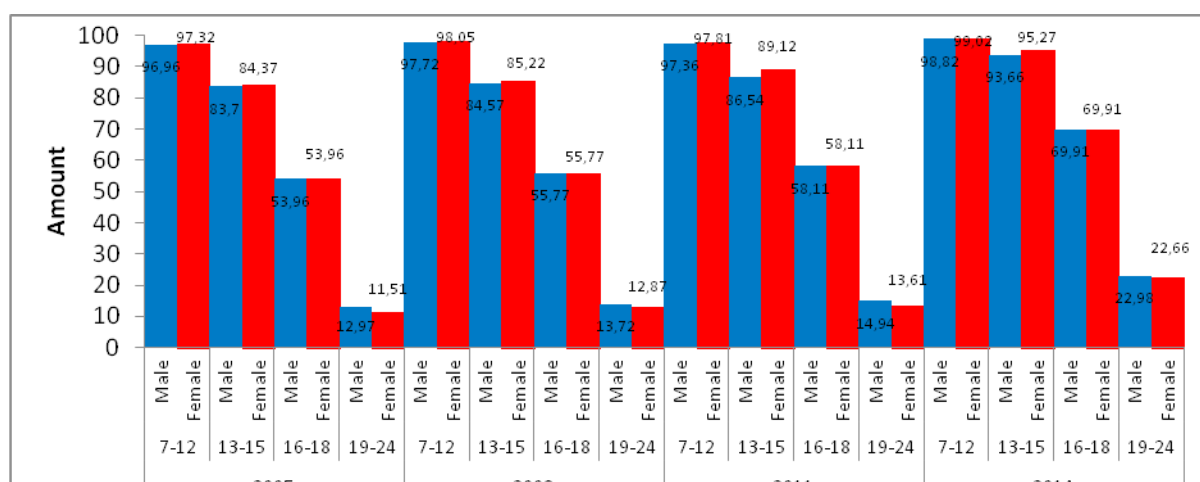
Thanks to the effort of the current education reform that remarkable achievement of school participation of school aged children. There is almost 0 percent of children who never go to school between 2011 and 2014 (Figure 2) and according the Figure 3 between 2011 and 2014, there is almost reached the goal (100%) of children participation who attended school especially in basic education (7-12 and 13-15). Indonesia has almost reached its goal of the nine-year compulsory program for the 7-15 age

group (Figure 4 and Table 2). In 2015, the Net Enrollment Ratio (NER) for primary school reached 97 percent with a gap of only about 3 percent short of achieving the goal of a nine-year compulsory program. The NER for lower secondary schools was approximately 78 percent with a gap of about 22 percent short of reaching the goal, while the NER for upper secondary schools, that stretches beyond the compulsory nine-year program, was only 60 percent, which was about 40 percent below full enrollment. However, in general, the 9-year compulsory education program, organized by the government, can be said to have almost achieved its goal (100 percent).



Sources: National Statistic, <https://www.bps.go.id/linkTabelStatistik/view/id/1533>, accessed November 25, 2016.

Figure 2. Percentage (%) of the Population Aged 7-24 Years by Sex, School Age Group, and School Participation Who Never Attended School, 2005-2014

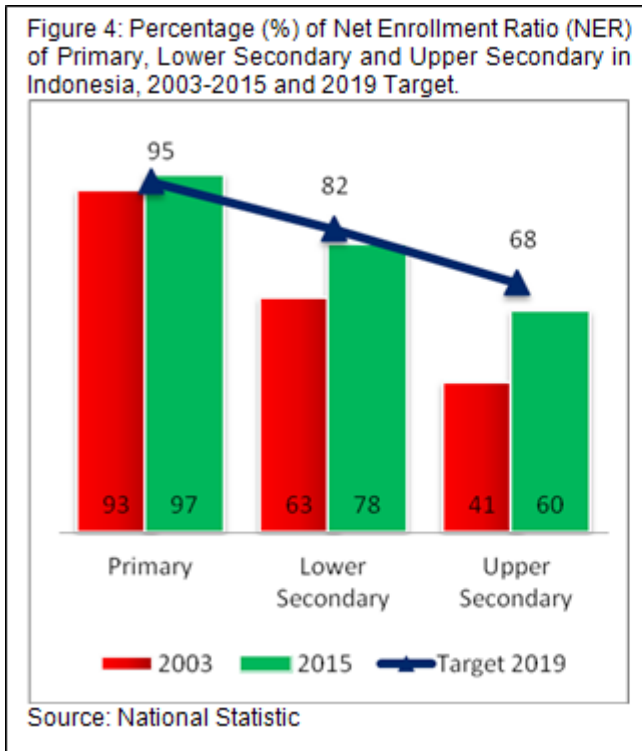


Sources: National Statistic, <https://www.bps.go.id/linkTabelStatistik/view/id/1533>, Accessed November 25, 2016.

Figure 3. Percentage (%) of Population Aged 7-24 Years by Sex, School Age Group, and School Participation Who Attended School, 2005-2014

<sup>7</sup> Direktorat Penyusunan APBN, Direktorat Jenderal Anggaran, Informasi APBN 2016: Mempercepat Pembangunan Infrastruktur ... *Loc.Cit*





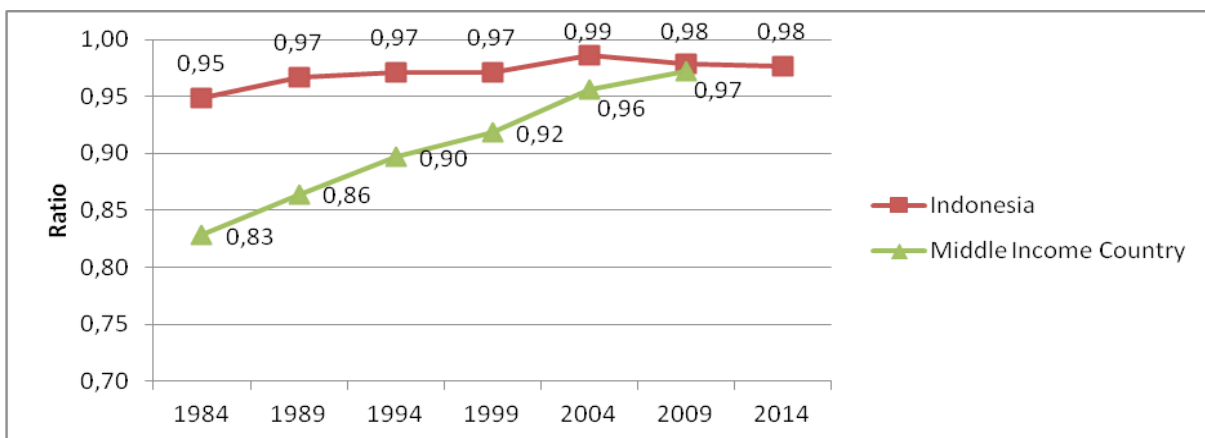
**Table 2: Percentage (%) of Net Enrollment Ratio (NER) of Primary, Lower Secondary and Upper Secondary in Indonesia, 2003-2015.**

Year	Primary	Lower Secondary	Upper Secondary
2003	92.55	63.49	40.56
2004	93.04	65.24	42.96
2005	93.25	65.37	43.5
2006	93.54	66.52	43.77
2007	93.78	66.9	44.84
2008	93.99	67.39	44.97
2009	94.37	67.43	45.11
2010	94.76	67.73	45.59
2011	91.07	68.36	48.07
2012	92.54	70.93	51.88
2013	95.59	73.88	54.25
2014	96.45	77.53	59.35
2015	96.7	77.82	59.71

Source: National Statistic

The data from World Bank also indicates an improvement of gender disparity for gross enrollment ratios in primary education (Figure 5). However, the progress has been made in the slower phase than other middle income country giving stagnated trend of the ratio of girls to boys enrolled at primary level in public and private schools in Indonesia since 2004. The ratio of girls to boys enrolled at primary level

in public and private schools in Indonesia remain its status at 0.98 in the last five year or so (Figure 5). For nine year education, there is almost no disparity of female and male participation at primary level. The gender access to primary education has been balanced since 1984. This achievement can be attributed to the process of education reforms. It can said, therefore, that the issue of gender inequality in Indonesia’s education system balance has improved.

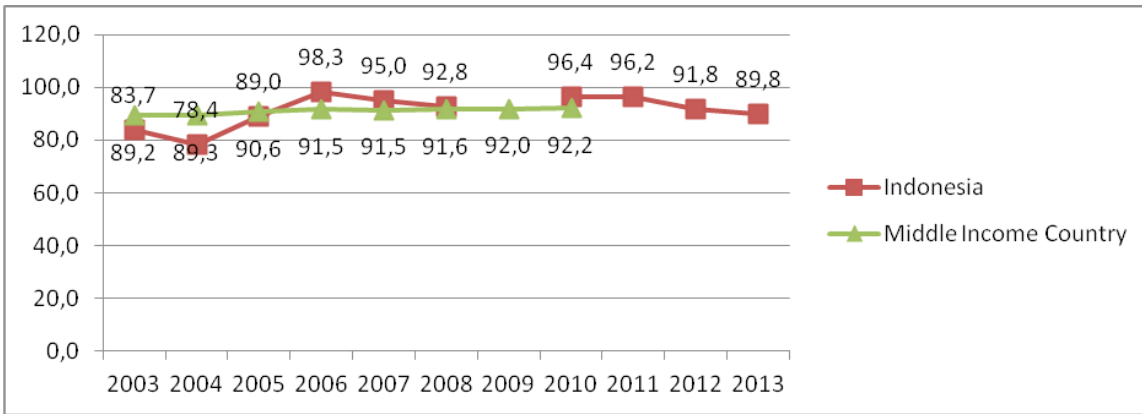


Source: World Bank

**Figure 5.** Change in the ratio of female to male enrolment at the primary level, 1984-2014

Indonesia achieved highest percentage of female progression to secondary school at 98.3 percentage in 2006 while the middle income country did notreach at this point. However, female progression to secondary school seems slightly

decreased from 96.4 to 89.8 between 2011 and 2013 (Figure 6). Overall achievement has been done for basic education. However, female progression to secondary school remains to be addressed by the upcoming education policy.

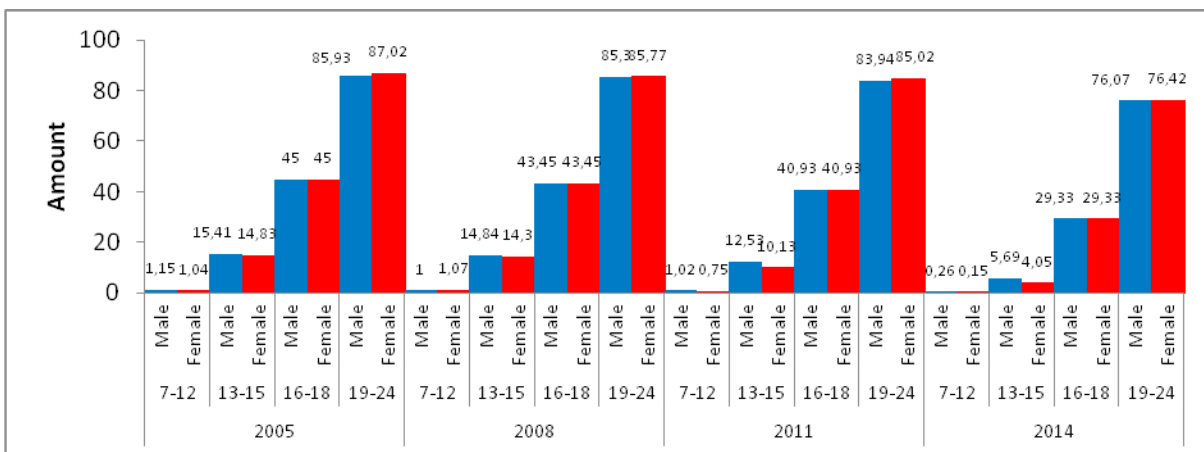


Source: World Source: World Bank

Figure 6. Comparison of progression to secondary school, female (%) in Indonesia and a Middle Income Country, 2003-2013

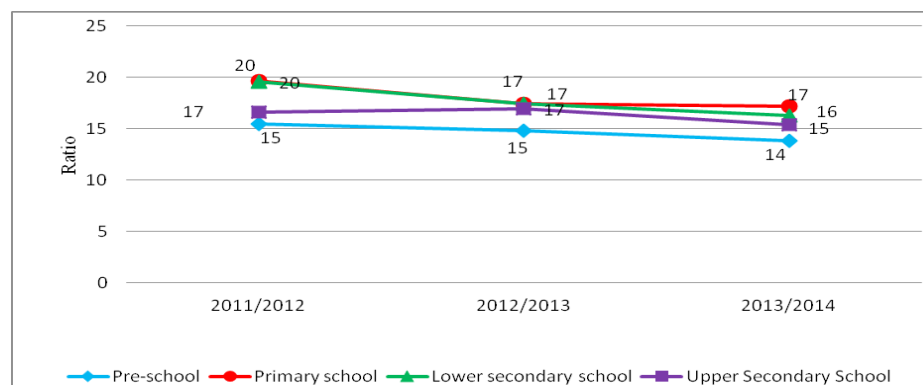
There is a bit faster improvement of dropout rate for both female and male between 2011 and 2014 (Figure 7). However, the dropout rate remains issue to be further addressed; and it is

expected to improve by the policy commitment including the KIP, scholarship and improvement of curriculum 2013 and student-teacher ratio.



Sources: National Statistic, <https://www.bps.go.id/linkTabelStatistik/view/id/1533>, Accessed November 25, 2016.

Figure 7. Percentage (%) of the Population Aged 7-24 Years by Sex, School Age Group, and School Participation Who Do Not Attend School Anymore, 2005-2014



Source: National Statistic

Figure 8. Improving Teachers and Students Ratio in Indonesia, 2011/2012-2013-2014 Academic Years

Figure 8 suggests an improvement of student-teacher ratio for all levels from pre-school to upper secondary school in the last three academic years. This is only the statistical achievement but there is unevenly distribution of teachers between urban,

rural and remote area<sup>8</sup>.

<sup>8</sup> OECD/Asian Development Bank, Education in Indonesia: Rising to the Challenge, <http://dx.doi.org/10.1787/9789264230750-en>, OECD Publishing: Paris, 2015, p. 271.

**Table 3.** Educational Development Goals

Component	2014 (%)	Target 2019 (%)
I. Basic Education		
a. Primary School		
Net Enrollment Rate	91.3	94.8
Gross Enrollment Rate	111	114.1
b. Lower Secondary School		
Net Enrollment Rate	79.4	82
Gross Enrollment Rate	101.6	106.9
II. Upper Secondary School		
Net Enrollment Rate	55.3	67.5
Gross Enrollment Rate	79.2	91.6
III. Kindegarten		
Participation Rate in Early Childhood Education Programs (PAUD)	66.8	77.2
IV. Higher Education		
Gross Enrollment Rate	28.5	36.7

Source: Annex of President Decree of Republic of Indonesia Number 2/2015 on National Medium Term Development Plan 2015-2019, Book I: National Development, Agenda, National Medium Term Development Plan 2015-2019, p. 6-67.

Another notable achievement is that the Constitutional Court of Indonesia in 2013 made the decision to dissolve the pilot of international standard school (RSBI) in Indonesia. This decision was made for four major reasons. First, implementation of RSBI gave birth to the concept of education as discriminatory and exclusive in that the RSBI were only for students who had the ability/intelligence through a very strict selection process. Second, the implementation of RSBI could potentially promote commercialization in the field of education. Third, the concept of RSBI tended to put more emphasis on the development and fulfillment of building infrastructure and various other equipment than on the learning process itself. The fourth reason revolved around the fact that the Indonesian language should be the language of instruction in learning. In summary, the Indonesian government already committed to achieve equal access to quality of education for all Indonesian citizens without exception.

#### 4. Education Challenges and Policy Options

There are some issues in the education system in Indonesia that need attention with regard to the implement of the new curriculum, lack of teacher quality, and lack of access and participation to education for children, in particular, issues surrounding disparity in education between urban, rural and remote areas regarding female participation. More political consistency is needed and related policies to improve the nation's education system. However, Indonesia has introduced several educational agenda and programs to improve the

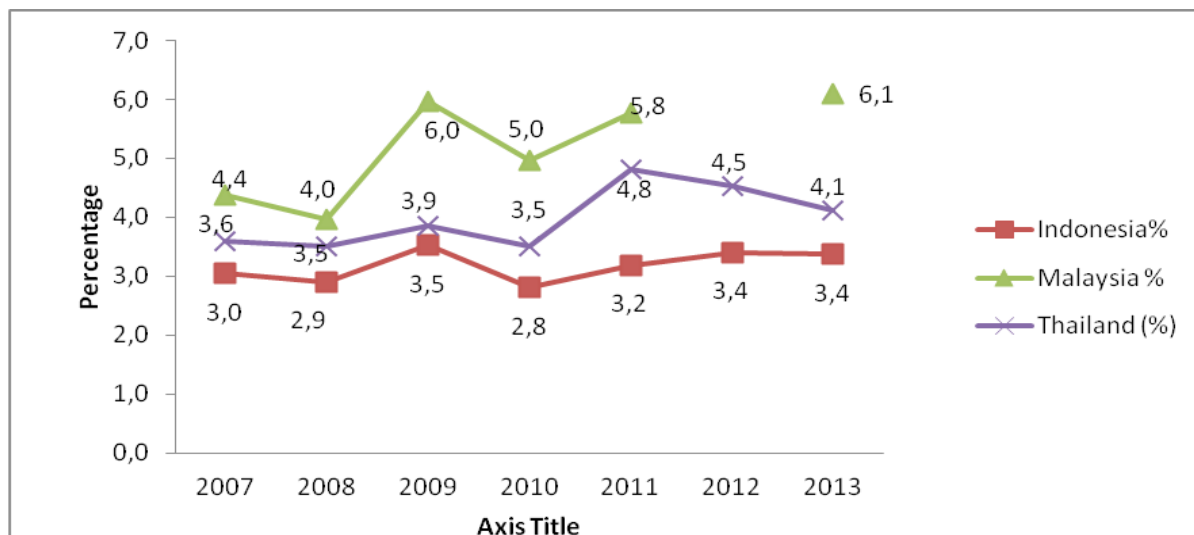
quality of its education.

Table 3 shows precisely in terms of the gap in the Net Enrollment Ratio for upper secondary education in 2014 - 55.3 percent – compared with the target for 2019, as part of medium term development plans in the field of education. This gap is about 12 percent, with the gap from full enrollment at about 45 percent.

There are some issues in the education system in Indonesia that need attention: one is the fact that the cost of education is not affordable for all segments of society. Others include challenges in the education curriculum, lack of teacher quality and school infrastructure, and a lack of access and participation to education for children, and, in particular, issues surrounding disparity in education for most women in rural areas. More political consistency is needed and related policies to improve the nation's education system. However, Indonesia has introduced several educational agenda and program to improve the quality of its education. Since the Presidential Instruction 10/1973, compulsory education program was a priority of Indonesia's policy to increase of development of basic education.

Figure 9 shows that in the year 2013, the Indonesian education budget was still below those of Thailand and Malaysia. The percentage of the government budget spent on education requires more attention. Moreover, with the implementation of the program for 12 years of compulsory require stronger financial commitment from the government.





Source: World Bank, <http://data.worldbank.org/indicator/SE.XPD.TOTL.GD.ZS?view=chart>, accessed November 30, 2016.

**Figure 9.** Comparison of Government Expenditure as % of GDP in Indonesia, Malaysia and Thailand 2007-2013

The curriculum is an important part of the education system in Indonesia. Indonesia’s curriculum has been influenced by political, social, cultural, economic and scientific criteria. Based on the history of education system reform in Indonesia, the curriculum changes can be grouped under four headings: lesson plans (1947-1968); oriented goal attainment (1975-1994); competency-based curriculum and the education unit level curriculum (2004/2006); and the latest curriculum changed that took place in 2013.

There is a need for more effective monitoring mechanism of curriculum system implementation

in terms of average ranking scores of science, mathematics and readings are left behind OECD countries (Table 4). The commitment for further strengthening of these three indicators of student perform has been given priority by the legislation. Article 37 paragraph (1) of Law No 20/2003 establishes the primary and secondary education curriculum which includes: religious education; citizenship education; language; mathematics; natural science; social science; arts and culture; physical education; and sports, skills / vocational and local content. In paragraph (2) relating to higher education, there is a stipulation that curriculums should cover: religious education; civic education; and language<sup>9</sup>.

**Table 4.** Mean score of PISA Ranking on Mathematic, Reading and Science Performance, 2006-2015

Indicators	Indonesia				OECD Average				Gaps
	2006	2009	2012	2015	2006	2009	2012	2015	2015
Mathematics Performance	391	371	375	386	494	495	494	490	104
Science Performance	393	383	382	403	498	501	501	493	90
Reading Performance	393	402	396	397			496	493	96

Source: OECD, <https://data.oecd.org/pisa/science-performance-pisa.htm#indicator-chart>, accessed December 7, 2016.

based on requirement of Law No. 20 Year 2003 on National Education System and Government Regulation No. 19 Year 2005 on National Education Standards. Although having policy and tool in place for enforcement by the Ministry of Education, the curriculum 2013 has not been fully implemented. However, Ministry of Education and Culture is in process of testing the curriculum and already corrected it in the December 2015.

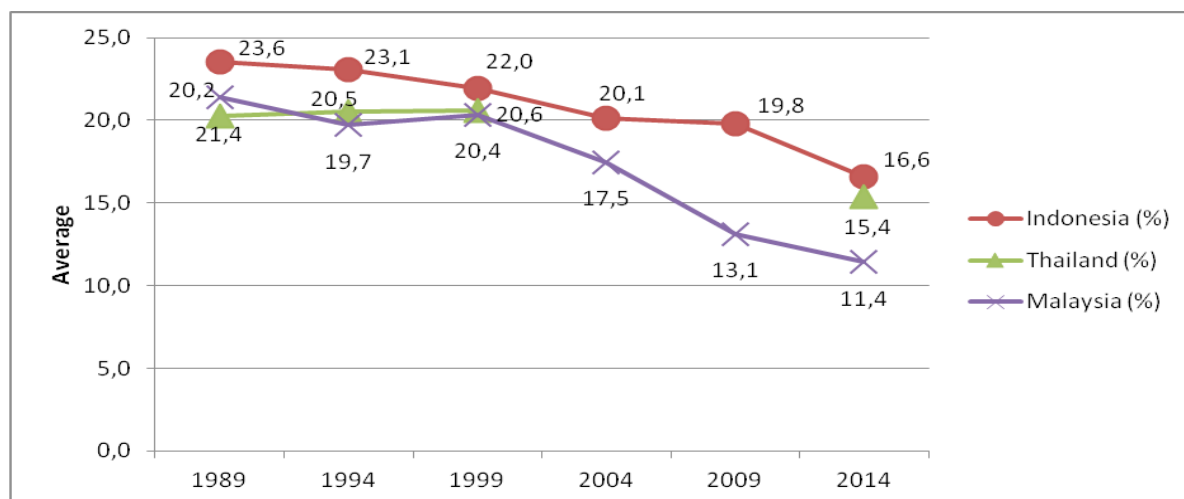
Indonesia has experienced improvement of learning outcome. However, it specific positions

When compared with overseas education curriculum system essentially consists only of Mathematics, English, Science and Physical Education, while other subjects are optional<sup>10</sup>. According to Veronica Diptoadi<sup>11</sup>, education only as a process of

<sup>9</sup> Indonesia, Law 20 of 2003 on National Education System, 2003.

<sup>10</sup> Veronica L. Diptoadi, “Reformasi Pendidikan di Indonesia Menghadapi Tantangan Abad 21”, *Jurnal Ilmu Pendidikan*, Vol. 6, No. 3, 1999, p. 163.

<sup>11</sup> Ibid., p. 162.



Source: World Bank, Accessed 30 November 2016

**Figure 10.** Comparison of Pupil/Teacher Ratios in Primary Education in Indonesia, Malaysia and Thailand, 1989-2014

socialization that does not appreciate the presence of a child because a child in education should follow an education system that has been created by the government. In fact, the changes in the education system should start from the most basic level of education by not focusing on one particular level, because the educational curriculum from preschool to higher education should be a unified whole and integral<sup>12</sup>.

All curriculums are designed based on the Pancasila philosophy and the 1945 Constitution<sup>13</sup>. Until now, it was usual for a change of power to also lead not only to curriculum change, but also to the replacement of all books<sup>14</sup>. Improvements in the quality of education relates to the quality of curriculums, but if those are frequently changed, this will have an impact on other educational components<sup>15</sup>.

The implementation of the curriculum in 2013 in the education system in Indonesia has bring about several problems. The first is that the teachers were not ready and it has been hard to change their ways of thinking. It needs time for changing teaching methods and pedagogy. The second revolved around the lack of information about the guidelines and dissemination of information about the 2013 curriculum. This caused confusion among schools,

<sup>12</sup> Ibid.

<sup>13</sup> Dicky Wirianto, "Historical Perspective Curriculum Transformation in Indonesia", *Islamic Studies Journal*, 2014, Vol. 2, No. 1, p. 134-135.

<sup>14</sup> Faridah Alawiyah, "Dampak Implementasi Kurikulum 2013

terhadap Guru", *Info Singkat*, Vol. V, No. 19, Jakarta: P3DI Setjen DPR RI, 2013, p. 9.

<sup>15</sup> Sutjipto, "Dampak Pengimplementasian Kurikulum 2013 terhadap Performa Siswa Sekolah Menengah Pertama", *Jurnal Pendidikan dan Kebudayaan*, ISSN 2460-8300, Vol. 20, No. 2, 2014, p. 188.

teachers and students in how the 2013 curriculum should be implemented. The third problem emerged when books were not suitable in terms of the material they contained and for the cognitive development of learners. For example in the books for the 2013 curriculum, which were prepared by the central government, there were harsh words and some of the material was not suitable for the age of the students<sup>16</sup>.

The period of comparison between students per teacher is very important to be measured. It aims to determine the effectiveness of a teacher teaching a number of students. According the Figure 10, between Indonesia, Thailand and Malaysia Year after year, managed to improve the ratio of the number of students per teacher. However, the position of Indonesia is still below the ratio achieved by Malaysia and Thailand in terms of the number of students per teacher. In 2014, a teacher is to manage 17 students per class while in Thailand, there are around 15 students per class; and Malaysia shows better student-teacher ratio (11 students/teacher) (Figure 10). The Indonesian government is expected to increase the number and equitable distribution of teacher, so that education in Indonesia becomes more qualified.

Ideally, the education system should be designed to eliminate any barriers that prevent children's access to education<sup>17</sup>. But currently there are many factors that prevent children from accessing education. The poverty of the population, difficulty toward school, lack of education, low motivation of parents and

<sup>16</sup> Faridah Alawiyah, *Dampak Implementasi Loc.Cit*, p. 11.

<sup>17</sup> Novrian Satria Perdana, "Faktor-Faktor yang Berpengaruh terhadap Aksesibilitas Memperoleh Pendidikan untuk Anak-Anak di Indonesia", *Jurnal Pendidikan dan Kebudayaan*, Vol. 21, No. 3, 2015, p. 285.

students in accessing education, the lack of support for local government and communities in respect of education, as well as social and cultural factors that do not support education are factors that hinder a child in pursuing an education<sup>18</sup>. Opportunities for children to get an education are still hampered by several factors, especially in accessing an education that will meet their own, and the country's needs.

## CONCLUSION

Indonesia has moved from 1983/1984-1994 for achieving universal 6-year compulsory education, 1994-2003/2004 (target change to 2008/2009) for completing 9 year compulsory education for all 7-15 year age group, and now pilot efforts of a 12-year compulsory education have been implemented for 7-18 year olds from 2015 in the process of policy development. Gender disparity has been improved at all levels, especially in primary enrolment.

Expenditure on education is on increased trend but has not met the requirement of 20 percent of the budget allocation as being highlighted by the 1945 Constitution. The allocation of 20 percent from the total national budget in Indonesia to be spent on education has shown that Indonesia has a big plan to improve the quality and quantity of its education system. However Indonesia has a long way to go to improve the education system in terms of meeting key targets and overcoming challenges as this study has found.

Constitutional Court of Indonesia in 2013 never made the decision to dissolve the international school (RSBI) in Indonesia. From this it can be deduced that the Indonesian government has begun to implement access to quality education for all Indonesian citizens without exception.

In contrast to those achievements, there are several challenges now facing Indonesia. One is that the Indonesian government needs to improve the education system as part of medium term development plans in the field of education focusing on reducing the NER gap at secondary education level. In 2014 this was 55.3 percent, which was 12 percent below the target for 2019, and about 45 percent below full 100 percent enrollment.

Quality of teaching and learning is on the progress of improvement. However, the challenge is to fast track PISA ranking score to reach OECD average ranking position. It is a commitment to

guard and present Ministry of Education and Culture that providing Curriculum 2013 near perfect.

Improving overall student-teacher ratio is not enough because it still lower ratio than Malaysia and Thailand. In addition, oversupply of teachers in some area and shortage teacher in other areas remain to be addressed.

To address the above issues, there are number policies options consist of:

12-years of compulsory education from primary school to upper secondary school on the Indonesian government's policy is important and expected to be implemented soon. To support the implementation, expectation of the government and the education commission parliamentary has waited by all children to create the law for the program 12 years of compulsory education, so the program can be implemented nationally. This program will increase the opportunities for children to continue formal education up to upper secondary school level.

Indonesia would be able to develop a high level of human capacity to act as a driving force in its national development. In addition, the 9-years compulsory should achieve its full goal. The current gap relates to children living in remote areas who are unable to access education: the government needs to take action to remove these difficulties to reach the nine-year compulsory program goal (NER of 100 percent).

Education curriculum is always reform depending on development era, because its based to affect the objectives of education itself so that the learning process more effective. However it is expected to specify the duration of the curriculum changes in 5 years or 10 years or 15 years. It is intended that the stakeholders can be capable of receiving the curriculum and can be implemented effectively and efficiently.

The Government is expected to consider the problems of teachers. Teachers with good quality is hard to find current time. In order to comply government's policy to increase the ratio of teachers to children, therefore expected that the government make policies that make teachers loyal to their profession.

18 Nur Berlian VA, "Faktor-faktor yang Terkait dengan Rendahnya Pencapaian Wajib Belajar Pendidikan Dasar 9 Tahun", *Jurnal Pendidikan dan Kebudayaan*, Vol. 17, No. 1, 2011, p. 53.

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