

RESEARCH REPORT

Teacher Absenteeism and Remote Area Allowance Baseline Survey

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ABBREVIATIONS

BOS	<i>Bantuan Operasional Sekolah</i>	School Operational Assistance
D-1/2/3/4	<i>diploma 1/2/3/4</i>	diploma 1/2/3/4
Kel.	<i>kelurahan</i>	a village level administrative area located in an urban center
KJM	<i>kelebihan jam mengajar</i>	extra teaching hour subsidy
PMPTK	<i>Peningkatan Mutu Pendidik dan Tenaga Kependidikan</i>	Quality Improvement of Teachers and Teaching Staff
PNS	<i>pegawai negeri sipil</i>	civil servant
RA		Remote Area Allowance
S1	<i>sarjana strata 1</i>	undergraduate degree
S2	<i>sarjana strata 2</i>	master's degree
SDN	<i>sekolah dasar negeri</i>	public primary school
SGO	<i>sekolah guru olah raga</i>	sports teacher training school
SLTA	<i>sekolah lanjutan tingkat atas</i>	senior high school
SLTP	<i>sekolah lanjutan tingkat pertama</i>	junior high school
SPG	<i>sekolah pendidikan guru</i>	teacher training school
TPK	<i>tunjangan prestasi kerja</i>	work performance subsidy

GLOSSARY

<i>becak</i>	pedicab
<i>bupati</i>	head of the <i>kabupaten</i>
<i>guru bantu</i>	assistant teacher(s) paid by the central government
<i>guru honorer</i>	teacher(s) appointed and paid entirely by their school using School Operational Assistance (BOS) or committee funds
<i>guru kontrak</i>	teacher(s) contracted by local (provincial or <i>kabupaten</i>) governments for a certain period of time
<i>hutan tanaman industri</i>	industrial forest plantation
<i>kabupaten</i>	district
<i>kecamatan</i>	subdistrict
<i>kelurahan</i>	a village level administrative area located in an urban center
<i>kota</i>	city
<i>ojek</i>	motorcycle taxi
<i>pete-pete</i>	public transport vehicle for people and goods

EXECUTIVE SUMMARY

Efforts to provide basic education services in Indonesia still face various problems, such as the uneven spread of education facilities, teacher shortages, and poor quality teachers. The nature of Indonesia's geography also creates difficulties in attempting to provide basic education services. Many remote areas have limited access to progress and developments in the education sector, and have difficulties obtaining teachers.

To attract the interest of teachers and retain current teachers, the government supplied a special allowance for teachers in remote areas, including teachers in poor or conflict-affected areas. The subsidy is the equivalent of one month's wage, or up to Rp1.35 million. Teachers were eligible to receive the allowance if they had been working in the school for a minimum of two years and worked at least 24 hours per week.ⁱ For the teaching year of 2007/08, the remote area allowance was to be given to 20,000 teachers in primary schools in 199 *kabupaten*.

The effectiveness of the remote area allowance program can be assessed by examining the influence it has had on the absentee levels of teachers who teach in remote area allowance recipient schools. The key question to consider is: Is the absentee level for teachers who receive the allowance lower than the absentee level for teachers who do not receive the allowance? To answer this question in 2008 The SMERU Research Institute conducted a teacher absentee survey, similar to that conducted by The SMERU Research Institute in 2003. This survey will also seek to update the 2003 absenteeism figure, and investigate other information including how the remote area allowance program is operating, student absentee levels in primary schools, and grade four students' skills in mathematics and Indonesian.

This survey was conducted in five remote area allowance recipient *kabupaten* (districts): Kabupaten Lahat, Kabupaten Sukabumi, Kabupaten Lombok Tengah, Kabupaten Kolaka, and Kabupaten Nunukan; and five non-remote area allowance recipient *kabupaten* or *kota* (cities): Kota Pekanbaru, Kota Bandung, Kota Surakarta, Kabupaten Tuban, and Kabupaten Gowa. The sample *kabupaten/kota* were selected using the same method as the 2003 survey. This method meant that the areas were stratified geographically and grouped according to region (Java, Sumatra, Kalimantan, Sulawesi, or Nusa Tenggara) and then randomly selected proportionate to population size. The five non-remote area allowance recipient *kabupaten/kota* and Kabupaten Lombok Tengah were sample regions in the 2003 survey. In every remote area allowance recipient *kabupaten* there were 18 sample public primary schools chosen randomly including 8 remote area allowance recipient primary schools and 10 non-remote area allowance recipient schools. While in each non-remote area allowance recipient *kabupaten/kota* there were 16 non-remote area allowance recipient sample public primary schools selected, 8 of which were surveyed in 2003.

This survey was conducted over two visits; the first was to remote area allowance recipient areas from 27 February 2008 to 14 March 2008. The second visit was to non-remote area allowance recipient areas from 23 March 2008 to 4 April 2008. The research team visited 170 sample public primary schools spread over 124 villages/*kelurahan*ⁱⁱ, 57 *kecamatan* (subdistricts),

ⁱOriginally, the Minister for National Education determined that teachers had to have taught for at least two years to receive the remote area allowance. However, after the Minister for National Education Regulation No. 32/2007 on the Remote Area Allowance for Teachers in Remote Areas was released, the length of time was reduced to one year.

ⁱⁱA *kelurahan* is a village level administrative area located in an urban center.

and 11 sample *kabupaten/kota* located in 9 provinces. In Kabupaten Kolaka, there was one sample school which had to be recategorized; having originally been categorized as a remote area allowance recipient school, it was found to be a non-remote area allowance recipient school. Thus the total number of sample schools included 39 remote area allowance schools and 131 non-remote area allowance schools.

When the survey was conducted, almost all sample schools in the four research areas of Kota Bandung, Kota Surakarta, Kabupaten Tuban, and Kabupaten Lombok Tengah were holding trial grade six national exams or midsemester exams. There was concern that this would make the data on the teacher and student absentee levels biased. Thus, repeat visits were conducted in stages to all sample schools in the four *kabupaten/kota* mentioned from 27 October 2008 to 14 November 2008 using short questionnaires to update the data on the student and teacher absentee levels. Interviews with sample teachers who could not meet during the first visit or had not yet been directly interviewed were also conducted.

The majority of non-remote area allowance recipient sample schools could be reached using four-wheeled vehicles and motorcycles (*ojek*, motorcycle taxis). In contrast, most remote area allowance recipient sample schools are located in isolated areas which are relatively difficult to access; some schools could only be accessed on foot. In Kabupaten Nunukan, some sample schools could only be accessed using a motorboat. The condition of schools in remote area allowance *kabupaten*, in terms of the availability of important facilities, is far worse than that of schools in non-remote area allowance *kabupaten/kota*.

As in the 2003 survey, data was collected by conducting surprise visits to schools during study hours using as the following instruments: school level questionnaires, teacher questionnaires, grade four student questionnaires, and tests in mathematics and Indonesian for grade four students. A maximum of 12 fulltime teachers were used in the sample for each school. There were 1,263 sample teachers, 86.5% of whom were interviewed directly during the original and follow up visits to four sample *kabupaten/kota*. Not all teachers who could be interviewed were present at their schools when the research visits took place. Approximately 8.4% of teachers interviewed were remote area allowance recipient teachers. Ten grade four students were randomly selected in each sample school to do the mathematics and Indonesian tests. As well as these data collection tools, interviews were conducted with *kabupaten/kota* and *kecamatan* education agency officials, as well as a number of school principals.

Implementation of the Remote Area Allowance Program for Teachers in Isolated Areas

The remote area allowance program was not socialized as it should have been, thus only some teachers (42%) knew about the existence of the program. Those who knew about the program were mostly teachers who received the allowance; however, in Kabupaten Nunukan almost all teachers in remote area allowance recipient schools stated they did not know about the program. The teachers' knowledge about the size of the remote area allowance fund was also very minimal. Only approximately 26% of teachers who knew about the program knew the size of the allowance. Moreover, the majority of respondents stated that the procedure and criteria for determining remote area allowance recipient teachers was unclear and caused social jealousy. Teachers also had different views about the isolation of their schools.

Approximately 47.3% of sample teachers in 39 remote area allowance recipient sample schools or 20.7% of teachers in remote area allowance recipient *kabupaten* received the remote area allowance. The remote area allowance was received by teachers from October 2007 until

January 2008; however, this is not the case in Kabupaten Nunukan where respondents stated they did not know about the allowance. The size of the remote area allowance received by teachers differed between regions. In Kabupaten Lahat and Kolaka, as well as in some schools in Kabupaten Lombok Tengah, the remote area allowance funds were received from January to June 2007, whereas in Kabupaten Sukabumi and in some schools in Lombok Tengah the allowance was received from January to December 2007.

Almost 60% of remote area allowance recipient sample teachers stated that they did not receive the complete amount of funds. In Kabupaten Lombok Tengah, only about 10% of teachers received the complete amount of remote area allowance funds, while in Kabupaten Sukabumi almost 80% of teachers received the complete amount of funds. This situation is closely related to the type of school policy, aimed at limiting the occurrence of social jealousy, in place. In Kabupaten Lombok Tengah and Kolaka, as well as in some schools in Kabupaten Lahat, the remote area allowance is formally divided through agreement with the teacher; while in Kabupaten Sukabumi there is only a suggestion or appeal to recipient teachers to divide their allowance. The average amount of remote area allowance received by teachers was 86.5% of what they should have received. The highest proportion received by teachers was in Kabupaten Sukabumi (95.4%) and the lowest was in Kabupaten Lombok Tengah (67.8%).

There continues to be a lack of concern from some regional governments about the welfare of teachers in remote areas. However, the Kabupaten Sukabumi Regional Government supported by the West Java Provincial Government gives assistance, or a subsidy, to teachers in isolated areas, although the allowance is smaller than the remote area allowance from the central government. Thus, there are more remote area allowance recipient teachers in this area. In other remote area allowance recipient *kabupaten*, the allowance from the *kabupaten* is not given specifically to teachers in remote areas, but is given to all teachers and civil servants in that *kabupaten*. Other subsidies include teacher specific and extra teaching hour subsidies in Kabupaten Lahat, transport subsidies in Kabupaten Kolaka, and welfare allowances and cost of living adjustments in Kabupaten Nunukan. However, the determination of the size of the subsidy often causes conflict because the criteria to decide which areas are isolated are considered unclear.

In non-remote area allowance recipient *kabupaten/kota*, except for Kabupaten Tuban, there are various policies, such as incentives for teachers, in effect. Kota Bandung Regional Government provides a regional subsidy to civil servant employees, including teachers. In Kota Surakarta, teachers receive three types of subsidies: for extra teaching hours, for welfare, and for teaching loads. The Kota Pekanbaru Government increased the work performance subsidy (IPK), which is for all regional civil servants, by almost eight-fold, and increased the subsidy again for civil servant teachers who teach in areas on the outskirts of towns. In Kabupaten Gowa teachers in remote areas get a transport subsidy and welfare subsidy, but many teachers do not know about these subsidies.

Changes in Teacher Absentee Levels

The teacher absentee level was calculated in the same way as for the 2003 survey. Sample teachers who had moved and/or changed to a different teaching shift were taken out of the analysis for this study. The data shows that the teacher absentee level, with a weighted average, in 2008 (14.8%) was lower than the teacher absentee level in 2003 (20.1%). However, the range for the teacher absentee level between the same sample areas has increased. In 2003, the lowest teacher absentee level was 16.0% in Kota Surakarta and the highest was 33.5% in Kota Pekanbaru. In 2008, the lowest teacher

absentee level was 6.2% in Kota Surakarta and the highest was 25.0% in Kabupaten Lombok Tengah.

Generally, no significant differences were found between the results of the 2003 and 2008 surveys concerning reasons why teachers were absent from their schools. In 2003, approximately 33% of absent teachers were absent because they were sick and had been given leave; 17% were on official duty outside the school; 15% were conducting work unrelated to teaching, arrived late, or left early; and 36% of absent teachers were absent with no clear reason. In 2008 the percentage of teachers who were absent with the same reasons was, respectively 45%, 28%, 12%, and 14%. Thus, teachers absent for unjustifiable reasons remains a problem. Also, the accurateness of the teacher attendance book provided at the school is questionable and there has been no improvement in the past five years.

Based on the 2003 survey, the development and progress of an area did not have a clear impact on the teacher absentee level; however, the 2008 survey results indicate the reverse. The remoteness of a region clearly influences the teacher absentee level. In relatively advanced regions in urban areas, the teacher absentee level is lower than that in rural/*kabupaten* areas. This is also true of the teacher absentee level in *kabupaten/kota* located in western Indonesia where the absentee level is lower than that in eastern/central areas. The data also indicates that the teacher absentee level in remote area allowance recipient areas (25.3%), which are generally located in remote areas, is higher than the teacher absentee level in non-remote area allowance areas (14.1%).

The teacher absentee levels in the five non-remote area allowance recipient *kabupaten/kota*, which were surveyed both in 2003 and in 2008, decreased. In Kota Pekanbaru and Surakarta, the decrease in the teacher absentee level was quite drastic, with an average decrease of over 50%. In Kota Bandung and Kabupaten Tuban the decrease was approximately 35% and 18% respectively, while in Kabupaten Gowa it was only 3%. In Kabupaten Lombok Tengah the absentee level actually increased from 17.7% in 2003 to 25.0% in 2008. The decreases in the absentee level were influenced by *kabupaten/kota* government policies, for example, a competition to become the favorite school in Surakarta; the local education agency's decision to place a supervisor within a multi-school complex in Bandung; and the policy increasing the work performance subsidy as much as eight times and providing additional allowance for teachers in the outskirts of Kota Pekanbaru.

The teacher absentee level in Kabupaten Sukabumi (12.9%) was the lowest among the remote area allowance recipient *kabupaten* and was also lower than the teacher absentee levels in Kota Bandung and two other non-remote area allowance recipient *kabupaten* (Tuban and Gowa). The implementation of the regional Bupatiⁱⁱⁱ Regulation No.26A/2007, which determined that teachers in remote areas were required to live in the regions in which they worked, was very effective in reducing teacher absentee levels in this area. A similar impact was found when policies about the distribution of the remote area allowance were complemented with similar policies from the *kabupaten* government and West Java provincial government. In contrast, the teacher absentee level in Kabupaten Kolaka is the highest and most concerning as it has reached 44.1%. However, it was found that a high or low teacher absentee level does not immediately guarantee that the teaching-learning activities will take place as normal. In a number of schools it was found that teachers were not teaching as they should have been, with students left to run around outside the classroom or study by themselves inside the classroom.

ⁱⁱⁱBupati is the *kabupaten* head.

Impact of the Remote Area Allowance Program on Teacher Absentee Levels

The data shows that the absentee level for remote area allowance recipient teachers (31.5%) is far higher than the absentee level for non-remote area allowance teachers both in remote area allowance recipient schools and in non-remote area allowance recipient schools, in both sample region categories. In remote area allowance recipient *kabupaten*, the absentee level for non-remote area allowance recipient teachers in remote area allowance schools is actually relatively low (21.3%) compared to that in non-remote area allowance schools (24.4%). However both figures are higher than the teacher absentee level in non-remote area allowance regions, which is only 14.1%. This indicates that overall the existence of the remote area allowance program has not yet had an impact on the teacher attendance level in schools located in remote areas. Only in Kabupaten Sukabumi could the effectiveness of the distribution of the remote area allowance be seen. However, this was only possible due to a very conducive policy from the regional government allowing the program to be more effective in reaching its objectives.

Student Absentee Levels

The student absentee level was calculated by comparing the number of absent children with the number of children registered at each school. The total number of students registered in all sample schools was 36,560, with 48.4% female students and 51.6% male students. The student absentee level, on average, reached 10.3%, ranging from 4.1% (Kota Surakarta) to 26.4% (Kabupaten Kolaka). The student absentee level is also very much influenced by the development or socioeconomic progress of a region. The student absentee level in urban areas (5.3%) is significantly lower than that for students in *kabupaten* areas (13.6%). This is also the case with the student absentee level in regions located in western areas of Indonesia (5.9%) being lower than that in central and eastern areas of Indonesia (18.8%). The student absentee level within Java (6.0%) is also lower than that outside Java (13.6%). Between remote area allowance regions and non-remote area allowance regions, as well as between recipient schools and non-recipient schools, the student absentee level is also inconsistent. Aside from this, there is a tendency that the higher the grade level of the student, the lower the student absentee level. However, if this is considered per region the pattern is different. Female students attend school more consistently than male students. The absentee level for female students is 9.7%, slightly lower than that for male students, which is 10.9%. There is also the tendency that if the teacher absentee level in one region is high, the student absentee level is also high.

In urban regions, including Kabupaten Tuban, the reasons students are absent from school can be better observed, with reasons generally being because students are sick or absent with leave. Whereas in other sample *kabupaten* areas, many students are absent with an unclear reason or no reason at all. The main reasons students are apathetic about going to school are because it is difficult to access the school or they live far from the school. The socioeconomic factor of the family also has a strong influence on student absentee levels at schools. In Kolaka and Nunukan, for example, during the harvest season (rice, chocolate, fruit and others), many children help their parents work.

Mathematics and Indonesian Test Scores for Grade Four Students

Overall, the mathematics and Indonesian test scores indicate quite good results, with the majority of students able to give correct responses to over 50 percent of the given questions. The proportion of students who were able to answer over 50 percent of the questions correctly was the lowest in Kabupaten Lombok Tengah and Kolaka. There were still students who could not yet write and count, with more students in grade four unable to write than unable to count. Approximately 3.4% of students got all answers wrong in the Indonesian test, but only 0.7% of students answered incorrectly for all problems in the mathematics test. This occurred most frequently in Kabupaten Lombok Tengah.

Whether an area is isolated or reasonably advanced in terms of its socioeconomic condition is clearly a factor in students' performances. Both surveys indicate that student test scores in schools located in central/eastern Indonesia are significantly lower than student test scores in schools located in western regions of Indonesia. Student test scores from schools located outside Java are also significantly lower than those from schools within Java. This is the same with student test scores in schools located in villages/*kabupaten* which are significantly lower than those in urban areas.

There is a negative correlation between the teacher and student absentee levels and the mathematics and Indonesian test scores in each sample region; the higher the student and teacher absentee levels in an area, the lower the proportion of students who were able to correctly answer over 60% of mathematics and Indonesian problems. Other factors which determine the mathematics and Indonesian test results include the education level of a student's mother and father, whether the mother and father can read and write, whether the student's parents communicate with the class teacher, whether the student attends extra classes outside school, whether the student lives in the same house as his or her birth parents, and whether a student's mother and father work. The correlation between mathematics and Indonesian test results and the majority of these factors is positive and statistically significant. In contrast, if the student's mother works, this has a statistically significant, negative correlation with the test results. This finding may be due to the community's culture where a mother's main role is in the home, raising the children. If there is no one else to take this role, their absence would likely have an impact on their children's performance at school.

Recommendations

Based on the research findings, there are three main issues which must be considered: (i) local/regional initiatives in efforts to constrain the teacher absentee levels must be encouraged; (ii) the widening gap between the condition of education in more advanced areas and isolated areas must be dealt with, among other things through the adaptation of the allocation of the School Operational Assistance (BOS) program for schools in remote areas, and (iii) ensuring the availability of teachers in remote areas, including the appointment of *guru honorer/kontrak*^{iv} who live relatively close to the location of the school.

^{iv}*Guru honorer/kontrak* are teachers who are paid entirely by the school in which they teach, whereas civil servant teachers (PNS) are paid by the government.

I. INTRODUCTION

1.1 Background and Objectives

One of the objectives of the Millennium Development Goals (MDG) is the availability of adequate basic education services for every citizen. To reach this goal, new approaches are needed to combat the problems which have until now impeded the progress of basic education in Indonesia. Classic problems still faced in the Indonesian education sector include the uneven availability of education resources between regions, as well as a teacher shortage, and poor quality teachers. Data shows that the majority of the approximately 1.7 million teachers in Indonesia who have not yet obtained an S1 (undergraduate) or D4 (diploma) degree work in primary schools. The issue of education in Indonesia becomes increasingly complex if we consider the geographical nature of Indonesia, which contributes to the problem of the availability of basic education services. There are still many remote areas that face difficulties in accessing the progress and developments of the education world, and have problems attracting teachers.

One important factor in ensuring the quality of teaching is the presence of a well qualified teacher in the classroom. In many schools, particularly in remote areas, there are often difficulties attracting qualified teachers, and even if they are successful in doing this, these teachers are not always present in the classroom. The first phase basic education services survey conducted by The SMERU Research Institute in 2003 found that 19% of teachers in randomly selected public primary schools (SDN) were not present during the research visit.

In relation to this problem, Law No. 14/2005 on Teachers and Lecturers states that the government will provide an allowance equal to one time base pay for certified teachers who teach in "special areas"—those that are remote, impoverished, or conflict-affected. This allowance is in addition to the professional allowance, also equal to one time base pay, that all certified teachers will receive regardless of the location of their school. The special allowance is aimed at attracting and retaining teachers, especially well qualified teachers, to areas that have been difficult to staff.

By law the allowance will go only to certified teachers. However, teachers in remote areas tend to have insufficient qualifications to take part in the certification process, thus it is estimated that only a small number of these teachers will be certified in the near future. Thus, to provide a more immediate incentive, the Ministry of National Education's (MoNE) Directorate General of Quality Improvement of Teachers and Teaching Staff (PMPTK) has introduced a new allowance, of Rp1.35 million per month, for uncertified teachers who have been teaching in remote areas for at least two years.¹ This allowance could become an important instrument to attract and retain teachers in remote schools. If the relevant teachers gain certification, they will receive the professional allowance and cease receiving this special teachers' allowance.

For the 2007/08 school year, the special allowance, better known as the welfare allowance for teachers in remote areas (shortened to 'remote area allowance' in this report²) is scheduled to go to 20,000 primary school teachers, in 199 *kabupaten* (districts) in Indonesia. The PMPTK

¹Originally, MoNE determined that teachers had to have taught for at least two years to receive the remote area allowance. However, after the Minister for National Education Regulation No. 32/2007 on the Remote Area Allowance for Teachers in Remote Areas was released, the length of time was reduced to one year.

²For efficiency, in some tables 'remote area allowance' is abbreviated to RA.

set quotas for remote area allowance recipients in each province, and then the provincial government distributed this recipient quota between the *kabupaten*. Furthermore, the *kabupaten* education agency was to identify which schools would receive the allowance according to previously specified guidelines. The guidelines state that schools be chosen based on a scoring system that includes factors such as the school's distance from the *kabupaten* education agency, whether there is electricity in the village, and other similar factors. All teachers in the identified schools who have worked at the school for a minimum of two years and work at least 24 hours per week are eligible to receive the allowance.

The effectiveness of the remote area allowance program can be assessed by comparing the levels of basic education services in schools that receive the allowance and those that do not. An important factor that must be considered is whether the program affects teacher absentee levels in the targeted schools. Specifically, is the level of absenteeism lower for teachers who receive the remote area allowance compared with those who do not? This can be evaluated by comparing absentee levels of teachers that receive the allowance (the treatment group) with teachers that do not receive the allowance (the control group).

A survey on teacher absenteeism, related to the implementation of the remote area allowance program, must be carried out to answer the above question. One such survey (first phase) was conducted by The SMERU Research Institute in 2003. The current survey aims to:

- a) Obtain an updated estimate on the teacher absentee levels in primary schools in Indonesia.
- b) Obtain information on how the teacher absentee levels have changed over five years since the first survey in 2003.
- c) Obtain information on how the remote area allowance program was operating in schools.

In addition to the three main objectives, the survey will also gather information aiming to:

- a) Obtain an estimate on the student absentee levels in primary schools in Indonesia.
- b) Obtain information on the ability level of grade four students in mathematics and Indonesian and compare these results with the 2003 survey.

1.2 Methodology

1.2.1 Selection of Sample Kabupaten/Kota and Sample Schools

The survey will cover two categories of sample areas: *kabupaten* that receive the remote area allowance, and *kabupaten* or *kota* that do not receive the allowance. From each sample category, five sample *kabupaten* or *kota* were chosen. All of the sample schools are public primary schools (SDN) and include remote area allowance recipient schools and non-remote area allowance recipient schools. In remote area allowance *kabupaten/kota*, both types of sample schools were selected, while in non-remote area allowance *kabupaten*, all schools are non-remote area allowance schools.

As much as possible, the sampling method used to select the *kabupaten* and *kota* was the same as that used in the 2003 survey. The survey regions were stratified geologically, grouped as Java, Sumatra, Kalimantan, Sulawesi, and Nusa Tenggara. Due to financial constraints, Maluku and Papua were excluded from the sample. Within each region, *kabupaten* and *kota* were then randomly selected proportionate to population size. To maximize comparability with the previous SMERU absenteeism survey, *kabupaten*, *kota*, and schools that were sampled in the first phase survey were selected first for the sample.

From the *kabupaten* researched in the 2003 SMERU survey, only Kabupaten Rejang Lebong and Kabupaten Lombok Tengah receive the remote area allowance. However, only Kabupaten Lombok Tengah meets the criteria of sample selection for the survey, that is, having more than ten remote area allowance schools within the region. The remaining four remote area allowance sample *kabupaten* were chosen randomly. For the non-remote area allowance sample areas, five sample *kabupaten* were chosen from the remaining eight sample *kabupaten* studied in the 2003 survey (Kota Pekanbaru, Kota Cilegon, Kota Bandung, Kabupaten Magelang, Kota Surakarta, Kabupaten Tuban, Kota Pasuruan, and Kabupaten Gowa). Table 1 lists the *kabupaten* that have been selected as the sample for this survey.

Table 1. Name of Sample *Kabupaten* and *Kota*

<i>Kabupaten/Kota</i>	Province	Geographic Region
1. Remote Area Allowance Recipients		
Kabupaten Lahat	South Sumatra	Sumatra
Kabupaten Lombok Tengah ^a	West Nusa Tenggara	Nusa Tenggara
Kabupaten Sukabumi	West Java	Java
Kabupaten Nunukan	East Kalimantan	Kalimantan
Kabupaten Kolaka	Southeast Sulawesi	Sulawesi
2. Non-Remote Area Allowance Recipients		
Kota Pekanbaru ^a	Riau	Sumatra
Kota Bandung ^a	West Java	Java
Kota Surakarta ^a	Central Java	Java
Kabupaten Tuban ^a	East Java	Java
Kabupaten Gowa ^a	South Sulawesi	Sulawesi

^aThese sample *kabupaten/kota* were part of the 2002/2003 SMERU basic education services survey.

In each remote area allowance *kabupaten/kota*, 18 public primary schools were randomly chosen, consisting of eight schools which receive the remote area allowance and ten schools which do not receive the allowance. The ten non-remote area allowance schools were selected from both remote area allowance and non-remote area allowance *kecamatan*. The complete selection process for the schools was as follows:

- Two *kecamatan* were randomly selected with probability of sampling proportional to the number of remote area allowance recipients in the *kecamatan*. If the number of school recipients in the selected *kecamatan* was less than four schools, another *kecamatan* was selected using the same procedure.
- From each sample *kecamatan*, four remote area allowance public primary schools were selected at random. A remote area allowance school is defined as a school in which at least one teacher received the remote area allowance.
- Six non-remote area allowance public primary schools were randomly selected based on the proportion of the number of *kecamatan* sampled.
- An additional sample of four schools was included in the *kecamatan* with no remote area allowance schools. This was obtained by randomly sampling two *kecamatan* without remote area allowance schools, and randomly selecting two schools from each of these *kecamatan*.
- In the case of Kabupaten Nunukan, due to limited access to *kecamatan* without remote area allowance schools, all ten non-remote area allowance school samples were randomly taken from *kecamatan* which also had remote area allowance schools.

In every non-remote area allowance *kabupaten/kota*, 16 non-remote area allowance public primary schools were chosen. Eight of the schools were randomly chosen from the list of sample schools used in SMERU's first phase survey, while the remaining schools were selected from those closest to the original eight schools. The sample distribution for every sample *kabupaten* and *kota* is shown in Table 2.

Table 2. Sampling Framework (and Number) of Schools for Each Sample Kabupaten/Kota

Kabupaten/Kota	Number of Schools			Total
	RA School	Non-RA School		
		In an RA Kecamatan	In a Non-RA Kecamatan	
Remote Area Allowance Recipients				
Kabupaten Lahat	8	6	4	18
Kabupaten Lombok Tengah	8	6	4	18
Kabupaten Sukabumi	8	6	4	18
Kabupaten Nunukan	8	10	-	18
Kabupaten Kolaka	8 ^a	6	4	18
Subtotal	40	34	16	90
Non-Remote Area Allowance Recipients				
Kota Pekanbaru	-	-	16	16
Kota Bandung	-	-	16	16
Kota Surakarta	-	-	16	16
Kabupaten Tuban	-	-	16	16
Kabupaten Gowa	-	-	16	16
Subtotal	0	0	80	80
Total	40	34	96	170

^aAfter the survey was carried out it was discovered that one of the sample schools which had been categorized as a remote area allowance school was actually a non-remote area allowance school.

This survey was carried out over two visits; the first visit was to the remote area allowance *kabupaten* from 27 February to 14 March 2008 and the second visit was to the non-remote area allowance *kabupaten* from 23 March to 4 April 2008. In accordance with the sampling framework, during these two visits the research team visited 170 public primary schools in 124 villages/*kelurahan*³ from 57 *kecamatan* located in 11 sample *kabupaten/kota*⁴ in 9 provinces. The researchers visited eight remote area allowance schools and ten non-remote area allowance schools in each remote area allowance recipient *kabupaten*. The one exception was Kabupaten Kolaka, where it was found that one school which had been categorized as a remote area allowance school did not actually receive the allowance. Because of this the total number of remote area allowance schools was reduced by one and the total number of non-remote area allowance schools increased by one. In each non-remote area allowance *kabupaten*, 16 non-remote area allowance schools were visited. Thus the total number of sample schools was 39 remote area allowance schools and 131 non-remote area allowance schools.

The research team visited the majority of sample schools as determined by the sample framework. However, seven sample schools in five *kabupaten/kota* had to be replaced for a number of reasons, as outlined below.

- a) In Kabupaten Lombok Tengah: SDN⁵ Bangket Molo is in Kecamatan Praya Barat, not in Kecamatan Praya Barat Daya. Because of this, random sampling was carried out to find an alternative school. SDN Repok Pidandang, which is in Desa Pemepek Kecamatan Pringgarata, was chosen. This school is relatively easy to access, but is the furthest public primary school from the capital of the *kecamatan* in Pringgarata and so it was selected as a remote area allowance school.

³*Kelurahan* is a village level administrative area located in an urban center.

⁴Since February 2008 Kabupaten Lahat has been split into two *kabupaten*, that is Kabupaten Lahat and Kabupaten Empat Lawang.

⁵SDN, or *Sekolah Dasar Negeri*, denotes a public primary school.

- b) In Kabupaten Kolaka: SDN Woimendaa 2, which was to be used as a sample school, had been merged with SDN Woimendaa 1. Thus SDN Woimendaa 1, the product of the two merged schools, was used as a sample school.
- c) In Kota Bandung: SD Cipaera was originally chosen as a sample public primary school but after verification was conducted, it was found that this school is actually a private school. Thus SDN Gempolsari, the one school remaining in the sampling framework, was chosen as a replacement (refer to the sample schools in the 2003 survey).
- d) In Kota Surakarta two sample schools were replaced: (i) SD Inpres No. 88 Gondang was replaced by SDN Nusukan No. 44 because SD Inpres No. 88 Gondang had been closed two years earlier due to the declining number of students enrolled. Thus, random selection was again carried out with SDN Nusukan No. 44, located in the same *kabupaten* as the original school, chosen; and (ii) SD Inpres No. 1 Petoran 154 had been changed to SDN Petoran 154 due to a merger between SD Inpres No. 1, 2, and 3.
- e) In Kabupaten Gowa two schools were also replaced: SD Inpres I Bontobontoa and SDN No. IV Bontobontoa had been merged into SDN Bontobontoa. Thus SDN Bontobontoa was chosen to replace SD Inpres I Bontobontoa and SDN No. IV Bontobontoa was replaced with SDN Inpres Ciniayo (in accordance with the 2003 survey sampling framework).

Specifically in Kabupaten Lahat, there have been various divisions of regions and in February 2008 the *kabupaten* was divided into two separate *kabupaten*; Kabupaten Lahat and Kabupaten Empat Lawang. The names of *kecamatan* that became part of Kabupaten Empat Lawang were generally changed or adjusted. The majority of sample public primary schools (12) are now in Kabupaten Empat Lawang, with only six sample schools being located in Kabupaten Lahat. The research team visited all 18 public primary schools in the two *kabupaten*; however SDN 020 Tanjung Sakti had changed its name to SDN Tanjung Sakti PUMU 08. Also, SDN 25 Kungkilan if referred to by its official name is actually SDN 25 Pendopo. The official names and addresses of the sample schools visited by the research team are listed in tables in Appendix 1.

In the four remote area allowance sample *kabupaten*, with the exception of Kabupaten Nunukan, the status of public primary schools as remote area allowance or non-remote area allowance recipients was generally in accordance with the sampling framework. There was only one instance where this was not the case, in Kabupaten Kolaka, where SDN 1 Atolanu had been categorized as a remote area allowance school, but it was found that this school was a non-remote allowance school. Whereas in Kabupaten Nunukan, all schools that had been categorized as remote area allowance schools had not yet received the allowance, and even stated that they did not know that the program existed. The head of the local *kabupaten* education agency also claimed not to know about the program.

1.2.2 Data Collection

Data collection took place through surprise visits to the selected schools during class time, as was the case with the 2003 survey. This was done to obtain information about the normal activities in sample schools without the possibility of intervention. The instruments used in this survey were also similar to those used in the 2003 survey; that is, the school level questionnaire (interview with the principal), the individual teacher level questionnaire for full time teachers, and the individual student level questionnaire for fourth grade students. The students were also tested in mathematics and Indonesian. The majority of information collected in this survey is similar to that collected in the first phase survey; however, there have been a number of changes with questions being added or removed from the three questionnaires.

At the school level, the information collected was:

- a) date and time of the visit
- b) characteristics of the school
- c) condition of the school's facilities
- d) total number of teachers employed and their names
- e) teacher presence or absence at the time of the visit
- f) retrospective information about teacher absentee levels
- g) reasons for the absence of each absent teacher
- h) teacher activities in the school
- i) the level of remoteness of the school
- j) procedures for substituting absent teachers
- k) teacher discipline
- l) main language used by students
- m) community involvement in the school
- n) monitoring and supervision
- o) usage of facilities (including the number and attendance levels of students)
- p) school finances

While at the individual (full time) teacher level, the information collected includes:

- a) teacher observation
- b) teacher demographic characteristics
- c) marital status and number of children
- d) job tenure and work history
- e) training and preparation for the job
- f) teacher commuting logistics
- g) teacher ties to the local community
- h) ethnic group and native language
- i) income-earning opportunities outside the school
- j) wage information
- k) motivation for career choice and current level of job satisfaction
- l) perceptions and experiences of the teacher certification program
- m) perceptions and experiences of the remote area allowance program

The maximum number of full time teachers interviewed in each school was 12. If there were more than 12 full time teachers in a school, 12 teachers were randomly selected to be part of the sample. The full time teacher sample population includes teachers and principals who teach at least 24 hours per week. With the exception of class teachers, if there are teachers who teach less than 24 hours per week, they were still used in the sample population. Specifically in remote area allowance schools, all teachers who receive the remote area allowance were selected to be part of the sample, with the exception that if the school had more than 12 remote area allowance teachers, the teachers were randomly selected.

If there were teachers who were chosen to be part of the sample but were absent or unavailable, information about these teachers was obtained from the principal or other teachers. Other information collected from the individual teacher level questionnaire includes: the existence of facilities and specific programs to support teachers teaching in remote areas, the implementation of the remote area allowance program, and the process of teacher certification.

The selection of ten fourth grade students for the sample was random. The information obtained at student level includes information about parents' backgrounds, parents'

involvement in their child's education, parents' education, whether students take private lessons, and who the students live with. The ten selected students were also given short tests on Indonesian and Mathematics.

To complement the results of the questionnaires, a number of in-depth interviews were conducted with relevant parties, including representatives from the *kabupaten/kota* education agency, *kecamatan* education agency or technical implementation unit from the education agency, as well as with principals. These interviews were about problems faced with the remote area allowance program and regional teacher subsidies, teacher attendance and teacher certification programs.⁶

1.2.3 Repeat Visit to Four Sample *Kabupaten/Kota*

When the survey was conducted, almost all sample schools in the four research areas of Kota Bandung, Kota Surakarta, Kabupaten Tuban and Kabupaten Lombok Tengah were holding trial grade six national exams or midsemester exams. It is thought that this influenced the teacher and student absentee levels such that the data collected did not reflect the true situation or that the data was biased. Holding these two types of exams would force or encourage teachers and students to be present at school, thus not indicating the normal teaching and learning situation. To ensure the data for the teacher and student absentee levels was not biased, a repeat visit was conducted to all sample schools in the four *kabupaten/kota* mentioned when the teaching and learning activities were being conducted as usual.

The repeat visit survey was carried out in stages from 27 October to 14 November 2008 using a short questionnaire with questions related to student and teacher attendance. Interviews with sample teachers who could not be met during the first visit or had not yet been directly interviewed were also conducted. As with the original visit, sample schools were not informed before hand of this second visit.

1.2.4 Processing Data

The survey data was processed using the STATA program. When calculating the average value, aside from using a simple average or the sample average, a weighted average was also used. To obtain this weighted average, the scores which make up the average are given weights. In the analysis of the 2003 and 2008 surveys, weightings given to each sample region were calculated based on the proportion of the total population and the method used to determine sample schools and regions. As these methods used to determine sample schools and regions were different for the 2003 survey and the 2008 survey, the size of the weight given to each sample region is also different. In the 2003 survey, weightings differed according to public and private schools in urban and rural areas, whereas in 2008 they differed according to remote areas (remote area allowance recipients) and non-remote areas (non-remote allowance recipients) and also between schools who received the allowance and those that did not. The 2008 survey focused on public schools only. The weights for each sample region in the two surveys are shown in Table 3.

⁶The information concerning the teacher certification program collected in this survey was used as a reference in the rapid appraisal of the implementation of the Teacher Certification program, which was conducted by The SMERU Research Institute in May/June 2008.

Table 3. Adjustment Factors (Weights) for each Sample Region

Sample <i>Kabupaten/Kota</i>	2003 Survey	2008 Survey	
		SDN in Non-Remote Areas	SDN in Remote Areas
A. RA Recipients			
1. Kabupaten Lahat	-	0.52	1.26
2. Kabupaten Sukabumi	-	0.53	1.21
3. Kabupaten Lombok Tengah	0.49	0.28	0.92
4. Kabupaten Kolaka	-	0.18	1.14
5. Kabupaten Nunukan	-	0.07	0.46
B. Non-RA Recipients			
1. Kota Pekanbaru	1.31	0.70	-
2. Kota Bandung	1.74	1.23	-
3. Kota Surakarta	1.16	0.85	-
4. Kabupaten Tuban	1.12	0.87	-
5. Kabupaten Gowa	0.93	0.37	-
C. Other Regions			
1. Kota Cilegon	0.83	-	-
2. Kabupaten Magelang	1.10	-	-
3. Kota Pasuruan	0.75	-	-
4. Kabupaten Rejang Lebong	1.01	-	-

1.3 Report Structure

This descriptive report consists of five chapters, explaining the key findings concerning teacher absenteeism and the implementation of the remote area allowance program. Chapter I introduces the background, objectives, research methodology, and the report structure. Chapter II is the explanation of the implementation of the remote area allowance program. This chapter discusses teachers' understandings and perceptions about the program, a number of problems with the program, and the existence of similar programs conducted by regional governments. Chapter III examines the teacher absentee levels and influencing factors, and also discusses the changes in teacher absentee levels between the 2003 and 2008 surveys. Chapter IV describes the findings concerning student absentee levels and analyzes the Indonesian and mathematics test scores from fourth grade students. Finally, Chapter V contains a conclusion and provides important notes on this research, including an initial summary and recommendations.

II. IMPLEMENTATION OF THE REMOTE AREA ALLOWANCE PROGRAM

2.1 Teachers' Understandings and Perceptions

The poor socialization for teachers of the remote area allowance program resulted in only a small number of teachers, mostly those who receive the allowance, being aware of the program. Teachers from some non-remote area allowance schools were unaware of the program even though their school was part of a remote area allowance *kabupaten*. Moreover, in Kabupaten Nunukan almost all teachers in remote area allowance schools stated they did not know about the program. This was also the case in non-remote area allowance *kabupaten/kota* where a large number of teachers did not know about the program.

Table 4 shows the percentage of sample teachers who knew about the remote area allowance program. From 1,091 sample teachers interviewed, on average only 14.9% of teachers in remote area allowance areas and 1.8% in non-remote area allowance areas stated that they had extensive knowledge of the program. Other teachers stated that they had limited knowledge of the program (34.6%), or that they did not know about the program at all (57.7%).

Table 4. Percentage of Teachers according to Their Knowledge of the Remote Area Allowance Program

Sample <i>Kabupaten/Kota</i>	Total Sample ^a	Level of Knowledge (%)		
		Extensive Knowledge	Limited Knowledge	No Knowledge
Remote Area Allowance Recipients				
1. Kabupaten Lahat	109	22.9	28.4	48.6
2. Kabupaten Sukabumi	93	18.3	59.1	22.6
3. Kabupaten Lombok Tengah	103	27.2	37.9	35.0
4. Kabupaten Kolaka	69	4.3	46.4	49.3
5. Kabupaten Nunukan	116	0.0	0.9	99.1
<i>Subtotal</i>	490	14.9	32.2	52.9
Non-Remote Area Allowance Recipients				
1. Kota Pekanbaru	151	0.0	5.3	94.7
2. Kota Bandung	123	2.4	74.8	22.8
3. Kota Surakarta	114	0.9	28.1	71.1
4. Kabupaten Tuban	104	1.0	52.9	46.2
5. Kabupaten Gowa	109	5.5	30.3	64.2
<i>Subtotal</i>	601	1.8	36.6	61.6
<i>Total</i>	1,091	7.7	34.6	57.7

^aThe total number of sample teachers was 1,263, however 170 teachers could not be directly interviewed and 2 teachers did not answer.

Table 4 shows that a teacher's location affects his or her knowledge about the remote area allowance program. This data is further supported by the fact that teachers in West Java (Kabupaten Sukabumi and Kota Bandung) have a higher level of knowledge about the program than teachers in other regions. The percentage of teachers who stated they did not know about the remote area allowance program was only 22.6% in Kabupaten Sukabumi and 22.8% in Kota Bandung. In other areas, 35% of the sample teachers claimed that they did not know about the program. This is because these teachers have easy access to many sources of

information, and they are located close to Jakarta. However, teachers in cities did not always know more about the program than teachers in district regions, as seen by the high percentage of teachers who did not know about the program at all in Kota Surakarta and Kota Pekanbaru. In Kabupaten Gowa, one teacher who knew about the remote area allowance program heard about it from their neighbor who happened to teach at a school in Kabupaten Sinjai, which is a remote area allowance school in South Sulawesi.

In some regions, teachers knew about the remote area allowance program under a different name. In Kabupaten Lahat, for example, remote area allowance (*bantuan kesejahteraan untuk guru di daerah terpencil*) is known as the “special subsidy” (*tunjangan kbusus*) or “special assistance” (*bantuan kbusus*). However, a number of teachers said that they knew about the program when researchers mentioned the size of the remote area allowance (Rp1.3 million per month). In Lombok Tengah, teachers know the program as “subsidy for teachers in remote areas” (*tunjangan guru di daerah terpencil*) and in Kabupaten Sukabumi the program is known by the abbreviation *bankees gurdacil* (*bantuan kesejahteraan guru di daerah terpencil*) or “allowance for teachers in remote areas.”

Teachers’ knowledge about the size of the remote area allowance funds was also very limited, as shown in Table 5. Only approximately 26% of teachers who said they knew about the program also knew the correct value of the remote area allowance. Moreover, it is estimated that not all teachers who receive the allowance know the exact value of the allowance. The range of amounts suggested by teachers varied greatly, from Rp50,000 per month to Rp1,430,000 per month, and some teachers answered with values even higher than this. In Kabupaten Kolaka no teachers knew the correct value of the remote area allowance, while in Kabupaten Lahat many teachers knew the exact value of the remote area allowance.

Table 5. Number of Teachers according to Their Knowledge about the Size of the Remote Area Allowance

Sample RA <i>Kabupaten</i>	Number of Teachers who Knew About the RA Program (N1) ^a	Number and Percentage of Sample Teachers who:				
		Answered about the Size of the RA		Answered Correctly ^b		
		N2	% of N1	N3	% of N1	% of N2
1. Kabupaten Lahat	57	46	80.7	35	61.4	76.1
2. Kabupaten Sukabumi Kabupaten Lombok Tengah	83	18	21.7	12	14.5	66.7
3. Kabupaten Kolaka	67	57	85.1	19	28.4	33.3
4. Kabupaten Nunukan	44	8	18.2	0	0.0	0.0
5. Kabupaten Nunukan	1	0	-	-	-	-
<i>Total</i>	252	129	51.2	66	26.2	51.2

^aNumber of sample teachers who stated that they had extensive or limited knowledge about the remote area allowance program (see Table 4).

^bThe actual size of the remote area allowance per month is Rp1,350,000 or Rp1,147,500 after 15% tax.

In non-remote area allowance sample *kabupaten*, the amounts suggested for the value of the remote area allowance were more wide-ranging than in remote area allowance *kabupaten*. For example, in Kota Bandung the teachers who knew about the program did not know the exact amount of the remote area allowance, although some knew that it was equal to one time base pay. Of 19 sample teachers from five non-remote area allowance *kabupaten/kota* who responded to the question about the value of the remote area allowance, only one teacher (from Kota Surakarta) answered correctly.

During in-depth interviews, many respondents stated the criteria and procedures for deciding which teachers receive the remote area allowance were unclear. Differences in these criteria and procedures caused social jealousy among teachers who worked in remote areas but did not receive the allowance. The selection process for remote area allowance schools and teachers also differed in each remote area allowance region. For example, in Kabupaten Lahat a number of principals stated that the requirement for teachers to receive the allowance was that they had worked for more than two years. In Kabupaten Kolaka, the procedures and criteria for selection of the remote area allowance differed in each *kecamatan*. In Kecamatan Uluiwoi, for example, the principals and teachers submitted their applications, while in Watubangga, a party from the education agency implementation unit visited a number of schools, with teachers and principals simply having to sign the documents provided to them. Respondents in other *kecamatan* claimed that decisions on which teachers would receive the allowance were very much dependent on the quota and the student to teacher ratio. Meanwhile in Kabupaten Sukabumi, most respondents stated that the determination of remote area allowance recipients was limited by the quota, thus there were still many teachers in isolated areas who were suitable candidates for the remote area allowance. Furthermore, there was no verification of the selection of remote area allowance recipient teachers resulting in a number of targeting errors being found, such as that in Kabupaten Lombok Tengah, where one remote area allowance recipient was actually a school guard.

Table 6. Percentage of Sample Teachers Who Consider their School to be in a Remote Area

Sample Kabupaten/Kota	Teachers in RA Schools		Teachers in Non-RA Schools		All Teachers	
	Number	%	Number	%	Number	%
RA Recipients						
1. Kabupaten Lahat	47	100.0 (47)	63	6.3 (4)	110	46.4 (51)
2. Kabupaten Sukabumi	36	100.0 (36)	57	29.8 (17)	93	57.0 (53)
3. Kabupaten Lombok Tengah	43	100.0 (43)	60	36.7 (22)	103	63.1 (65)
4. Kabupaten Kolaka	26	100.0 (26)	44	52.3 (23)	70	70.0 (49)
5. Kabupaten Nunukan	57	42.1 (24)	59	42.4 (25)	116	42.2 (49)
<i>Subtotal</i>	<i>209</i>	<i>84.2 (176)</i>	<i>283</i>	<i>32.2 (91)</i>	<i>492</i>	<i>54.3 (267)</i>
Non-RA Recipients						
1. Kota Pekanbaru	-	-	151	3.3 (5)	151	3.3 (5)
2. Kota Bandung	-	-	123	1.6 (2)	123	1.6 (2)
3. Kota Surakarta	-	-	114	3.5 (4)	114	3.5 (4)
4. Kabupaten Tuban	-	-	104	11.5 (12)	104	11.5 (12)
5. Kabupaten Gowa	-	-	109	20.2 (22)	109	20.2 (22)
<i>Subtotal</i>	<i>-</i>	<i>-</i>	<i>601</i>	<i>7.5 (45)</i>	<i>601</i>	<i>7.5 (45)</i>
<i>Total</i>	<i>-</i>	<i>-</i>	<i>884</i>	<i>15.4 (136)</i>	<i>1,093</i>	<i>28.5 (312)</i>

Note: The numbers in brackets are the number of sample teachers who stated that they worked in schools in remote areas.

Not all teachers who received the remote area allowance felt that their schools were located in remote areas, and conversely, some teachers who did not receive the remote area allowance believed their schools were in remote areas. As shown in Table 6, the majority of teachers in remote area allowance schools felt they were working in remote locations. However, in Kabupaten Nunukan, a number of teachers in remote area allowance schools felt that their schools were not remote schools as the schools are located in the center of Kota Nunukan, which is the capital city of Kabupaten Nunukan.

In the case of Kabupaten Nunukan there appears to have been an error in the determination of which schools should receive the remote area allowance. This error can be clearly seen when looking at the perceptions of remote area allowance and non-remote area allowance teachers on whether their school is located in an isolated area (see Table 6).

In other *kabupaten* there are many teachers who do not receive the allowance even though they work in remote areas. This is also the case in some non-remote area allowance *kabupaten/kota*, particularly in Kabupaten Gowa, where some teachers consider that their schools should be categorized as remote area schools. Based on the researchers' observations, five sample schools located in Kecamatan Biring Bulu, Tombolopao, and Bungaya are in remote areas. Specifically in the city, some teachers regard their school as the most remote school in the area, compared to other public primary schools, as these schools are located in the outskirts of the city.

2.2 Distribution of the Remote Area Allowance Funds

At the time the survey was carried out, remote area allowance teachers in four remote area allowance sample *kabupaten* (Kabupaten Lahat, Kabupaten Sukabumi, Kabupaten Lombok Tengah, and Kabupaten Kolaka) had received the allowance for October 2007 to January 2008. However, in Kabupaten Nunukan, almost all teachers, including the principal, in schools which had been classified as remote area allowance schools had not received any information about the remote area allowance program. Furthermore, education agency staff, including the head of the education agency and the head of the kecamatan education agency, also stated that they did not know for certain whether the program would be implemented there.

Table 7. Number of Sample RA Teachers in RA *Kabupaten*

Sample RA <i>Kabupaten</i>	Total Number of Sample Teachers		RA Teachers		
	Total (N1)	In RA Schools (N2)	Total	% of N1	% of N2
1. Kabupaten Lahat	128	57	44	34.4	77.2
2. Kabupaten Sukabumi	104	42	16	15.4	38.1
3. Kabupaten Lombok Tengah	116	51	33	28.4	64.7
4. Kabupaten Kolaka	114	48	32	28.1	66.7
5. Kabupaten Nunukan	143	66	0	-	-
<i>Total</i>	<i>605</i>	<i>264</i>	<i>125</i>	<i>20.7</i>	<i>47.3</i>

Approximately 47.3% of sample teachers in 39 remote area allowance public primary schools or 20.7% of teachers in remote area allowance *kabupaten* are remote area allowance recipients, as shown in Table 7. The proportion of remote area allowance recipient sample teachers in remote area allowance public primary schools in Kabupaten Lahat was 77.2%, while in Kabupaten Lombok Tengah and Kabupaten Kolaka it was 64.7% and 66.7% respectively. This means that the average number of remote area allowance teachers per public primary school in the three *kabupaten* is higher than that in Kabupaten Sukabumi.

Teachers in each region received different amounts for the remote area allowance. Teachers in Kabupaten Lahat and Kabupaten Kolaka, as well as teachers from some schools in Kabupaten Lombok Tengah, received Rp8,100,000 per teacher (Rp6,885,000 after being taxed 15%) for the period of January to June 2007 (6 months). Whereas teachers in Kabupaten Sukabumi and in the remainder of the schools in Kabupaten Lombok Tengah received Rp16,200,000

(Rp13,770,000 after tax) for the period of January to December 2007 (12 months). This information was confirmed by the sample remote area allowance teachers, although the size of the remote area allowance they mentioned was not always accurate (see Table 8).

Table 8. Range of Amounts of the Remote Area Allowance Received by Teachers

Sample RA Kabupaten	Number of Sample Teachers ^a	Total Received (Rp)	Period
1. Kabupaten Lahat	35	6,084,000–8,100,000	6 months
2. Kabupaten Sukabumi	14	12,176,000–13,770,000	12 months
3. Kabupaten Lombok Tengah	23	6,850,000–16,200,000	6 and 12 months
4. Kabupaten Kolaka	10	3,500,000–6,900,000	6 months
5. Kabupaten Nunukan	-	-	-

Note: The values for remote area allowances include some which had already been taxed and others which had not yet been taxed.

^aThere were 43 teachers (34.4%) who were directly interviewed but did not answer this question.

Almost 60% of sample remote area allowance teachers stated that they did not receive the complete remote area allowance funds (see Table 9). In Kabupaten Lombok Tengah specifically, 89% of teachers did not receive the complete allowance. In contrast, almost 80% of sample remote area allowance teachers in Kabupaten Sukabumi received the whole allowance. This situation is closely related to some school policies which state that a portion of the allowance must be given to other teachers or parties who do not receive the allowance, with the aim of reducing social jealousy. In almost every region there are efforts to divide the remote area allowance received by remote area allowance teachers among non-remote area allowance teachers. In some cases, such as in Kabupaten Lombok Tengah, Kabupaten Kolaka, and in some schools in Kabupaten Lahat, this is done formally through agreements involving the principal and the head of the *kecamatan* education agency. In other areas, such as Kabupaten Sukabumi, this takes place through a suggestion or appeal to the remote area allowance recipient teachers.

Table 9. Percentage of Teachers according to the Amount of Remote Area Allowance Received

Sample RA Kabupaten	Whole Allowance Received	Part Allowance Received	No Answer	Number of Sample Teachers
1. Kabupaten Lahat	40.0	57.1	2.9	35
2. Kabupaten Sukabumi	78.6	21.4	0.0	14
3. Kabupaten Lombok Tengah	11.1	81.5	7.4	27
4. Kabupaten Kolaka	25.0	56.3	18.8	16
5. Kabupaten Nunukan	-	-	-	0
<i>Total</i>	<i>34.8</i>	<i>58.7</i>	<i>6.5</i>	<i>92</i>

The range of amounts of net remote area allowance funds received by teachers who stated that they did not receive the complete amount of funds is outlined in Table 10. This table shows that the size of the net remote area allowance received by remote area allowance teachers is generally less than that which they should have or actually received in their bank accounts or through the post office (compare Table 10 with Table 8). Remote area allowance recipient teachers in Kabupaten Lombok Tengah had the biggest fund cuts compared to other sample *kabupaten*. Meanwhile, from the answers received, teachers in Kabupaten Kolaka did not know the exact amount of the remote area allowance that they should have received.

Table 10. Range of Amounts of Net Remote Area Allowances Received by Teachers Who Stated that They Received Only Part of Their Funds

Sample RA <i>Kabupaten</i>	Number of Sample Teachers ^a	Range of Amounts of RA Received (Rp.)	
		Total	Per Month
1. Kabupaten Lahat	20	5,684,000–6,864,000	947,333–1,144,000
2. Kabupaten Sukabumi	3	10,176,000–12,000,000	850,000–1,000,000
3. Kabupaten Lombok Tengah	22	2,600,000–10,000,000	433,333–833,333
4. Kabupaten Kolaka	9	6,000,000–6,835,000	1,000,000–1,139,167
5. Kabupaten Nunukan	-	-	-

Note: The remote area allowances received included some which had already been taxed and others which had not yet been taxed.

^aNot all RA teachers responded.

The average proportion and size of RA funds received by RA teachers is shown in Table 11. The data shows that on average the RA teachers in Kabupaten Lombok Tengah only received approximately 68% of the funds that they should have received, while in three other *kabupaten*, the teachers on average received more than 90% of the allowance. Overall, the RA teachers received only 86% of the funds they should have received.

Table 11. Comparison of the Size of Funds which Should Have Been Received and the Net Funds Received by RA Teachers

Sample RA <i>Kabupaten</i>	Total Funds Which Should Be Received ^a (Rp/Month)	Number of Sample Teachers	Net Funds Received by Teachers	
			Average ^b	
			Rp/Month	%
1. Kabupaten Lahat	1,147,500	35	1,091,748	95.1
2. Kabupaten Sukabumi	1,147,500	14	1,094,179	95.4
3. Kabupaten Lombok Tengah	1,147,500	27	777,932	67.8
4. Kabupaten Kolaka	1,147,500	16	1,048,698	91.4
5. Kabupaten Nunukan	1,147,500	0	-	-
Total	1,147,500	92	992,533	86.5

^aAfter income tax deductions (PPH 21) of 15%.

^bAfter some of the RA funds had been given to the principal, teachers, and other related parties.

During in-depth interviews, a number of school principals admitted that there were agreements about deductions of the remote area allowance, which explains why there were differences in the size of remote area allowance deductions in different RA sample regions. In some remote area allowance public primary schools in Kabupaten Lahat, the principal deducted or requested a portion of the remote area allowance funds which was then given to teachers who did not receive the allowance. In Kabupaten Lombok Tengah, there was an instruction from the *kecamatan* education agency that each principal had the independent right to decide how the remote area allowance would be distributed, in order to prevent any social jealousy. Three systems for dividing the remote area allowance used in schools in Kabupaten Lombok Tengah are outlined below:

- a) The remote area allowance was divided equally between each teacher, so the remote area allowance teachers and the non-remote area allowance teachers received the same amount of money.

- b) Remote area allowance teachers received a larger amount of the funds (Rp9–10 million per year), with the remainder of the funds divided equally among non-remote area allowance teachers.
- c) Remote area allowance teachers received a larger amount of the funds (Rp6.75–8 million per year), while the remainder of the funds was divided between civil servant (*pegawai negeri sipil*) teachers and non-permanent teachers (*guru honorer*⁷) in differing amounts.

In Kabupaten Kolaka a large number of remote area allowance teachers did not receive the complete remote area allowance because the funds were divided between the head of the education agency technical implementation unit, the school principal, and other teachers. Moreover, in one case a teacher related to the head of the regional technical implementation unit teaching in a non-remote area allowance recipient school was listed as a remote area allowance recipient teacher in a remote area allowance school, while the teacher that should have received the allowance did not. There was also a case where the school principal handled the remote area allowance money order, instead of the teachers who should have received it. A number of teachers questioned why they only received the remote area allowance from January to June 2007 when the official letter of agreement stated that the allowance would be received from January to December 2007.

In contrast to the other *kabupaten*, in Kabupaten Sukabumi the majority of teachers received their entire remote area allowance through personal bank accounts. However, although it wasn't compulsory, these teachers gave some of their allowance to *guru honorer*, because their earnings are very small. Many teachers questioned the size of the remote area allowance which was promised to be the value of one time base pay, but was actually Rp1.35 million per month and did not take into account the teacher's wage group classification.

All teachers who received the remote area allowance in the five sample *kabupaten* hoped to receive the remote area allowance again the following year. Moreover, one teacher in Kabupaten Gowa, which is a non-remote area allowance region, hoped to receive the remote area allowance because the condition of the area where this teacher's school was located was similar to that of other schools in a remote area allowance *kabupaten*.

2.3 Regional Subsidies for Teachers in Remote Areas

Regional governments have, until now, paid little attention to the welfare of teachers in remote areas. If subsidies exist, they are often quite small and their distribution is unclear. One regional government which does give a subsidy to teachers in remote areas is the Kabupaten Sukabumi Regional Government. This subsidy aims to increase the coverage of remote area allowance teachers, because there are still many teachers in remote areas in the *kabupaten* that have not yet received the remote area allowance from the central and provincial governments. The West Java Provincial Government supplied Rp350,000 per month paid quarterly to teachers in remote areas who are not covered by the central government's remote area allowance program. Other teachers, including contracted teachers (*guru kontrak*) and assistant teachers (*guru bantu*) who do not receive the remote area allowance, receive an allowance from the regional government which is allocated according to the category of the teacher: Rp1.2 million per year for group II, Rp1.5 million per year for group III, and Rp1.7 million per year

⁷*Guru honorer* are teachers who are paid entirely by the school in which they teach, whereas civil servant teachers (PNS) are paid by the government.

for group IV.⁸ The remote area allowance from the West Java Provincial Government has been received once through the post office, with no reductions; however, remote area allowance funds from the three sources mentioned (central, provincial, and regional) still do not cover all teachers in remote areas.

In other remote area allowance *kabupaten* there are policies outlining subsidies but these are not always specifically for teachers in remote areas. In Kabupaten Lahat, for example, the regional government provides a teacher-specific allowance—the so called Learning Process Allowance, which is given to all teachers, but the size of the subsidy is different for remote area and non-remote area teachers—as well as extra-teaching-hour subsidies (KJM). Teachers working in remote areas receive a subsidy of between Rp115,000 per month and Rp200,000 per month, while teachers in non-remote areas receive a subsidy of Rp25,000 per month. The subsidy for excess teaching hours is, on average, Rp285,000 per month for civil servant teachers and Rp300,000 per month for non-civil servant teachers (both amounts are after 15% tax).

In Kabupaten Lombok Tengah, before the subsidy from the central government was put in place, the regional government provided Rp115,000 per month for teachers in remote areas. This subsidy was only given to civil servant teachers in remote areas with Rp586,000 (after 15% tax) being sent once every six months. However, not all teachers and principals knew of this program, and it was finished when the remote area allowance program from the central government began. The overtime pay for extra teaching hours, at a rate of Rp2000 per hour is still in place, as is the Education Management Cost Subsidy of Rp50,000 per month, paid quarterly. However, while the pay for excess teaching hours is given to all eligible teachers, the latter subsidy is only given to civil servant teachers.

The Kabupaten Kolaka Regional Government has a transport subsidy of Rp150,000 per month for its teachers, both those who work in remote areas and those who do not. This subsidy has been in place since 2002 and its value has increased over the years. In 2006 and 2007 the subsidy was known as the Teacher Welfare Incentive and was worth Rp100,000 per month. However, teachers only received Rp255,000 each quarter because of the 15% taxation rate. In order to avoid paying this tax, the name of the subsidy was changed to the transport subsidy.

Since 2005, Kabupaten Nunukan Regional Government has given a subsidy to civil servants (PNS) in the area. In 2005 and 2006 this subsidy was known as the Welfare Allowance and Cost of Living Adjustment, then in 2007 its name was changed to the Income Supplement for Regional PNS as regulated by Bupati⁹ Decree No. 7/2007 on Distribution of the Income Supplement for Local PNS. The size of the subsidy for PNS, such as teachers and principals, is categorized depending on where the person works, as follows:

- a) Teachers in Kecamatan Nunukan receive Rp835,000 per month.
- b) Teachers in Kecamatan Sebuku, Kecamatan Sembakung, Kecamatan Lumbis, and Kecamatan Krayan receive Rp1,027,500 per month.
- c) Teachers in Kecamatan Krayan Selatan receive Rp1,220,000 per month.

The subsidy was transferred quarterly through the *kecamatan* agency's treasury. Many teachers used this subsidy to pay off loans or goods bought on credit so often they did not know the exact amount of the subsidy they received. Civil servants from groups III and IV had their subsidies taxed at 15%.

⁸Teachers are grouped according to their experience and qualifications and their wage is then given in accordance to this grouping.

⁹*Bupati* is the *kabupaten* head.

For some teachers and principals, particularly those working in Kecamatan Nunukan but outside Pulau Nunukan, the categorization outlined above is unfair and unsatisfactory. They believe the conditions they face in their schools are very similar to those faced in other areas which receive higher subsidies. Social jealousy also occurred in Kecamatan Sembakung. Teachers working in the *kecamatan's* capital city receive the same subsidy as those working outside the city. This is considered unfair due to the high transport cost incurred by those who work outside the city.

In non-remote area allowance *kabupaten/kota* there are a number of policies aimed at giving teachers greater incentives, with the exception of Kabupaten Tuban. At this time Kabupaten Tuban no longer gives a welfare incentive subsidy to teachers, and furthermore, money for teaching extra hours, which was quite small in value, has ended in 2007.

At the end of 2007, Kota Bandung Regional Government gave a local subsidy of Rp300,000 per month to its PNS (with group III and group IV's subsidies being taxed at 15%). The allocations for October, November, and December 2007 were received in December that year, however, in 2008 the subsidy had not been received at the time of research. A number of teachers and school principals stated they were unsure whether they would receive the subsidy again; however, based on information from the education agency, the subsidy was going to be disbursed shortly. At the time of writing, the teachers and principals were still waiting on verification from the council.

Teachers in Kota Surakarta receive three subsidies apart from their regular wage; the extra teaching hours subsidy (KJM), the welfare subsidy, and the teaching load subsidy. KJM is given to homeroom, religion, and sports teachers who receive Rp2,000 per teaching session for extra teaching hours (for teachers in group IV their subsidy is taxed at 15%). This subsidy is paid three times each year. The welfare subsidy is given to all teachers, with PNS teachers receiving Rp110,000 and non-PNS teachers receiving Rp75,000. This subsidy is also given three times each year. The teaching load subsidy, of Rp191,200, is received by all teachers every four months.

The Kota Pekanbaru Government provides a Work Performance Subsidy (TPK) of Rp1.5 million per month to all local PNS, including teachers. Teachers who work in the outskirts of the area receive an extra subsidy of Rp250,000 per month and non-permanent teachers (non-PNS teachers) receive a subsidy of Rp750,000 per month. The TPK subsidy and the subsidy for non-PNS teachers are distributed directly to school principals by the Kota Pekanbaru education and sport agency.

In Kabupaten Gowa, two types of subsidies are given to teachers; a transport subsidy of Rp100,000 per month, and a welfare subsidy of Rp250,000 per month is given to teachers in remote areas. These subsidies are distributed by the Kabupaten Gowa Regional Government Facilities and Infrastructure Division. A remote area is considered one which is difficult to reach by public transport to the point that teachers must walk to their schools. However, little is known by both teachers and principals about the existence and size of the welfare subsidy for teachers in remote areas with both parties stating that they had never received the subsidy. To date the only subsidy they have received from the regional government is the welfare subsidy for PNS teachers of Rp36,000 per teacher every three months.

III. TEACHER ABSENTEE LEVELS AND INFLUENCING FACTORS

3.1 Characteristics of the Sample

3.1.1 Characteristics of the Sample Schools

As explained in Chapter I, the total number of sample schools in this study is 170, including 39 remote area allowance recipient schools and 51 non-remote area allowance recipient schools in remote area allowance recipient *kabupaten*, as well as 80 non-remote area allowance recipient schools in non-remote area allowance recipient *kabupaten/kota*. The characteristics of sample schools were established based on a number of factors, including the closest distance and time from the school to various general facilities, as well as the availability of important facilities at the school. The range of distances and travel times from sample schools to a number of public facilities such as asphalted roads, public transport stops, banks, post offices, and government agencies at the *kecamatan* or *kabupaten* levels are provided in Appendix 2. Generally, the data about the range of distances and times taken from sample schools to various public facilities is compatible with teacher's perceptions about the isolation of their schools, as covered in Chapter II.

The majority of the non-remote area allowance recipient sample schools, both those located in remote area allowance and non-remote area allowance regions, can be reached using four-wheeled vehicles. This can be seen from the number of sample schools located close to asphalt roads or public transport stops. It takes less than 15 minutes to get from the schools to public facilities. In contrast, the majority of sample schools who receive the remote area allowance are located in isolated areas which are difficult to access. For example, in Kabupaten Kolaka a number of schools can only be accessed on foot and in Kabupaten Nunukan sample schools located in Kecamatan Sembakung can only be accessed by motorboat. Schools in Sukabumi are also difficult to access as although motorcycles (*ojek*—motorcycle taxis) can access the schools, the road is steep and rocky. For a number of remote area allowance recipient schools, it is difficult and expensive to access the closest post office, bank, and education agency. Surprisingly, the data also shows that access to a number of schools in non-remote area allowance *kabupaten* (such as Kabupaten Gowa), are actually difficult to access and can only be reached on foot. Descriptions of access to sample school locations, based on the experiences of the researchers, are provided in Appendix 3.

Data about the availability of important facilities at the schools also shows there is quite a significant difference between the conditions of schools in remote area allowance *kabupaten* and schools in non-remote area allowance *kabupaten/kota*. This is also the case for remote area allowance schools and non-remote area allowance schools, as shown in Table 12. In general, in remote area allowance *kabupaten*, there is less access to facilities such as toilets, sources of drinking water, electricity, computers, and a staff room separate from the principal's office, than in non-remote area allowance *kabupaten*. This is also the case with the availability of facilities in remote area allowance recipient schools where, except in Kabupaten Nunukan, the condition of facilities tends to be worse than that of non-remote area allowance recipient schools. The majority of sample schools had toilet facilities, both in remote area allowance *kabupaten* and non-remote area allowance *kabupaten/kota*. However, the toilet facilities were often not complemented by clean water facilities.

Table 12. Percentage of Sample Schools according to the Types of Facilities Available

Sample <i>Kabupaten/Kota</i> and Status of the Schools		Total Sample Schools	Type of Facilities Available at the School (%)				
			Toilet	Source of Drinking Water	Electricity	Computer	Staffroom
Remote Area Allowance Recipients							
Kabupaten Lahat	RA School	8	50.0	25.0	0.0	25.0	0.0
	Non-RA School	10	80.0	50.0	80.0	20.0	20.0
Kabupaten Sukabumi	RA School	8	50.0	62.5	50.0	12.5	50.0
	Non-RA School	10	80.0	80.0	70.0	30.0	40.0
Kabupaten Lombok Tengah	RA School	8	87.5	50.0	12.5	12.5	12.5
	Non-RA School	10	100.0	90.0	70.0	40.0	20.0
Kabupaten Kolaka	RA School	7	28.6	0.0	0.0	0.0	28.6
	Non-RA School	11	90.9	45.5	9.1	9.1	18.2
Kabupaten Nunukan	RA School	8	100.0	50.0	62.5	62.5	62.5
	Non-RA School	10	100.0	40.0	50.0	70.0	40.0
<i>Subtotal</i>	<i>RA School</i>	<i>39</i>	<i>64.1</i>	<i>38.5</i>	<i>25.6</i>	<i>23.1</i>	<i>30.8</i>
	<i>Non-RA School</i>	<i>51</i>	<i>90.2</i>	<i>60.8</i>	<i>54.9</i>	<i>33.3</i>	<i>27.5</i>
	<i>All Sample Schools</i>	<i>90</i>	<i>78.9</i>	<i>51.1</i>	<i>42.2</i>	<i>28.9</i>	<i>28.9</i>
Non-Remote Area Allowance Recipients							
Kota Pekanbaru	Non-RA School	16	100.0	93.8	100.0	100.0	100.0
Kota Bandung	Non-RA School	16	100.0	100.0	100.0	81.3	93.8
Kota Surakarta	Non-RA School	16	100.0	100.0	100.0	87.5	50.0
Kabupaten Tuban	Non-RA School	16	100.0	81.3	93.8	68.8	56.3
Kabupaten Gowa	Non-RA School	16	100.0	81.3	62.5	31.3	62.5
<i>Subtotal</i>	<i>Non-RA School</i>	<i>80</i>	<i>100.0</i>	<i>91.3</i>	<i>91.3</i>	<i>73.8</i>	<i>72.5</i>
<i>Total</i>	<i>Non-RA School</i>	<i>131</i>	<i>96.2</i>	<i>79.4</i>	<i>77.1</i>	<i>58.0</i>	<i>55.0</i>
	<i>All Sample Schools</i>	<i>170</i>	<i>88.8</i>	<i>70.0</i>	<i>65.3</i>	<i>50.0</i>	<i>49.4</i>

3.1.2 Characteristics of the Sample Teachers

The total number of teachers sampled in this survey was 1,263, however, only 1,093 (86.5%) could be directly interviewed (using the teacher questionnaire).¹⁰ Of these sample teachers, 81.3% of the teachers were in remote area allowance *kabupaten* and 91.3% in non-remote area allowance *kabupaten/kota*. The researchers were unable to meet with the remaining 13.5% of teachers, thus information not dependent on individual perceptions was obtained through interviews with the principal or other teachers as shown in Table 13. However, not all teachers who could be directly interviewed were at the schools during the researchers' first visit. Some teachers were interviewed during a subsequent visit.

Sample teachers interviewed were divided into three categories: (i) teachers who receive the remote area allowance in remote area allowance *kabupaten*, (ii) teachers who do not receive the remote area allowance in remote area allowance *kabupaten*, and (iii) teachers who do not receive the remote area allowance in non-remote area allowance *kabupaten/kota*. The total number of teachers for each category is shown in Table 14.

¹⁰The number of sample teachers directly interviewed was 1,049 teachers on the first visit and 44 teachers on the follow up visit to the four sample *kabupaten/kota*.

Table 13. Total Number of Sample Teachers according to *Kabupaten/Kota*

Sample <i>Kabupaten/Kota</i>	Total Number and Proportion of Teachers					
	Total		Teachers Interviewed		Teachers Present during Visit	
	Total	%	Total	%	Total	%
Remote Area Allowance Recipients						
1. Kabupaten Lahat	128	100.0	110	85.9	103	80.5
2. Kabupaten Sukabumi	104	100.0	93	89.4	88	84.6
3. Kabupaten Lombok Tengah	116	100.0	103	88.8	81	69.8
4. Kabupaten Kolaka	114	100.0	70	61.4	62	54.4
5. Kabupaten Nunukan	143	100.0	116	81.1	95	66.4
<i>Subtotal</i>	<i>605</i>	<i>100.0</i>	<i>492</i>	<i>81.3</i>	<i>429</i>	<i>70.9</i>
Non-Remote Area Allowance Recipients						
1. Kota Pekanbaru	168	100.0	151	89.9	152	90.5
2. Kota Bandung	128	100.0	123	96.1	99	77.3
3. Kota Surakarta	117	100.0	114	97.4	106	90.6
4. Kabupaten Tuban	107	100.0	104	97.2	82	76.6
5. Kabupaten Gowa	138	100.0	109	79.0	108	78.3
<i>Subtotal</i>	<i>658</i>	<i>100.0</i>	<i>601</i>	<i>91.3</i>	<i>547</i>	<i>83.1</i>
<i>Total</i>	<i>1,263</i>	<i>100.0</i>	<i>1,093</i>	<i>86.5</i>	<i>976</i>	<i>77.3</i>

Table 14. Total Number of RA and Non-RA Teachers Interviewed according to *Kabupaten/Kota*

Sample <i>Kabupaten/Kota</i>	Total Number and Proportion of Teachers Directly Interviewed							
	Total		RA Teacher in RA School		Non-RA Teacher in:			
	Total	%	Total	%	RA School		Non-RA School	
Remote Area Allowance Recipients								
1. Kabupaten Lahat	110	100.0	35	31.8	12	10.9	63	57.3
2. Kabupaten Sukabumi	93	100.0	14	15.1	22	23.7	57	61.3
3. Kabupaten Lombok Tengah	103	100.0	27	26.2	16	15.5	60	58.3
4. Kabupaten Kolaka	70	100.0	16	22.9	10	14.3	44	62.9
5. Kabupaten Nunukan	116	100.0	0	0.0	57	49.1	59	50.9
<i>Subtotal</i>	<i>492</i>	<i>100.0</i>	<i>92</i>	<i>18.7</i>	<i>117</i>	<i>23.8</i>	<i>283</i>	<i>57.5</i>
Non-Remote Area Allowance Recipients								
1. Kota Pekanbaru	151	100.0	-	-	-	-	151	100.0
2. Kota Bandung	123	100.0	-	-	-	-	123	100.0
3. Kota Surakarta	114	100.0	-	-	-	-	114	100.0
4. Kabupaten Tuban	104	100.0	-	-	-	-	104	100.0
5. Kabupaten Gowa	109	100.0	-	-	-	-	109	100.0
<i>Subtotal</i>	<i>601</i>	<i>100.0</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>601</i>	<i>100.0</i>
<i>Total</i>	<i>1,093</i>	<i>100.0</i>	<i>92</i>	<i>8.4</i>	<i>107</i>	<i>10.2</i>	<i>884</i>	<i>80.9</i>

This data shows that only 18.7% of remote area allowance teachers in remote area allowance *kabupaten* were directly interviewed or only 8.4% of all sample teachers. In Kabupaten Nunukan alone not one teacher had received the remote area allowance during the visit. In other remote area allowance *kabupaten*, except for Kabupaten Sukabumi, more remote area allowance teachers interviewed in remote area allowance schools had received the allowance than those who had not received it.

Information about the characteristics of sample teachers is shown in Table 15. Most of the characteristics for teachers in remote area allowance schools and non-remote area allowance schools in remote area allowance *kabupaten* or isolated areas are similar. The characteristics of remote area allowance recipient teachers and non-recipients in remote area allowance recipient schools are also generally the same, with a few exceptions, such as:

- a) Most remote area allowance recipient teachers are male and are, on average, older than non-remote area allowance recipient teachers.
- b) More remote area allowance recipient teachers are married than non-remote area allowance recipient teachers.
- c) Remote area allowance recipient teachers who have a second job mostly work in the agricultural sector, while non-remote area allowance recipient teachers who have a second job tend to work as teachers in different schools or give private lessons.

In contrast, there are clear differences between the characteristics of teachers in remote area allowance *kabupaten* and non-remote area allowance *kabupaten*, such as:

- a) The proportion of female teachers in non-remote area allowance areas or non-isolated areas is greater than the number of male teachers and, conversely, there are more male teachers in remote area allowance areas.
- b) Teachers in remote area allowance areas are relatively younger (on average 35 years old) than teachers in non-isolated areas (on average 43 years old). Based on interview results, various parties stated that the older teachers are, the more likely they are to request a transfer to an urban area or an area which is not isolated, with the exception of teachers who come from the local area. Age is also closely related to the status of the teacher's position. In isolated areas, many schools accept *guru honorer* who are generally (over 70%) aged 19 to 30 years old.
- c) In remote areas, the number of civil servant teachers is almost the same as the number of *guru honorer*, while in areas which are not isolated most teachers (80.2%) have civil servant status.
- d) More than 25% of sample teachers in isolated areas are not qualified teachers; they do not have a satisfactory background education in teaching. The majority of teachers in isolated areas have only briefly studied teaching, with the highest level of education in teaching being high school or diploma level. In contrast, in non-remote areas almost 85% of sample teachers had a diploma (D-1/2/3) or undergraduate (S1) teaching qualification, and in Kota Surakarta there were even two sample teachers who had master's (S2) degrees.
- e) In remote area allowance regions there are more teachers who have a second job than in non-remote area allowance regions, with these teachers generally working as farmers. In non-remote area allowance areas, teachers generally have other jobs teaching at different schools or giving private lessons.

There are two characteristics of sample teachers which are relatively similar in all school categories and sample regions: average number of children and the types of tasks expected to be carried out by teachers. Married teachers or teachers who had married had an average of two to three children, and teachers generally worked primarily as class teachers.

Table 15. Characteristics of Sample Teachers

Characteristic	Teachers in RA Schools			Teachers in Non-RA Schools in:	
	Total	RA Teachers	Non-RA Teachers	RA Kabupaten	Non-RA Kabupaten/Kota
Gender:					
- Male	59.5%	72.0%	48.2%	46.0%	22.5%
- Female	40.5%	28.0%	51.8%	54.0%	77.5%
Average Age (in years)	34.6	36.3	33.1	35.5	43.4
Marital Status:					
- Single	26.5%	17.6%	34.5%	19.9%	9.0%
- Married	72.3%	80.8%	64.7%	78.3%	85.4%
- Divorced	1.1%	1.6%	0.7%	1.8%	5.6%
Average Number of Children	2–3	2–3	2–3	2–3	2–3
Highest Teacher Training Qualification:					
- none	26.5%	23.2%	29.5%	25.5%	0.9%
- SPG ^a /SGO ^b	19.3%	19.2%	19.4%	22.6%	14.9%
- D-1/2/3 ^c	41.3%	40.8%	41.7%	39.3%	48.6%
- D4/S1/S2 ^d	12.9%	16.8%	9.4%	12.6%	35.5% ^e
Teachers with a Second Job	56.1 %	60.8%	51.8%	50.2%	23.1%
- Type of Second Job:					
--Teaching	36.5%	27.6%	45.8%	26.9%	55.3%
--Farming	45.9%	63.2%	27.8%	59.1%	13.8%
--Others	17.6%	9.2%	26.4%	14.0%	30.9%
Status of Teacher's Position:					
- Permanent/Civil Servant	45.8%	44.8%	46.8%	50.2%	81.3%
- Contracted Teacher/Assistant	2.3%	2.4%	2.2%	3.5%	0.9%
- Regional <i>Guru Honorer</i>	9.9%	16.0%	4.3%	7.3%	2.7%
- School <i>Guru Honorer</i>	39.0%	36.0%	41.7%	37.8%	13.4%
- Volunteer	3.0%	0.8%	5.0%	1.2%	1.7%
Position:					
- Principal	4.9%	8.8%	1.4%	0.6%	0.3%
- Class Teacher	84.5%	78.4%	89.9%	91.2%	83.6%
- Religion and Sport Teacher	7.6%	7.2%	7.9%	4.4%	10.8%
- Teachers of other subjects	3.0%	5.6%	0.7%	3.8%	5.3%
Total Number of Sample Teachers	264	125	139	341	658

Source: Appendix 4.

^aSPG = Teacher Training School

^bSGO = Sports Teacher Training School

^cD-1/2/3 = Diploma 1/2/3

^dD4/S1/S2 = Diploma 4/Undergraduate degree/Master's degree

^eThere are two teachers in Kota Surakarta who have master's degrees (S2).

3.2 Teacher Absentee Levels and Changes from 2003 to 2008

In this study, a teacher was considered absent if the teacher was not at the school during the research visit. Researchers conducted direct observation by meeting each sample teacher to ascertain their whereabouts and what they were doing in order to confirm the attendance of each sample teacher (those who would be interviewed) at the school. The calculation of teacher absentee levels in this analysis is based on the notion used when calculating the teacher absentee levels in the 2003 survey:¹¹ (i) all sample teachers are full time teachers teaching in public primary schools (SDN); (ii) if the principal or the principal's representative reported that a sample teacher had moved or had been given a different shift, that teacher was removed from the analysis. The reason for removing teachers who work a different shift is that it would be impossible to conduct verification on the presence of these teachers. By using similar methods, the results of both surveys can be compared.

¹¹See SMERU's field report: S. Usman, Akhmadi, and D. Suryadarma (April 2004) 'When Teachers are Absent: Where do They Go and What is the Impact on Students?'

In the 2003 survey schools were visited twice and there were 1,824 cases of teachers' attendance or absence being observed in sample schools, as shown in Table 16. Based on the 2003 survey, the teacher absentee level in public primary schools in Indonesia in 2003 was, with weighted average values, 20.10%; that is 18.6% at the first visit and 21.7% at the second visit. In contrast, in the 2008 survey, follow up visits were only made to four sample *kabupaten/kota*, the majority of which were holding midsemester exams or trial grade six national exams during the original visit. For the 2008 survey, 1,211 cases were observed, and the public primary school teacher absentee level was 14.8%. Thus, the national teacher absentee level over the last five years has fallen 5.6%, a 27.5% decrease. When the calculation was made using another variable, namely the first time the interviewers met the teachers at the sample schools, the teacher absentee level was found to be 14.1% (Pradhan, 2008).

Table 16. Teacher Absentee Levels in Indonesia, 2003 and 2008 Surveys

	2003 Survey			2008 Survey
	First Visit	Second Visit	Total	
1. Number of Sample Teachers	929	895	1,824	1,211
2. Number of Absent Teachers	170	177	347	235
3. Teacher Absentee Level	18.3% (18.6%)	19.8% (21.7%)	19.0% (20.1%)	19.4% (14.8%)

Note: The amount in parentheses is the teacher absentee level using the weighted average.

Reasons for teachers' absence at schools, as explained by the school principal or the principal's representative, are provided in Table 17. When the results of both surveys are compared, it can be seen that there is a slight difference in the proportions of teachers according to their reasons for being absent; however, the types of reasons are generally similar. In 2003, approximately 32.9% of teachers were absent because they were sick or absent with permission and 16.6% were reported to be doing official work outside the school. While in 2008, the percentage of teachers who were absent because they were sick and had permission to be absent was larger, reaching 45.1%. The percentage of teachers who were reported to be carrying out official duties outside the school was 28.4%.

Table 17. Reasons for Teachers' Absence, 2003 and 2008 Surveys (%)

Reason	2003 Survey	2008 Survey
1. Sick	11.7	13.8
2. Absent with permission	21.2	31.3
3. Working on tasks related to their teaching duties	16.6	28.4
4. Working on tasks unrelated to their teaching duties	2.8	0.7
5. Running late	5.9	6.5
6. Left work early	5.9	5.0
7. Unknown	7.9	6.5
8. Absent without leave	23.1	7.8
9. Other	5.0	-
<i>Total</i>	<i>100.0</i>	<i>100.0</i>

Note: The percentages are weighted average values.

In 2003, 14.6% of teachers were reported as working on issues not related to teaching, arriving late to work, and leaving work early. The whereabouts of the remaining 36% were unknown because they were absent without leave and other reasons. In 2008, the percentage

of teachers who were absent because they were conducting tasks unrelated to teaching, were running late, or had left work early was 12.2% and the percentage of teachers absent without leave was 14.3%. Thus over the last five years the amount of teachers absent without leave has tended to decline.

In both the 2003 and 2008 surveys, the majority of teachers were absent because of justifiable reasons, such as being sick or having permission/taking leave, both of which are within the rights of employees (teachers). In this case principals cannot refuse sick leave or other official leave as requested by teachers. In 2003, these two reasons contributed 9.9% of the teacher absentee level, while in 2008 the contribution was 8.4% of the teacher absentee level, as shown in Table 18.

Table 18. Teacher Absentee Levels according to Reason for Absence, 2003 and 2008 (%)

Reason	2003 Survey	2008 Survey
1. Sick and absent with (official) leave	6.6	5.4
2. Working on tasks related to their teaching duties	3.3	3.0
3. Working on tasks unrelated to their teaching duties	0.6	0.1
4. Running late or left work early	2.4	1.4
5. Unknown, absent without leave, other	7.2	4.9
<i>Total</i>	<i>20.1</i>	<i>14.8</i>

Note: The percentages are weighted average values.

The absence of teachers who are conducting official duties outside school can generally be accepted or justified as the school should already know about this. In 2003, this reason contributed to 3.3% of teacher absentee levels, whereas in 2008 it contributed to 3.0% (Table 18). In 2008, the official duties being conducted by teachers outside of their schools included participating in training and professional development related to the school system or teaching, and relating to administration and students, including how to write a school financial report.

In 2003 the contribution of teachers running late or leaving school early to the teacher absentee level was 2.4% and in 2008 this had dropped to 1.4%. Reasons which can be categorized as teachers having abandoned their duties (working on tasks unrelated to their teaching duties, unknown, absent without leave and others, as well as there being no reason) remain relatively common, approximately 7.2% in 2003 and 4.9% in 2008.

The absence of teachers for various unjustifiable reasons is still a serious problem which greatly impedes the teaching and learning process. As has been previously stated, the presence of a (good quality) teacher in the classroom is one important aspect in guaranteeing the quality of the teaching process.

3.2.1 Teacher Absentee Levels according to the School Attendance Book

The accuracy of the teachers' attendance book, which is available at the school, now (during the 2008 survey) has generally not improved compared to the condition five years ago (2003 survey). In many schools the teachers' attendance book is not filled in consistently, and in some schools there is no attendance book available at all. In other schools the absence list is only signed once a week. This makes it possible for the teacher absentee level figure to be low. As shown in Table 19, during the research visit for the 2003 survey, only 58% of teachers

reported as present by the principal or the principal's representative had signed the attendance book. In 2008, the proportion of teachers who had signed the attendance list was even less, at approximately 46%. These figures are in line with the increased proportion of teachers who admitted that their school did not have an attendance book; that is 0.4% of teachers in 2003 and 2.4% in 2008.

Table 19. Teacher Absenteeism Data according to School Attendance Books (%)

Remarks	2003 Survey	2008 Survey
Signed the attendance book	57.7	46.4
Did not sign the attendance book	40.4	51.1
No attendance book/list	0.4	2.4
Do not know	1.5	0.1
<i>Total</i>	<i>100.0</i>	<i>100.0</i>

Note: The percentages are weighted average values.

The teacher attendance book in many schools cannot be used as accurate evidence of attendance. Despite the fact that the attendance list does list teachers who are absent, this is mostly for reasons such as sickness or official leave and other reasons are not recorded. Because of this, the teacher absentee level appears low and supervisors or heads of the education agencies in the *kecamatan* thus often suggest in interviews that the attendance level of teachers is always high or that the teacher absentee level is estimated to be on average less than 10%. Further evidence of this difference in reality and perception can be gathered through an analysis of the data concerning teachers' daily absences taken from the teacher attendance book. Researchers noted the attendance or absence of teachers based on the teacher absenteeism data taken from the teacher attendance book over a number of days in July, August, and September 2007, in January and February 2008, and also one and two days before the research visits. The results are displayed in Figure 1.

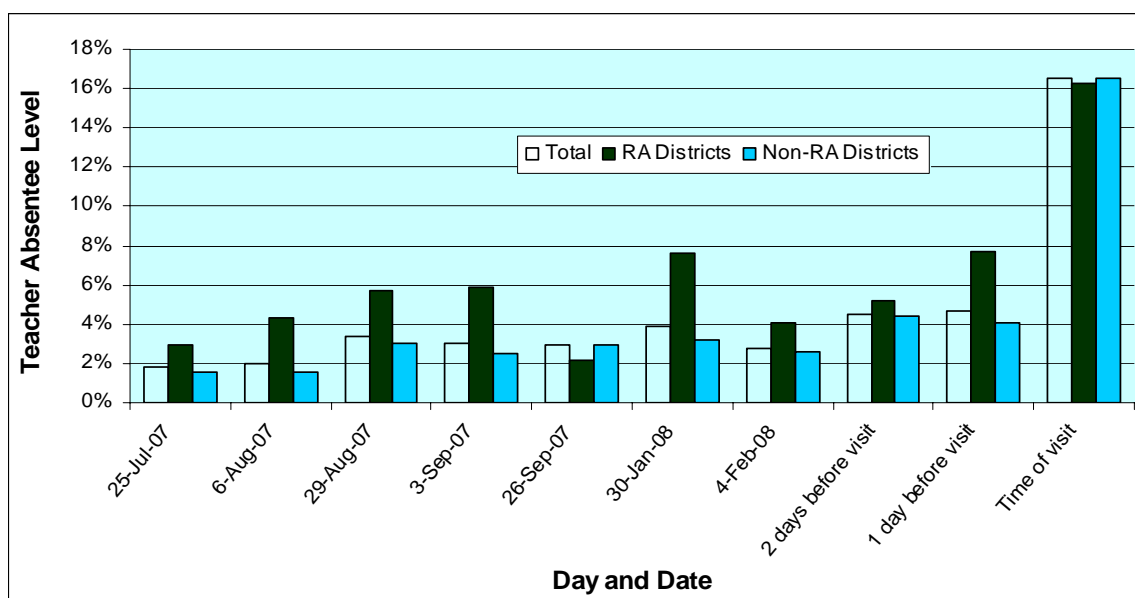


Figure 1. Daily teacher absentee levels, 2007 and 2008

Note: The teacher absentee level is a weighted average value. If the data on the attendance of sample teachers was not given in the attendance book, the data was not used in the analysis.

Figure 1 shows the teacher absentee level according to data in the attendance book, without considering the reason why the teacher was absent. Notes on the attendance of teachers during the research visits were not entirely dependent on the attendance book. Researchers also asked the school principal or the principal's assistant about this, and conducted verification with direct observation to ascertain whether the sample teachers were present or not, remembering that not all teachers present signed the attendance book. The data from attendance books shows that the daily teacher absence level before the research visits in 2007 and 2008, both in remote area allowance recipient and non-recipient areas, was always less than 10%. In total, the teacher absentee level was on average less than 5%, ranging between only 1.8% and 4.7%. The teacher absentee level in remote area allowance recipient *kabupaten* ranged from 2.2% to 7.7%, higher than that in non-remote area allowance recipient *kabupaten/kota*, where the range was only 1.6% to 4.4%. However, in stark contrast to this, the teacher absentee level at the time of the research visit reached over 16%.

3.3 Factors Influencing Teacher Absentee Levels

3.3.1 Teacher Absentee Levels according to Sample Area

As was the case with the 2003 survey, the teacher absentee level in each sample area (*kabupaten/kota*) ranges widely (see Table 20). In 2008, the figure showed an even wider range of teacher absentee levels between the same sample areas than in 2003. In 2003, the teacher absentee level was the lowest at 16.0% in Kota Surakarta and highest at 33.5% in Kota Pekanbaru. In 2008, the lowest absentee level was 6.2% in Kota Surakarta and the highest was 25.0% in Kabupaten Lombok Tengah.

Table 20. Teacher Absentee Levels: 2003 and 2008 Surveys (%)

Sample <i>Kabupaten/Kota</i>		2003 Survey (N=1,824)	2008 Survey (N=1,225)
A. Remote Area Allowance Recipients			
1.	Kabupaten Lahat	-	18.9
2.	Kabupaten Sukabumi	-	12.9
3.	Kabupaten Lombok Tengah	17.7	25.0
4.	Kabupaten Kolaka	-	44.1
5.	Kabupaten Nunukan	-	25.2
<i>Weighted Average of A</i>		17.7	18.8
B. Non-Remote Area Allowance Recipients			
1.	Kota Pekanbaru	33.5	9.5
2.	Kota Bandung	27.1	17.5
3.	Kota Surakarta	16.0	6.2
4.	Kabupaten Tuban	22.9	18.8
5.	Kabupaten Gowa	20.7	20.0
<i>Weighted Average of B</i>		24.3	13.9
C. Other Sample Areas from the 2003 Survey			
1.	Kota Cilegon	18.1	-
2.	Kabupaten Magelang	7.4	-
3.	Kota Pasuruan	11.8	-
4.	Kabupaten Rejang Lebong	18.8	-
<i>Weighted Average of A, B, C</i>		20.1	14.8

Note: The teacher absentee levels at each *kabupaten/kota* are the average value for the sample, that is, they are not weighted.

Generally, the teacher absentee level data in 2008 in every sample region indicated the following trends:

- a) Teacher absentee levels in remote areas is higher than that in non-remote areas;
- b) Teacher absentee levels in *kabupaten* areas are higher than that in *kota* areas;
- c) Teacher absentee levels in *kabupaten* outside of Java are higher than those in *kabupaten* within Java;
- d) Teacher absentee levels in 2008 in non-remote area allowance recipient areas have fallen compared to absentee levels for the same areas in 2003.

These trends differ from the trends found in the 2003 survey, which showed that the teacher absentee level in Java, the most developed area in Indonesia, was relatively high compared with areas outside Java. Despite this difference, the results from the two surveys indicate a connection between teacher absentee levels and government policies, both at the provincial level and at the *kabupaten/kota* level, in this era of regional autonomy and decentralization.

Specifically for remote area allowance areas, of the five sample *kabupaten* only Kabupaten Lombok Tengah was surveyed in 2003. The teacher absentee level in this *kabupaten* rose from 17.7% in 2003 to 25.0% in 2008. The presence of a remote area allowance recipient sample school in this isolated area had a real contribution on the increase of the absentee level in this *kabupaten*.

The teacher absentee level in non-remote area allowance areas in 2008 declined in comparison with the results from the 2003 survey. In Kota Pekanbaru and Kota Surakarta, this decline was quite drastic, with average decrease of more than 50%. The teacher absentee level also declined in Kota Bandung and Kabupaten Tuban, decreasing by approximately 35% and 18% respectively, while in Kabupaten Gowa the teacher absentee levels was relatively stable, decreasing by less than 3%.

One factor which can reduce the teacher absentee level is the development of healthy competition between schools which receive subsidies from regional policies, thus encouraging and increasing the commitment of teachers to be present at school. In Kota Surakarta, for example, based on the researcher's observation, the teachers and principals had a healthy competition to become the favorite school. In this way the teachers and principal strove to be highly committed to their school through, among other things, being disciplined in their attendance at the school. In Kota Bandung at the beginning of 2008, the local education agency carried out an institutional restructuring with education agencies at the *kecamatan* level being abolished. After these agencies were closed, supervisors were relocated to agencies located within complexes which held a number of schools. It was made mandatory for these supervisors to allocate 80% of their time to going to the field to conduct monitoring in schools. The presence of these supervisors, whose offices were located at the same place as the schools and thus at any moment could carry out monitoring and supervision, was successful in encouraging teachers to be more disciplined in attending school.

In Kota Pekanbaru, it is assumed that the decrease in the teacher absentee level is directly related to the policy of increasing the Work Performance Subsidy (TPK). In the beginning, according to the 2003 survey, the TPK was only Rp175,000 per month. Since 2007, it has been increased to Rp1.5 million per month, a drastic increase of more than 750 percent. This policy was in conjunction with the implementation of sanctions for teachers who were not present at their schools for any reason whatsoever, in the form of a deduction of their TPK at the rate of 3% per day. At the same time, a number of teachers who taught in schools located in outskirt areas were given an extra incentive of Rp200,000 per month, as well as receiving the TPK. The

teacher absentee level at the school was also made a determining criterion in selecting which teachers participated in the certification program. This policy seems to have been effective in encouraging teachers to be more diligent in coming to school. Aside from this, almost all school buildings in Kota Pekanbaru were in a far better condition and the school equipped with far better facilities compared to five years ago. This means that teachers are comfortable while they are at school.

In the remote area allowance recipient sample regions, the teacher absentee level in Kabupaten Sukabumi is the lowest at approximately 12.9%. This is even lower than the teacher absentee level in Kota Bandung and two non-remote area allowance recipient *kabupaten* (Tuban and Gowa). Putting into effect the regional policy of the *Bupati* Regulation No. 26A/2007, which determines that teachers in isolated areas are required to live in the area in which they work (article 3, subsection 5), is very effective in suppressing the teacher absentee level in these difficult to access *kabupaten*. Complementing the remote area allowance program for teachers in remote areas, is a similar policy from the Kabupaten Sukabumi Regional Government and the West Java Provincial Government which gives satisfactory incentives to encourage an increase in the teacher attendance levels in schools.

The teacher absentee level in Kabupaten Kolaka is very concerning having reached 44.1%. This shows the immenseness of the problems in the education sector which need to be immediately dealt with by the regional government so that Kabupaten Kolaka does not become increasingly underdeveloped in comparison to other regions. The main reason for the high teacher absentee level in this *kabupaten* is the difficulty in accessing the majority of sample schools. In one sample school there had been no teaching-learning activities for two weeks because the teachers and principal were not at the school. The condition of the schools' buildings, facilities, and infrastructure are also generally far from satisfactory. During the research visits, the research team observed that there were often only *guru honorer* present at these schools. These teachers mostly live in the village where the school is located.

In Kabupaten Lahat (including Empat Lawang) particularly, civil servant teachers, including the principals, are often absent and rely on regional *guru honorer* and committee teachers or school *guru honorer*. This *kabupaten* also has quite a number of areas which are susceptible to robberies. This fact together with the very poor condition of the roads and the weather in this area also increase the teacher absentee level. In some schools, not only those in Kabupaten Lahat, if there is a holiday in the middle of the week, that is, a work day between holidays, the school is often closed. For example, if there is a holiday on Friday, the school is also closed on Saturday (which is usually a school day). Despite this, the teacher absentee level in this *kabupaten* (18.9%) is the second lowest after Kabupaten Sukabumi. If this is compared with non-remote area allowance recipient areas, the teacher absentee level in Kabupaten Lahat is almost the same as that in Kabupaten Tuban, and lower than that in Kabupaten Gowa.

However, it appears a low level of teacher absenteeism does not necessarily guarantee that the teaching-learning activities at the school are always taking place as normal. In a number of schools it was found that although the teacher attendance level at the time of teaching was relatively high, and even when all teachers were present, many of the teachers did not teach effectively, students were left to hang around outside the classroom, or students were made to study by themselves in the classroom.

3.3.2 Absentee Level of Recipients of the Remote Area Allowance Program

Earlier sections have touched on the relationship between the distribution of subsidy programs and the teacher absentee level. In order to gain a more detailed picture of this relationship, this issue will be further analyzed in this section.

Table 21 provides a summary of the data on teacher absentee levels in remote area allowance and non-remote area allowance areas which are divided between remote area allowance and non-remote area allowance recipient teachers in both remote area allowance and non-remote area allowance schools. This data shows that the absentee level for remote area allowance recipient teachers is far higher than the absentee level for non-remote area allowance recipient teachers both in remote area allowance schools and in non-remote area allowance schools in both sample category areas. Meanwhile, in remote area allowance *kabupaten*, the absentee level of non-remote area allowance teachers in remote area allowance schools is actually lower (21.3%) than in non-remote area allowance schools (24.4%). However, these two absentee levels remain higher than the teacher absentee level in non-remote area allowance regions, which is only 14.1%. This indicates that: (i) overall, the existence of the remote area allowance program has yet to have an impact on the teacher attendance levels in schools located in remote areas; and (ii) there is under coverage and leakage in the distribution of the remote area allowance program, that is, there are regions or schools which are categorized as not receiving the remote area allowance when in fact the condition and location of the school make these schools suitable recipients of the remote area allowance, and the reverse also occurs.

Table 21. Comparison of Recipient and Non-Recipient Teacher Absentee Levels Based on Sample Region Category (%)

Sample Region Category	RA Recipient Teachers	Non-RA Recipient Teachers	Total
1. Remote Area Allowance Recipient <i>Kabupaten</i>	31.5	23.6	25.3
- Remote Area Allowance Recipient Schools	31.5	21.3	26.4
- Non-Remote Area Allowance Recipient Schools	-	24.4	24.4
2. Non-Remote Area Allowance Recipient <i>Kabupaten/Kota</i>	-	14.1	14.1
<i>Average</i>	31.5	18.0	19.4

Note: The teacher absentee level is an average of sample values and is not a weighted average.

Despite these findings, if a comparison is conducted between the absentee levels of remote area allowance recipient and non-remote area allowance recipient teachers in each remote area allowance *kabupaten*, there are differences between regions, as can be seen in Table 22. The data in Table 22 reveals the following:

- a) In Kabupaten Lahat, the absentee level for remote area allowance recipient teachers (25.6%) is lower than that for non-remote area allowance recipient teachers in remote area allowance recipient schools (30.8%). However, these figures are higher than the teacher absentee level in non-remote area allowance recipient schools where it is only 12.7%. This indicates that the allowance program is beginning to have a positive impact. It must be noted that the average number of remote area allowance recipient teachers in each school in this *kabupaten* is the highest of all *kabupaten*.

- b) In Kabupaten Sukabumi, the difference between absentee levels of remote area allowance recipient teachers (12.5%) and non-remote area allowance recipient teachers (12.0%) in recipient schools is very small. Moreover, if compared with teacher absentee levels in non-remote area allowance schools (13.3%), the absentee level is low. This has been made possible by the regional government policy which is very effective in reaching its target (see the analysis in Chapter II and Subchapter 2.2.1.).
- c) In Kabupaten Lombok Tengah and Kolaka, the absentee level for remote area allowance recipient teachers is higher than that of non-remote area allowance recipient teachers both in remote area allowance schools and in non-remote area allowance schools.
- d) In Kabupaten Nunukan, the absentee level of remote area allowance recipient teachers and non-remote area allowance recipients cannot be compared as all teachers in this remote area allowance school are yet to receive the subsidy.

Table 22. Comparison of the Absentee Levels of RA Teachers and Non-RA Teachers in RA Kabupaten (%)

Sample RA Kabupaten	In RA Schools			In Non-RA Schools	Total
	RA Teachers	Non-RA Teachers	Average		
1. Kabupaten Lahat	25.6	30.8	26.8	12.7	18.9
2. Kabupaten Sukabumi	12.5	12.0	12.2	13.3	12.9
3. Kabupaten Lombok Tengah	27.3	23.1	26.1	24.2	25.0
4. Kabupaten Kolaka	53.1	43.8	50.0	39.7	44.1
5. Kabupaten Nunukan ^a	-	-	-	25.2	25.2
<i>Average</i>	31.5	25.4	29.3	24.4	25.3

Note: The teacher absentee levels are average sample amounts and are not weighted.

^aThe allowance has not been received.

An interesting finding was revealed when teachers in non-remote areas were asked whether they were prepared to be transferred to teach in a remote area. If they were prepared to be transferred, the teachers were asked what minimum income they would expect and if they were not prepared to move, they were asked what minimum income would be needed to convince them to change their minds. In all sample regions, approximately 29.3% of teachers who considered their schools not to be in remote areas stated that they were prepared to move to isolated areas, that is, 45.3% of teachers in remote area allowance regions and 23.0% in non-remote area allowance regions. Teachers who were not prepared to be transferred or chose to stay in their current place of work stated that their reasons were that they felt their family was already established in the current region, they were old or sickly, or they gave no reason.

The minimum income which teachers expected ranged from Rp2 million to more than Rp10 million per month. This shows that the placement of quality teachers from non-remote into remote areas still faces many basic problems related to the lack of desire to teach in remote areas and the large budget needed to develop a satisfactory incentive system.

3.3.3 Teacher Absentee Levels Based on Individual Characteristics

In this section the teacher absentee level based on individual teacher characteristics will be analyzed, including demographic characteristics, level of general education and highest teacher training, employment status, duties at the school, and accessibility of the teacher's accommodation to the school. This information is provided in Table 23. If compared to the

results of the 2003 survey, the relationship between individual characteristics and the absentee level can be seen, as follows:

- a) Both surveys indicate a consistent tendency that teacher absentee levels among female teachers are lower than that of male teachers, and the teacher absentee level for permanent or civil servant teachers tends to be lower than that for *guru honorer/kontrak*.

Table 23. Teacher Absentee Level Based on Individual Characteristics, 2003 and 2008 Surveys

Characteristic	2003 Survey	2008 Survey
Gender:		
-Female	19.0	11.8
-Male	22.1	22.8
Marital status:		
-Married	19.5	14.5
-Unmarried (including widows/widowers)	18.7	16.2
Highest level of general education:		
-Completed SLTP ^a	4.8	14.0
-Completed SLTA ^b	17.7	15.3
-Completed D1/D2/ D3 ^c	23.1	4.2
-Completed S1 ^d or higher	17.2	39.9
Highest teacher training level:		
-None	25.7	20.7
-Completed SPG ^e / SGO ^f	17.3	16.6
-Completed D-1/2/3	21.3	11.8
-Completed S-1/2 ^g	17.6	17.1
Employment status:		
-Permanent teacher	19.2	14.1
- <i>Guru Honorer/Kontrak</i> ^h	29.5	17.7
Place of birth and current living place:		
-Born in the <i>kabupaten/kota</i> of the school	17.2	18.1
-Born in a different <i>kabupaten/kota</i> to the school	21.7	9.9
-Born in the province of the school	19.1	15.5
-Born in a different province to the school	20.7	9.3
-Living place is far from the school	23.5	13.6
-Living place is close to the school	12.9	16.4

Note: The teacher absentee level is a weighted average value. For absent teachers, the data was obtained from the principal or another teacher representing the principal, and from interview results from the follow up survey visit.

^aSLTP = Junior High School.

^bSLTA = Senior High School.

^cD-1/2/3 = Diploma 1/2/3.

^dS1 = Undergraduate degree.

^eSPG = Teacher Training School.

^fSGO = Sports Teacher Training School.

^gS2 = Master's degree.

^hIncludes regional and school *guru honorer*.

- b) On the other hand, in both surveys there was no consistent or similar result indicated for teacher absentee levels based on the teacher's marital status, place of birth, and place of residence. In 2003, the absentee level for married teachers tended to be slightly higher; however, in 2008 the contrary occurred with relatively lower absentee levels compared to unmarried teachers. In 2008, the absentee level for teachers born in the *kabupaten*/province where the school is located, and for teachers living close to the school,

was higher than that for teachers born outside the *kabupaten* or province, and for those living far away from the school.

- c) Based on the highest general education level, the two surveys indicate different patterns. In 2003, teachers with a low level of formal education (completed SLTP, or junior high school) tended to have low absentee levels and teachers who had completed D1/2/3 had a high absentee level. In contrast, in 2008 teachers with a relatively high education (completed D1/2/3) had the lowest absentee level.
- d) Particularly in 2008, there was a tendency that the lower the teacher training level attained by the teachers, the higher the absentee level.

3.3.4 Teacher Absentee Levels Based on School Characteristics

Table 24 provides information on the differences of the teacher absentee level based on a number of school characteristics. Compared with the results of the 2003 survey, the data shows that there is a tendency for the teacher absentee level to be similar for each different school characteristic. Some tendencies which can be seen based on the data in the table include:

- a) Teacher absentee level in schools where the principal was absent was higher than in schools where the principal was present.
- b) Teachers in schools located close to the education agency (at the *kabupaten* or *kecamatan* level) have a lower absentee rate than those in schools located far from the education agency.
- c) In 2003, teachers who worked at schools located close to an asphalt road actually had a higher level of absenteeism. However, based on the 2008 survey, the data shows the reverse; teachers in schools located closer to asphalted roads tended to have a lower absentee level than teachers in schools located relatively far from an asphalted road. The difference in the absentee level for these two school categories was relatively large.
- d) The teacher absentee level in schools which did not have a toilet was higher than that in schools with a toilet. Similarly, the teacher absentee level in schools with no electricity was higher than that in schools with electricity.
- e) The teacher absentee level in schools where teaching and learning activities for a number of classes take place in one class room is higher than the teacher absentee level of teachers who teach one class in one room. In 2003 there was quite a big difference in the absentee level between these two types of schools, whereas in 2008 there was relatively no difference between them.
- f) Teachers in schools that had just been visited by relevant officials had an absentee level lower than teachers in schools which had not been visited by a supervisor or inspector from the local education agency for some time. This was also the case with teachers in schools which had recently had a school committee meeting compared with teachers in schools which had not had a meeting for some time. However, the difference in the teacher absentee level between these different categories is not too large.

In carrying out their jobs as teachers in the school, teachers also face a number of problems which directly or indirectly impact on their attendance level at school. The main problems which are most often mentioned by teachers are (i) problems with students; (ii) lack of facilities at the school; (iii) lack of teaching/learning equipment; (iv) lack of support from the students' parents; and (v) shortfall in the teachers' wages. Based on the sample regions, these are the main problems teachers mention, the only difference between regions is the order in which they are placed.

Table 24. Teacher Absentee Level Based on School Characteristics, 2003 and 2008 Surveys (%)

Characteristic	2003 Survey	2008 Survey
Principal absent	26.3	20.5
Principal present	17.2	11.9
Close to the education agency	17.6	12.6
Far from the education agency	27.2	18.9
Close to an asphalted road	20.2	13.7
Far from an asphalted road	17.6	29.3
The school has a toilet	18.7	14.6
The school does not have a toilet	33.8	20.3
The school has electricity	19.7	13.4
The school does not have electricity	23.3	27.9
A number of classes are taught in one room	35.7	17.4
One class studies in one room	18.8	14.3
An inspection was recently held	17.9	14.6
There has not been an inspection for a long time	21.4	15.1
The school committee has recently held a meeting	19.9	13.1
The school committee has not held a meeting for a long time	20.2	15.4

Note: The teacher absentee level is a weighted average value.

IV. STUDENT ABSENTEE LEVELS AND TEST SCORES OF FOURTH GRADE STUDENTS

4.1 Student Absentee Levels

4.1.1 Number of Sample Students

The student absentee level was calculated by comparing the total number of absent students based on the research team's direct observation of each grade (grade one to grade six) with the total number of students registered at the school. Before this comparison took place, the research team examined both the data of registered students and the student absentee books which were usually held by the class teachers. This data clarification was necessary as the data for the total number of registered students in some schools was old data which had not yet been adjusted in accordance with the total number of students who had transferred to or from other schools. Usually in every sample school there were students in each grade who had come to or left the school. If the number of students enrolled and/or present during the visit could not be determined with certainty, the data was removed from the analysis. For Kota Bandung, Kota Surakarta, Kabupaten Tuban, and Kabupaten Lombok Tengah, the data was obtained during the follow up visit.

Table 25. Registered Students and Students Present During the Visit

Sample Kabupaten/Kota	Number of Registered Students			Number of Students Present		
	Total (children)	Female (%)	Male (%)	Total (children)	Female (%)	Male (%)
A. RA Recipients						
1. Kabupaten Lahat	1,782	50.1	49.9	1,596	52.3	47.7
2. Kabupaten Sukabumi	3,675	48.5	51.5	3,340	49.0	51.0
3. Kabupaten Lombok Tengah	2,587	47.4	52.6	2,106	48.1	51.9
4. Kabupaten Kolaka	2,108	47.2	52.8	1,551	46.5	53.5
5. Kabupaten Nunukan	4,374	47.9	52.1	3,732	47.7	52.3
<i>Subtotal A</i>	14,526	48.1	51.9	12,325	48.6	51.4
B. Non-RA Recipients						
1. Kota Pekanbaru	6,552	47.5	52.5	6,256	47.5	52.5
2. Kota Bandung	4,583	50.5	49.5	4,240	50.7	49.3
3. Kota Surakarta	4,141	48.9	51.1	3,973	48.8	51.2
4. Kabupaten Tuban	3,259	48.2	51.8	3,170	48.5	51.5
5. Kabupaten Gowa	3,499	48.5	51.5	2,821	49.8	50.2
<i>Subtotal B</i>	22,034	48.7	51.3	20,460	48.9	51.1
<i>Total A & B</i>	36,560	48.4	51.6	32,785	48.8	51.2

The number of students registered in all sample schools was 36,560; of whom 48.4% were female and 51.6% were male, as shown in Table 25. While the number of students recorded as present was 32,785, with 48.8% female and 51.2% male. If comparing the number of registered students and the number of students who were present, the data shows that more male students were absent than female students.

4.1.2 Student Absentee Levels according to Sample Region

Table 26 presents the student absentee levels based on the school's category in the respective sample regions. This data shows that overall the student absentee level in Indonesia has reached, on average, 10.3%. The student absentee level in remote area allowance regions is approximately 15.2%, whereas in non-remote area allowance regions, the absentee level is only 7.1%. The range of the student absentee levels in sample *kabupaten/kota* is quite large, ranging from 9.1% to 26.4% in remote area allowance recipient areas and 2.7% to 19.4% in non-remote area allowance areas.

Table 26. Student Absentee Levels Based on Category of Sample School (%)

Sample <i>Kabupaten/Kota</i>	School Category		Total
	RA School	Non-RA School	
A. RA Recipients			
1. Kabupaten Lahat	11.2	10.1	10.4
2. Kabupaten Sukabumi	9.1	9.1	9.1
3. Kabupaten Lombok Tengah	25.4	13.2	18.6
4. Kabupaten Kolaka	27.3	26.1	26.4
5. Kabupaten Nunukan	12.7	17.1	14.7
<i>Average A</i>	15.5	14.9	15.2
B. Non-RA Recipients			
1. Kota Pekanbaru	-	4.5	4.5
2. Kota Bandung	-	7.5	7.5
3. Kota Surakarta	-	4.1	4.1
4. Kabupaten Tuban	-	2.7	2.7
5. Kabupaten Gowa	-	19.4	19.4
<i>Average B</i>	-	7.1	7.1
<i>Average A & B</i>	15.5	9.3	10.3

Note: The student absentee level is an average of sample values and is not a weighted average.

In remote area allowance regions, the student absentee levels are inconsistent when comparing remote area allowance schools with non-remote area allowance schools. In Kabupaten Sukabumi the level of student absenteeism is the same at non-remote area allowance and remote area allowance schools. In Kabupaten Nunukan, the student absentee level in remote area allowance schools is lower than that in non-remote area allowance schools, however, the opposite is true in the three other sample *kabupaten*. In Kabupaten Lahat and Kabupaten Kolaka, the student absentee level in remote area allowance schools is slightly higher than the student absentee levels in non-remote area allowance schools. In Kabupaten Lombok Tengah, the student absentee level in remote area allowance schools is almost double that of students in non-remote area allowance schools.

In the three *kota* and in Kabupaten Tuban, which are non-remote area allowance recipient regions, the student absentee level is less than 8%. However, in Kabupaten Gowa the student absentee level is 19.4%. In general the student absentee level in remote area allowance recipient schools, which are generally located in remote or underdeveloped areas, is higher than the student absentee level in non-remote area allowance schools.

The student absentee level is very closely related to the socioeconomic development of an area, as can be seen in Table 27. The data shows that the student absentee level in *kabupaten/kota* which are located in western Indonesia are significantly lower (5.9%) than student absentee levels in *kabupaten* located in central or eastern Indonesia (18.8%), the same

is true if comparing Java (6.0%) with areas outside Java (13.6%). If comparing urban (*kota*) and rural (*kabupaten*) data, it can be seen that the student absentee level in *kota* areas (5.3%) is significantly lower than that in *kabupaten* areas (13.9%).

Table 27. Student Absentee Levels Based on Sample Region Location

Sample Region Location Category		Student Absentee Level (%) ^a
1.	Western Indonesia ^b	5.9
	Central/Eastern Indonesia ^c	18.8
2.	Java	6.0
	Outside Java	13.6
3.	Urban (Pekanbaru, Bandung, Surakarta)	5.3
	Rural/ <i>Kabupaten</i> (7 <i>kabupaten</i>)	13.9
<i>Average</i>		<i>10.3</i>

^aThe teacher absentee level is an average of sample values and is not a weighted average.

^bIncluding Kota Pekanbaru, Kota Bandung, Kabupaten Sukabumi, Kota Surakarta, Kabupaten Tuban, and Kabupaten Lahat.

^cIncluding Kabupaten Lombok Tengah, Kabupaten Kolaka, Kabupaten Nunukan, and Kabupaten Gowa.

Aside from these factors, the student absentee level in schools is also very much determined by the student's grade level; the higher the grade of a student, the lower the absentee level, as shown in Table 28. As students progress to higher grades, they develop mentally and physically, they are more independent and adapt to the school environment. Specifically for students in grade six, it is suspected that they are more diligent in coming to school because they must prepare for their end of school exams.

Table 28. Student Absentee Levels according to Grade, School Category, and Sample Region (%)

Grade	RA <i>Kabupaten</i>			Non-RA School		Total
	RA School	Non-RA School	Subtotal	Non-RA Region	All Sample Regions	
1. Grade One	15.0	20.2	18.0	8.1	11.6	12.2
2. Grade Two	15.0	14.2	14.5	7.2	9.1	10.1
3. Grade Three	14.3	15.6	15.0	8.1	10.2	10.9
4. Grade Four	22.1	15.3	18.1	6.0	8.6	10.7
5. Grade Five	13.5	11.5	12.3	7.9	8.9	9.6
6. Grade Six	13.2	11.4	12.2	5.4	6.9	7.9
<i>Total</i>	15.5	14.9	15.2	7.1	9.3	10.3

Note: The teacher absentee level is an average of sample values and is not a weighted average.

However, the relationship between student absentee levels and grade levels based on the category of the sample area is not always consistent. In remote area allowance recipient schools, for example, the highest student absentee level is in grade four. Meanwhile, in non-remote area allowance recipient schools, which are located in remote area allowance areas, the student absentee levels for grades three and four tend to be higher than those for students in grade two. Whereas, in non-remote area allowance recipient areas the student absentee level for grade three is higher than the student absentee level for grade two.

The relationship pattern between the student absentee level and students' grade in each sample area can be seen in Figure 2. Although this figure shows that generally there is a tendency that students from higher grade levels have lower rates of absenteeism, if viewed with regard to each

region, the pattern is actually different. In most regions, the student absentee level is lowest in grades five or six, however, specifically in Pekanbaru and Gowa the absentee level is actually lowest for students in grade four. The student absentee level in some regions is highest in grades one or two, however, there were some cases where the highest absentee level is in grade five (Pekanbaru), four (Lahat, Sukabumi, and Tuban), or three (Gowa). Student absentee levels were on average consistently the highest respectively in Kabupaten Kolaka, Gowa, and Lombok Tengah.

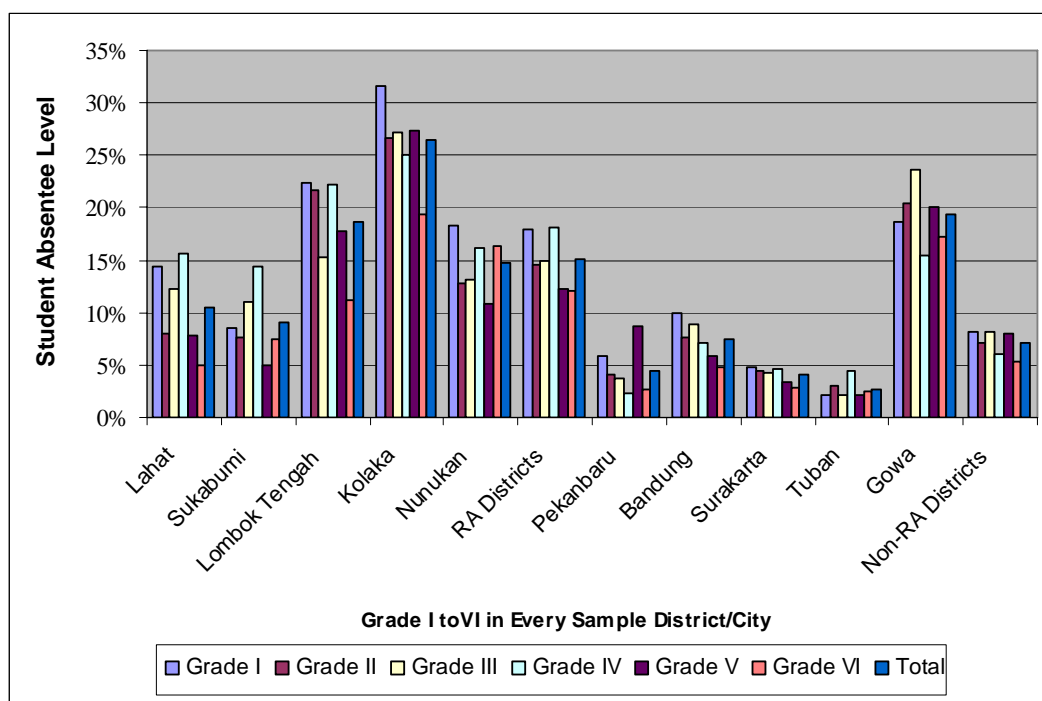


Figure 2. Student absentee levels according to grade and sample region

Table 29. Student Absentee Levels according to Gender (%)

Sample Kabupaten/Kota	Absentee Level		Contribution toward Total Absentee Level		Total
	Male	Female	Male	Female	
A. RA Recipients					
1. Kabupaten Lahat	14.5	6.4	7.2	3.2	10.4
2. Kabupaten Sukabumi	10.0	8.2	5.1	4.0	9.1
3. Kabupaten Lombok Tengah	19.8	17.2	10.4	8.2	18.6
4. Kabupaten Kolaka	25.5	27.5	13.5	13.0	26.4
5. Kabupaten Nunukan	14.3	15.1	7.4	7.2	14.7
<i>Average A</i>	15.9	14.4	8.2	6.9	15.2
B. Non-RA Recipients					
1. Kota Pekanbaru	4.6	4.5	2.4	2.1	4.5
2. Kota Bandung	7.9	7.0	3.9	3.6	7.5
3. Kota Surakarta	3.8	4.3	1.9	2.1	4.1
4. Kabupaten Tuban	3.3	2.2	1.7	1.0	2.7
5. Kabupaten Gowa	21.5	17.1	11.1	8.3	19.4
<i>Average B</i>	7.6	6.7	3.9	3.2	7.1
<i>Average A & B</i>	10.9	9.7	5.6	4.7	10.3

Note: The teacher absentee level is an average of sample values and is not a weighted average.

It has been noted that female students generally attend school more regularly than male students. This is supported by the data concerning student absentee levels according to gender as displayed in Table 29. In almost all sample areas, the student absentee level for male students is higher than that

for female students. In total, the male student absentee levels reach 10.9%, whereas for female students the absentee level is 9.7%. The same can be seen in the total absentee levels, with male student absentee levels contributing more than that of female students; 5.6% and 4.7% respectively.

Another factor that impacts on the student absentee level is the teacher absentee level. Generally, if there is a high teacher absentee level in an area, the student absentee level also tends to be high. The opposite also occurs, with these facts being clearly illustrated in the graphic below (Figure 3). However, Kabupaten Tuban is an exception to this.

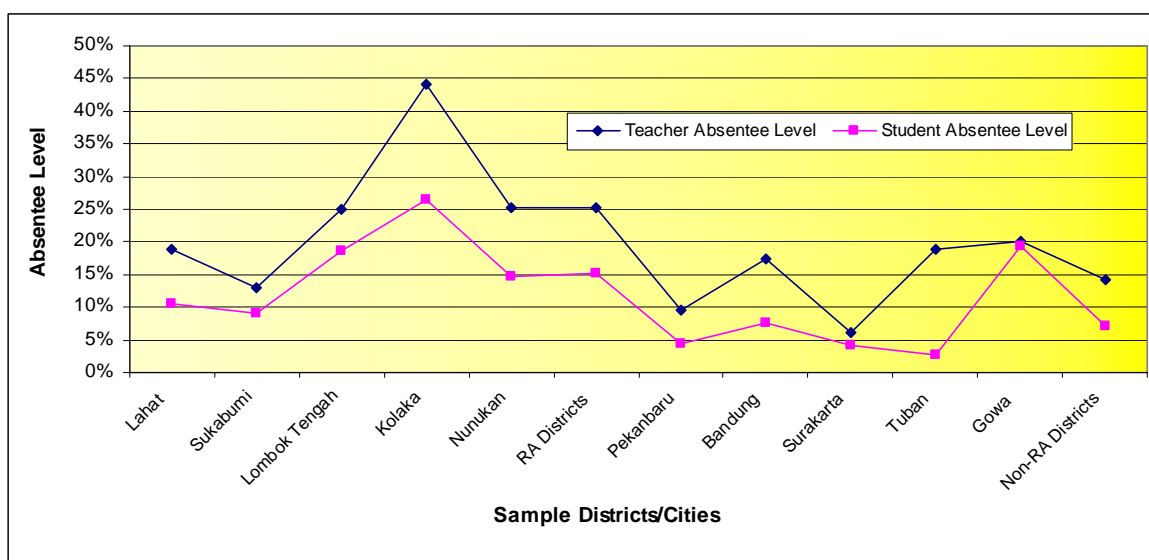


Figure 3. Relationship between teacher and student absentee levels

Source: Table 20 and Table 30.

4.1.3 Reasons for Student Absences

In urban areas, including in Kabupaten Tuban, the reasons given for student absences are better documented, therefore, can be observed. Students are generally absent because they are sick, evidence for which is given by doctor's certificates or parent requests for permission both verbally, over the telephone, or through letters requesting leave to the homeroom teacher. Whereas in other sample regions, aside from absence because of sickness or requesting official leave, there were quite a number of students who were absent from school with unclear reasons or no reason at all.

The main factor causing many students to be absent with no reason is the difficult access to schools and the relatively far distance to school locations which makes students reluctant to go to school. As previously mentioned, the roads to a number of sample schools in Sukabumi, Lahat, Lombok Tengah, Gowa, and Kolaka are steep and rocky and in the rainy season the roads are very slippery and dangerous for children. Whereas in Kecamatan Sembakung Kabupaten Nunukan, and in Kecamatan Widang, Kabupaten Tuban, people's residences and the sample school are located along a river thus these areas are very susceptible to flooding. Because of this, flooding is one reason why studying activities sometimes come to a halt.

A family's socioeconomic condition also greatly influences the student absentee level in schools. In Kolaka, for example, when the cocoa and fruit harvest season arrives, many children stop going to school and instead help their parents with the harvesting. The same

situation occurs in Nunukan, where a survey was carried out in Kecamatan Sembakung during the rice harvest season. Many children were absent from school because they had to help their parents in the rice fields. Aside from this, a number of villages in Kecamatan Sembakung are locations for an industrial forest plantations (*butan tanaman industri*, HTI) company, and a number of cases were found where parents were deliberately taking their small children, including those who had already started grade one and two, to live in HTI areas, with the result that their children rarely went to school.

4.2 Fourth Grade Students' Mathematics and Indonesian Test Scores and Changes from 2003 to 2008

The mathematics and Indonesian subject tests for students in grade four in sample schools were carried out the same way as for the 2003 survey, both in terms of the mechanisms and terms of the problems given. The mathematics test aimed to assess students' abilities in addition, subtraction, multiplication, and division, with a total of 13 questions. The Indonesian test was to examine students' writing skills, assessed through a dictation task. Students were asked to write four sentences which were read slowly twice by researchers (See Box 1).

Box 1 The Four Dictated Sentences

Mengapa tanaman menjadi kering tanpa air?
[Why do plants dry up without water?]

Manusia membutuhkan makanan dan air supaya menjadi kuat dan sehat, begitu juga tanaman.
[People need food and water to be strong and healthy, as do plants.]

Tanaman hijau menggunakan air untuk membuat makanannya.
[Green plants use water to make their own food.]

Tanaman yang tidak mendapat air akan layu dan menjadi kering.
[Plants which are not watered will wither and dry up.]

4.2.1 Test Scores according to Sample Region

Generally, the test scores for the two subjects were quite good, with the majority of students answering over 50% of the questions correctly, as can be seen in Table 30. This data shows that in all sample regions, the proportion of students who were able to answer correctly more than 50% of questions for the Indonesian test was more than those for the mathematics test. This finding is the same as that for the 2003 survey.

However, if the data is analyzed according to sample region, the proportion of students who answered over 50% of the questions correctly differs. In general, the results of the two tests in the remote area allowance recipient regions were lower than that in the non-remote allowance recipient areas. In Kabupaten Lombok Tengah and Kolaka particularly, there were more students who only answered less than 50% of the mathematics questions correctly. Also, although the majority of students in these two *kabupaten* were able to correctly answer more than 50% of the questions in the Indonesian test, the proportion of students who could do this is the lowest of all sample regions. A comparison of the mathematics and Indonesian test

results between remote area allowance recipient and nonrecipient regions is provided in figures 4 and 5.

Table 30. Proportion of Students who Correctly Answered more than 50% of Mathematics and Indonesian Test Questions, 2008 Survey (%)

Sample <i>Kabupaten/Kota</i>	Mathematics	Indonesian
A. Remote Area Allowance Recipients		
1. Kabupaten Lahat	64.2	82.8
2. Kabupaten Sukabumi	61.7	84.6
3. Kabupaten Lombok Tengah	41.8	54.2
4. Kabupaten Kolaka	45.6	67.4
5. Kabupaten Nunukan	67.3	83.3
<i>Average A</i>	59.6	80.3
B. Non-Remote Area Allowance Recipients		
1. Kota Pekanbaru	87.5	96.3
2. Kota Bandung	85.6	98.1
3. Kota Surakarta	97.5	96.9
4. Kabupaten Tuban	87.3	94.0
5. Kabupaten Gowa	52.5	79.4
<i>Average B</i>	85.8	94.9
<i>Average A & B</i>	80.8	92.2

Note: The proportion of students in each *kabupaten/kota* is an average of sample values and is not a weighted average.

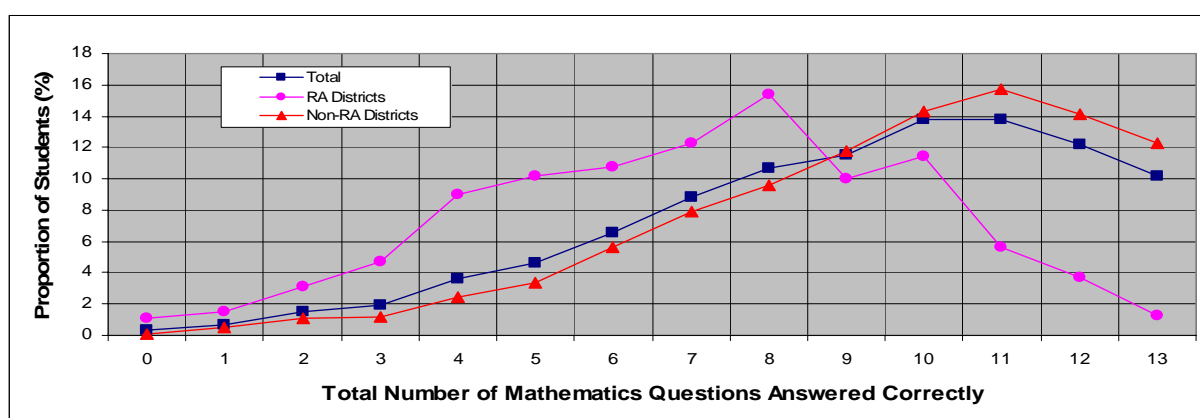


Figure 4. Proportion of students based on the number of mathematics questions answered correctly, 2008 survey (%)

Note: The proportion of students is a weighted average value.

In Figure 4 it can be seen that in non-remote area allowance recipient areas, there are more students who are able to answer more than nine mathematics problems correctly, while in remote area allowance recipient areas, the majority of students could only answer correctly between five and ten mathematics problems. Almost the same thing can be seen with the results of the Indonesian test, however in the two regions the majority of students could write more than 75% of the words dictated to them, as shown in Figure 5.

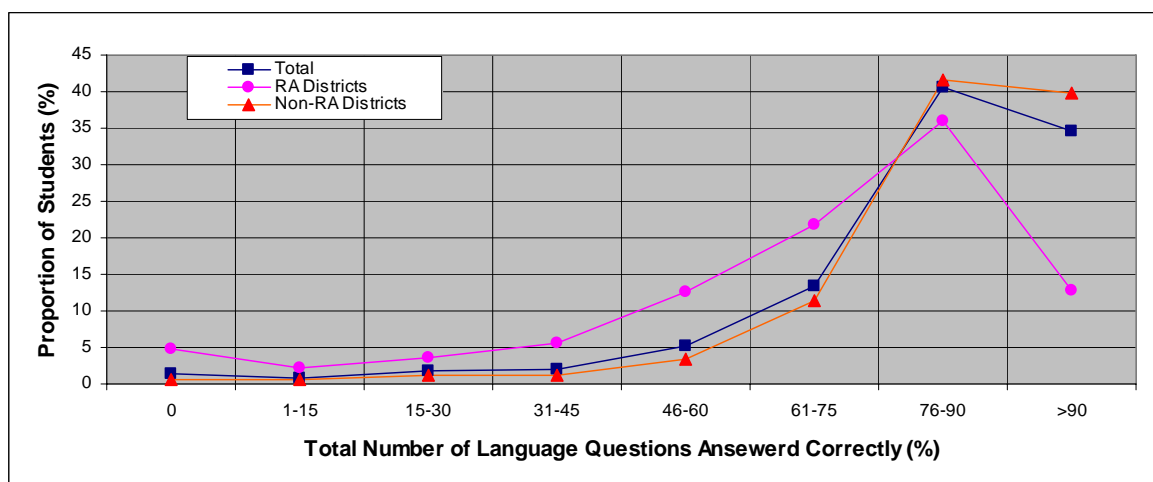


Figure 5. Proportion of students based on the number of Indonesian questions answered correctly, 2008 survey (%)

Note: The proportion of students is a weighted average value.

The 2008 survey indicates that there are still grade four students who are not able to write and count, that is, students who could not write even one word in the Indonesian test and also students who could not complete even one problem in the mathematics test, as can be seen in Table 31. The data also indicates that there are more grade four students who cannot yet write than those who cannot yet count. From all students who participated in the tests, approximately 3.4% answered all questions incorrectly in the Indonesian test and 0.7% in the mathematics test. These cases were most common in Kabupaten Lombok Tengah. Examples of writing from Indonesian test results for students in public schools in grade four can be seen in Appendix 5.

Table 31. Percentage of Students who Cannot Count and Write, 2008 Survey

Sample Kabupaten	Number of Students	Mathematics Test Score=0		Indonesian Test Score=0	
		Total	%	Total	%
1. Kabupaten Lahat	151	0	-	6	4.0
2. Kabupaten Sukabumi	175	1	0.6	10	5.7
3. Kabupaten Lombok Tengah	177	4	2.3	16	9.0
4. Kabupaten Kolaka	147	4	2.7	6	4.1
5. Kabupaten Nunukan	162	1	0.6	7	4.3
6. Kabupaten Tuban	150	1	0.7	2	1.3
7. Kabupaten Gowa	160	0	-	8	5.0
8. Three kota	480	0	-	0	-
<i>Total</i>	<i>1,602</i>	<i>11</i>	<i>0.7</i>	<i>55</i>	<i>3.4</i>

4.2.2 Test Results and Changes (2003 and 2008)

In general, the test results for the two subjects for grade four students in the 2003 and 2008 surveys do not differ greatly. In the two surveys, the proportion of students (weighted average values) able to answer more than 50% of mathematics and Indonesian questions was more than 80% for the mathematics test and more than 90% for the Indonesian test. This is also clear from figures 6 and 7 which provide information on the relationship between the

proportion of students and the total number of questions which could be answered correctly by students in grade four for the two subjects.

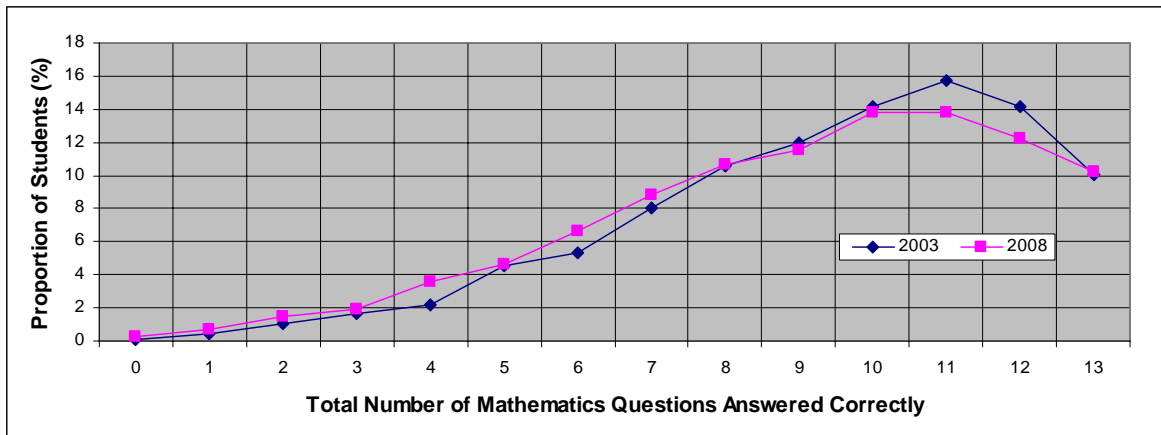


Figure 6. Proportion of students according to the number of mathematics questions answered correctly, 2003 and 2008 surveys (%)

Note: The proportion of students is a weighted average value.

The comparison between the 2003 and 2008 survey results shows that there was a slight change in the achievements of grade four students. The test results for mathematics in 2008 were not as good as that for 2003; that is, the proportion of students who were able to answer more than eight of the mathematics problems correctly decreased. For the Indonesian test, the pattern was different, with the 2008 survey results showing that students' achievements had improved with an increase in the proportion of students who could correctly write more words. However, the proportion of students able to write more than 90% of problems correctly was less than that for the 2003 survey.

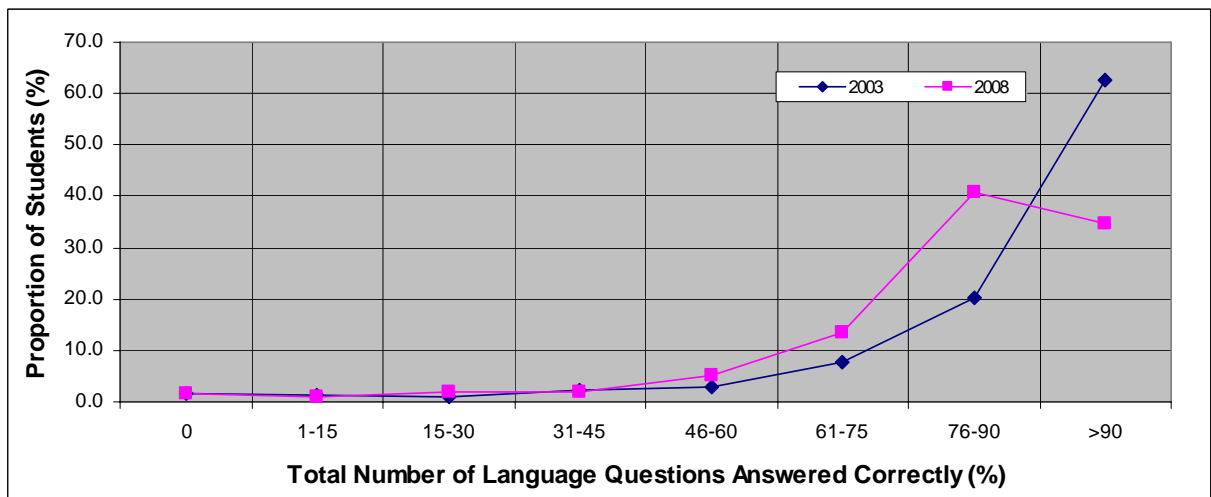


Figure 7. Proportion of students according to the number of Indonesian questions answered correctly, 2003 and 2008 surveys (%)

Note: The proportion of students is a weighted average value.

In relation to the remoteness or socioeconomic progress of a region, the test results in the two surveys show that there is a difference between the achievements or student study results between schools in western Indonesia and schools in central and eastern Indonesia, between regions within and outside of Java, and between schools in urban and rural areas. Complete information about the relationship between remoteness or the socioeconomic progress of a region and the mathematics and Indonesian test scores from the 2003 and 2008 surveys is presented in Appendix 6. In the two surveys, the student test results from schools located in western Indonesia and Java were significantly higher than student test results from schools located in central and eastern Indonesia and outside Java. Similarly, student test scores from schools located in urban regions are significantly higher than those located in rural/*kabupaten* regions, as shown in Table 32.

Table 32. Correlation of Mathematics and Indonesian Test Scores with Category of Sample Region, 2003 and 2008 Surveys

Category of Sample Region	Mathematics Test		Indonesian Test	
	2003	2008	2003	2008
In western Indonesia	0.2327*	0.4177*	0.1939*	0.3385*
In Java	0.1877*	0.3134*	0.1416*	0.3134*
In rural regions	0.2298*	0.3935*	0.2475*	0.3920*

*Statistically significant with alpha level 0.05.

A comparison of student achievements for the two subjects from the 2003 and 2008 survey shows that the results fluctuate in all categories. There was a tendency for mathematics test results, especially for students in schools in central and eastern areas of Indonesia, to worsen. This can be seen from the decrease in the proportion of students who were able to answer more than eight mathematics questions correctly. Outside Java and in rural areas the achievements reached were relatively stable. This was also the case for western Indonesia, Java, and urban regions, which tended to be stable with the proportion of students able to answer all mathematics questions correctly increasing.

For the Indonesian tests, in the 2003 and 2008 surveys in all categories of regions, the majority of students were able to answer more than 75% of questions correctly. In western Indonesia, Java, and urban regions, there was a decrease in the proportion of students who were able to answer more than 90% of Indonesian test questions correctly. In rural areas there was a dramatic decrease in the proportion of students able to answer more than 90% of Indonesian test questions correctly.

The difference in achievements for students from different categories of regions indicates that there is a gap in education, both in terms of the quantity and also the quality of education, between locations in Indonesia; that is, between western Indonesia and central/eastern Indonesia, between Java and areas outside Java, and between urban and rural areas. So, the number of sample schools located in remote or underdeveloped areas contributes to a decline in the proportion of students with good mathematics and Indonesian test scores in these areas.

4.3 Factors Influencing Grade Four Student Test Scores

Aside from the remoteness of a region and the socioeconomic development of the society within a region, there are other factors that greatly impact the grade four student mathematics and Indonesian test scores and reflect the condition of education. What follows is a look at the correlation of some factors which are closely related to the performance levels of students.

Figure 8 shows the relationship between the teacher and student absentee levels and the mathematics and Indonesian test scores in each sample region. The data shows that the higher the teacher and student absentee levels in a region, the lower the proportion of students able to answer more than 60% of mathematics and Indonesian test questions. Thus, the teacher and student absentee levels correlate negatively with the mathematics and Indonesian test scores. The teacher and student absentee levels in Kolaka and Lombok Tengah are the highest compared with other regions and at the same time are also the regions with the lowest proportion of students able to answer more than 60% of questions correctly. In Kota Surakarta and Pekanbaru, the teacher and student absentee levels are relatively low and the proportion of students who can answer more than 60% of questions in both subjects is the highest. The 2003 survey showed the same tendency where students who obtained low scores came from schools with a high teacher absentee level.

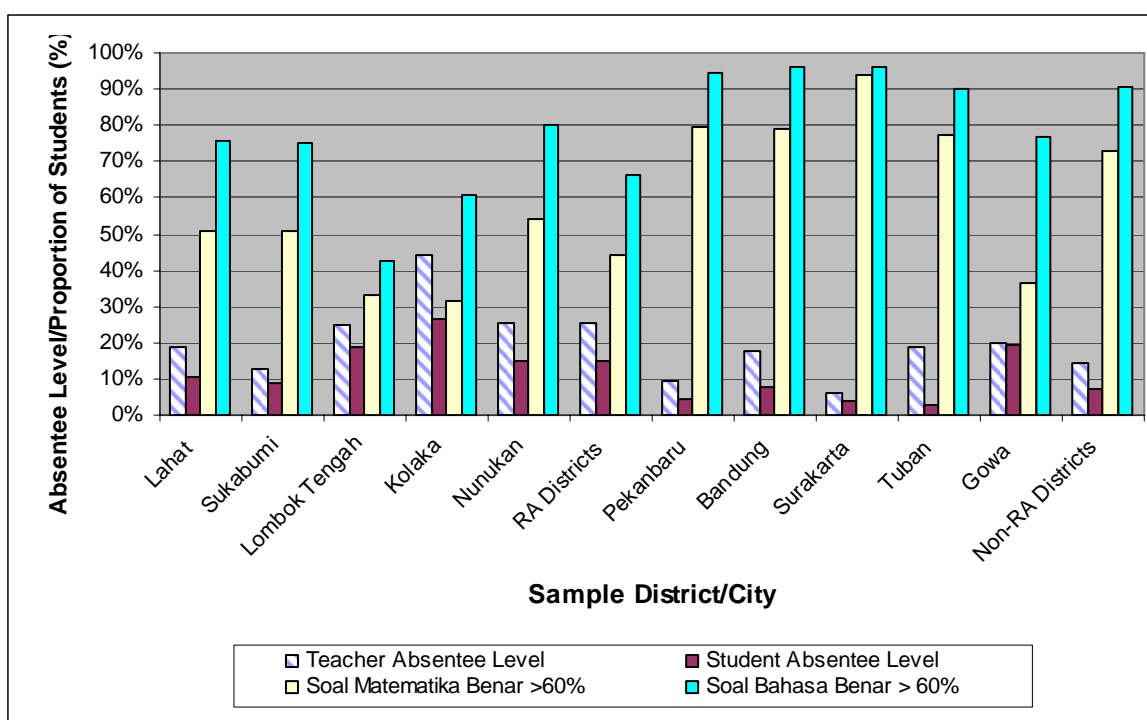


Figure 8. Relationship between teacher and student absentee levels and mathematics and Indonesian scores, 2008 survey

Table 33 provides information on the correlation between mathematics and Indonesian test scores and a number of influencing factors. The majority of factors analyzed statistically showed a positive and significant correlation with the two tests, except for the factors of whether the father and mother work.

Parents who care about their children's presence in school, as reflected by their communication with class teachers, tend to boost their children's achievements at school. A high level of education of both parents correlates positively with both mathematics and Indonesian test results, meaning that the higher the level of education of the mother and father, the higher the level of understanding of their child toward both subjects. This is also the case if both parents are literate. If the child is given extra lessons outside school or takes part in private lessons, there is also a significant and positive boost to achievement at school. A positive and significant correlation between these factors and the achievements of students were also found in the 2003 survey results. Similarly, if a child lived in the same house as his or

her whole family (birth mother and father), this could create an atmosphere conducive to boosting the child's achievements, particularly in the two subjects analyzed here.

Table 33. Correlation of Mathematics and Indonesian Test Scores with Several Influencing Factors, 2008 Survey

Factors Influencing Test Scores	Mathematics Test Scores	Indonesian Test Scores
Parents consult with the teacher	0.1973*	0.2039*
Father can read	0.2056*	0.2324*
Mother can read	0.2028*	0.2374*
Father's education level	0.2141*	0.2760*
Mother's education level	0.2266*	0.2475*
Father works	0.0308	0.0417
Mother works	-0.1274*	-0.1255*
Child has private lessons	0.1281*	0.1240*
Child lives with both birth parents	0.0877*	0.0866*

*Statistically significant with alpha level 0.05.

There is a different correlation with mathematics and Indonesian test scores for the factors of working mother and working father. If the father works, the mathematics and Indonesian test scores improve, however, this is not statistically significant. In contrast, if the mother works, there is a negative correlation with the test scores and this is statistically significant. This is possibly caused by the culture of placing the responsibility for educating the children in the home with the mother, thus, whether or not the father is present does not influence the academic prestige of the child.

V. CONCLUSION AND RECOMMENDATIONS

5.1 Conclusion

Over the last five years, the teacher absentee level in Indonesia has declined quite significantly. In 2003, based on weighted average values, the teacher absentee level was approximately 20.1%, while in 2008 it was 14.8%. However, although the absentee level decreased nationally, the variation of the teacher absentee level between sample regions increased. In 2003, the absentee level was lowest at 7.4% in Kabupaten Magelang and highest at 33.5% in Kota Pekanbaru. Whereas in 2008, the teacher absentee level was lowest at 6.2% in Kota Surakarta and highest at 44.1% in Kabupaten Kolaka. In 2003, more than 50% of teachers were absent without a justifiable reason, however, in 2008 this number was down to 30%. Based on the 2003 survey, regional development did not have a clear influence on the teacher absentee level, however, in the 2008 the opposite was true. The remoteness of an area clearly influences the teacher absentee level. In more developed areas such as urban areas, the teacher absentee level is lower than that in rural/*kabupaten* areas. This is also the case when comparing western and central/eastern Indonesia and when comparing Java and areas outside Java as the teacher absentee levels in *kabupaten/kota* located in western Indonesia and Java are lower than those in central/eastern areas and areas outside Java.

In most sample regions, the distribution of the remote area allowance to teachers in remote areas, which was first given at the end of 2007, and aimed, among other things, to decrease the teacher absentee levels in schools, has not yet had a real impact. Generally, the teacher absentee level in remote area allowance recipient areas (25.3%) was actually higher than the teacher absentee level in non-remote area allowance recipient areas (14.1%). The absentee level for teachers who receive the remote area allowance (31,5%) is higher than the absentee level for teachers who do not receive the remote area allowance—higher than both non-recipient teachers in remote area allowance recipient areas (23.6%) and non-recipient teachers in non-remote area allowance recipient areas (14.1%). Any impact from the distribution of the remote area allowance on teacher absentee levels can only be seen in Kabupaten Sukabumi. In this *kabupaten*, the remote area allowance program is supported by regional policies which require teachers to live near their schools, and which provide additional regional funds to increase the number of teachers covered by the allowance.

The effectiveness of local policy in efforts to reduce teacher absentee levels can be seen in other regions, especially in non-remote area allowance recipient regions. This includes the distribution of incentives and sanctions to teachers (in Pekanbaru), more effective monitoring mechanisms such as placing supervisors in the teacher's work environments (in Bandung), and creating a condition of healthy rivalry to become the favorite school (in Surakarta).

The inconsistent implementation of the remote area allowance program also contributed to the diverse and unclear impacts of the remote area allowance distribution on the teacher absentee level. The size of the remote area allowance funds given to teachers differed between regions and there were even regions which knew nothing about the remote area allowance funds. The socialization process of the program was also very weak, meaning that only teachers receiving the allowance knew about the program.

Furthermore, not all remote area allowance recipient teachers knew precisely the size of the remote area allowance funds that they should be receiving and many did not receive the complete amount of funds. The procedure for determining the remote area allowance

recipients was also rated by some respondents as unclear, thus causing incorrect targeting and under coverage of the program, which led to social jealousy.

The teacher absentee level is influenced by the remoteness of the area the school is in, as well as various other factors, both those which are related to individual teachers and those which are related to the condition of the school. However, the relationship between these factors and the teacher absentee level according to the 2003 survey was not always the same as that in the 2008 survey. The factors that were consistent between the surveys were:

- a) the teacher absentee level for female teachers is lower than that for male teachers,
- b) the absentee level for permanent/civil servant teachers tends to be lower than that for *guru honoer/kontrak*,
- c) teachers in schools located close to the government education agency have lower absentee levels than schools located far from the government education agency.
- d) the teacher absentee level in schools can be reduced by:
 - (1) the presence of the school principal at the school
 - (2) the quality of the school's facilities (electricity and toilet available, enough classrooms available)
 - (3) a recent inspection of the school and a recent school committee meeting.

Student absentee levels on average reached 10.3%, ranging from the lowest absentee level of 4.1% (Kota Surakarta) to the highest of 26.1% (in Kabupaten Kolaka). The student absentee level is also very much influenced by the development or socioeconomic progress of the region. The student absentee level in urban regions (5.3%) is significantly lower than that in *kabupaten* areas (13.9%). The same is true of the student absentee level in regions located in western Indonesia (5.9%) and in areas within Java (6.0%) being lower than that in central and eastern regions of Indonesia (18.8%) and regions outside Java (13.6%).

Student absentee levels are also influenced by a number of other factors, such as grade level, gender, and teacher absentee level. There is a tendency that the higher the grade the lower the student absentee level. However, if considered per region a different pattern emerges. Female students tend to be more diligent in attending school than male students. The student absentee level for females is 9.7%, slightly lower than that of male students, which is 10.9%. There is also a trend that the higher the teacher absentee level in a region, the higher the student absentee level.

The mathematics and Indonesian test scores indicate good results. The majority of students were able to answer over 50% of questions correctly. However, as with the 2003 survey, there were students who were not able to write or count. More students in grade four were already able to count than those that were able to write. Approximately 3.4% of students provided incorrect answers for all problems in the Indonesian test, however, only 0.7% of students in the mathematics test gave all incorrect answers. Students giving all incorrect answers occurred most frequently in Kabupaten Lombok Tengah. The socioeconomic condition of a region also clearly made a difference to student performance. Both surveys showed that student test scores in schools located in central and eastern areas of Indonesia were significantly lower compared with student test scores in schools located in western regions of Indonesia. This was also the case with student test scores in schools located in rural/*kabupaten* areas being significantly lower than those in urban areas. The gap between the condition of education in developed areas and under developed areas is increasing.

The teacher and student absentee levels correlate negatively to the mathematics and Indonesian test scores. Other factors, such as a high level of education of the father and mother, if the mother and father can read and write, if the students' parents communicate with the class teacher, if the student is involved in lessons outside of class, if the student lives in the same house as his or her birth mother and father, all have a positive and significant correlation with the mathematics and Indonesian test scores. The correlation between whether the father and/or mother works and the mathematics and Indonesia test results are different. If the father works, there is a positive correlation; however, this is statistically insignificant. In contrast, if the mother works there is a negative correlation and it is statistically significant. Evidently, if the role of educating children is, as it has tended to be, solely dependent on the mother and the father is not involved, there is an impact on the academic achievements of the child if the mother works.

5.2 Recommendations

The following recommendations require urgent attention from policymakers in the education sector:

1. Flexibility is needed for the growth of local or regional initiatives in efforts to contain the teacher absentee level. Implementation of various central government programs must be aligned with local government policies, giving the program the best chance to achieve results. Local policies which have been effective in reducing teacher absentee levels include distributing incentives which are aligned with the remote area allowance policies from the central government, closer monitoring systems through supervisors located at the school, and the creation of a healthy rivalry to become the favorite school in a region.
2. The widening gap between the condition of education in more progressive areas and remote areas must be dealt with. Efforts to deal with this problem will eventually come down to the issue of limited government funds. Thus, one possible solution is through the adjustment of the allocation of School Operational Assistance (BOS) for schools in remote areas.
3. Ensuring availability of teachers in remote areas. Considering that in many regions the remote area allowance distribution program has not yet curbed the teacher absentee level, and the majority of teachers in urban or non-remote areas are generally reluctant to be transferred to remote areas, there needs to be alternative efforts made, through the appointment of *guru honorer/kontrak* who live within a close distance of the school. This effort has to be more carefully monitored by the regional education agency and the school committee.

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APPENDICES

APPENDIX 1

Name, Status, and Location of Sample Schools

Table A1. Kabupaten Lombok Tengah

No.	School Name	Status	Desa	Kecamatan
1.	SDN Tongker	RA	Selong Belanak	Praya Barat
2.	SDN Jabon Barat	RA	Selong Belanak	Praya Barat
3.	SDN Bangket Molo	RA	Mekarsari	Praya Barat
4.	SDN Pepekat	Non-RA	Banyu Urip	Praya Barat
5.	SDN Ketangga	Non-RA	Kateng	Praya Barat
6.	SDN 01 Kateng	Non-RA	Kateng	Praya Barat
7.	SDN Podok Dalam	RA	Montong Ajan	Praya Barat Daya
8.	SDN Torok Aik Belek	RA	Montong Ajan	Praya Barat Daya
9.	SDN 2 Kelanjur	RA	Montong Sapah	Praya Barat Daya
10.	SDN Bangket Molo, replaced with SDN Repok Pidandang	RA	Pemepek	Pringgarata
11.	SDN 1 Kelanjur	RA	Montong Sapah	Praya Barat Daya
12.	SDN Beberik	Non-RA	Serage	Praya Barat Daya
13.	SDN 01 Batu Jangkih	Non-RA	Batu Jangkih	Praya Barat Daya
14.	SDN 02 Darek	Non-RA	Darek	Praya Barat Daya
15.	SDN 03 Sengkerang/Telok	Non-RA	Sengkerang	Praya Timur
16.	SDN Bebile	Non-RA	Ganti	Praya Timur
17.	SDN Aik Berik	Non-RA	Aik Berik	Batukliang Utara
18.	SDN Tanak Bengan	Non-RA	Tanak Beak	Batukliang Utara
Total		8 RA 10 Non-RA	14 villages	5 kecamatan

Table A2. Kabupaten Sukabumi

No.	School Name	Status	Desa	Kecamatan
1.	SDN Sukahayu	RA	Cikukang	Purabaya
2.	SDN Neglaasih	RA	Neglasari	Purabaya
3.	SDN Nangewer	RA	Margaluyu	Purabaya
4.	SDN Puspadaya	RA	Margaluyu	Purabaya
5.	SDN Nangerang	Non-RA	Cikukang	Purabaya
6.	SDN Cisit 2	Non-RA	Citamiang	Purabaya
7.	SDN Selakopi	Non-RA	Cimerang	Purabaya
8.	SDN Cihangasa 2	RA	Sirnarasa	Cikakak
9.	SDN Cirendang 2	RA	Cileungsing	Cikakak
10.	SDN Cirendang 1	RA	Cileungsing	Cikakak
11.	SDN Cihangasa 1	RA	Sirnarasa	Cikakak
12.	SDN Ciputat	Non-RA	Sukamaju	Cikakak
13.	SDN Gombong	Non-RA	Cimaja	Cikakak
14.	SDN Sukamulya	Non-RA	Margalaksana	Cikakak
15.	SDN Citarik	Non-RA	Citarik	Palabuhanratu
16.	SDN Sriwijaya	Non-RA	Citepus	Palabuhanratu
17.	SDN Sentral	Non-RA	Ubrug	Warungkiara
18.	SDN Warungkiara 2	Non-RA	Warungkiara	Warungkiara
Total		8 RA 10 Non-RA	14 villages	4 kecamatan

Tabel A3. Kabupaten Kolaka

No.	School Name	Status	Desa	Kecamatan
1.	SDN 2 Ahilulu	RA	Ahilulu	Uluwoi
2.	SDN 1 Likuwalanapo	RA	Likuwalanapo	Uluwoi
3.	SDN 1 Tongauna	Non-RA	Uete	Uluwoi
4.	SDN 1 Sanggona	Non-RA	Sanggona	Uluwoi
5.	SDN 1 Alaaha	RA	Ueesi	Uluwoi
6.	SDN 2 Mataosu	RA	Mataosu	Watubangga
7.	SDN 1 Mataosu	RA	Mataosu	Watubangga
8.	SDN 3 Wolulu	Non-RA	Pondowae	Watubangga
9.	SDN 3 Peoho	Non-RA	Peoho	Watubangga
10.	SDN 3 Bou	RA	Bou	Lambadia
11.	SDN 2 Aere	RA	Aere	Lambadia
12.	SDN 1 Atolanu	RA → Non-RA	Lerejaya	Lambadia
13.	SDN 1 Wonuambuteo	Non-RA	Pomburea	Lambandia
14.	SDN 2 Mokupa	Non-RA	Mokupa	Lambandia
15.	SDN 2 Woimenda, replaced with SDN 1 Woimendaa	Non-RA	Woimendaa	Wolo
16.	SDN 1 Lasiroku	Non-RA	Lasiroku	Wolo
17.	SDN 2 19 Nopember	Non-RA	19 Nopember	Wundulako
18.	SDN 1 Towua	Non-RA	Towua	Wundulako
	Total	7 RA 11 Non-RA	17 villages	5 kecamatan

Table A4. Kabupaten Lahat (including Kabupaten Empat Lawang)

No.	School Name	Status	Desa	Kecamatan
1.	SDN 28 Pendopo	RA	Talang Rebu	Pendopo
2.	SDN 25 Kungkilan/Pendopo	Non-RA	Kungkilan	Pendopo
3.	SDN 14 Muara Pinang	RA	Sawah	Pulau Pinang
4.	SDN 10 Muara Pinang	Non-RA	Talang Benteng	Muara Benteng
5.	SDN 15 Pasmah Air Keruh	RA	Air Belondo	Pasmah Air Keruh
6.	SDN 10 Kikim Selatan	RA	Beringin Janggut	Kikim Selatan
7.	SDN Kikim Selatan 05	Non-RA	Kebon Agung	Kikim Selatan
8.	SDN 25 Ulumusi	RA	Talang Bengkulu	Ulumusi
9.	SDN 16 Ulumusi	RA	Tangga Rasa	Ulumusi
10.	SDN 08 Ulumusi	Non-RA	Karang Anyar	Ulumusi
11.	SDN 23 Ulumusi	Non-RA	Muara Kalangan	Ulumusi
12.	SDN 18 Lintang Kanan	RA	Peraduan Ijuk	Lintang Kanan
13.	SDN 09 Tj. Sakti PUMI	RA	Pulau Timun	Tanjung Sakti Pumi
14.	SDN 020 Tanjung Sakti SDN Tanjung Sakti PUMU 08	Non-RA	Genting	Tanjung Sakti Pumu
15.	SDN 3 Jarai	Non-RA	Jarai	Jarai
16.	SDN 21 Jarai	Non-RA	Bandu Agung	Jarai
17.	SDN 7 Talang Padang	Non-RA	Padang Titiran	Talang Padang
18.	SDN 3 Talang Padang	Non-RA	Lampar Baru	Talang Padang
	Total	8 RA 10 Non-RA	18 villages	11 kecamatan

Note: The shaded villages/*kecamatan* are those which are part of Kabupaten Lahat (6 schools), the others are part of Kabupaten Empat Lawang (12 schools).

Table A5. Kabupaten Nunukan

No.	School Name	Status	Kelurahan/Desa	Kecamatan
1.	SDN 017	RA	Nunukan Utara	Nunukan
2.	SDN 003	RA	Nunukan Barat	Nunukan
3.	SDN 004	RA	Nunukan Timur	Nunukan
4.	SDN 005	RA	Nunukan Utara	Nunukan
5.	SDN 016 Nunukan	Non-RA	Nunukan Tengah	Nunukan
6.	SDN 007 Nunukan	Non-RA	Nunukan Timur	Nunukan
7.	SDN 010 Nunukan	Non-RA	Nunukan Tengah	Nunukan
8.	SDN 014 Nunukan	Non-RA	Nunukan Barat	Nunukan
9.	SDN 018 Nunukan	Non-RA	Tabur Lestari	Nunukan
10.	SDN 015	RA	Pelaju	Sembakung
11.	SDN 009	RA	Lubok Buat	Sembakung
12.	SDN 006	RA	Atap	Sembakung
13.	SDN 001	RA	Atap	Sembakung
14.	SDN 016 Sembakung	Non-RA	Tulang Sembuluan	Sembakung
15.	SDN 010 Sembakung	Non-RA	Pulau Keras	Sembakung
16.	SDN 007 Sembakung	Non-RA	Pagar	Sembakung
17.	SDN 002 Sembakung	Non-RA	Tagul	Sembakung
18.	SDN 011 Sembakung	Non-RA	Tanjung Matol	Sembakung
Total		8 RA 10 Non-RA	13 villages/kelurahan	2 kecamatan

Tabel A6. Kota Pekanbaru

No.	School Name	Address	Kelurahan	Kecamatan
1.	SDN 028	Jl. Surian 36	Sidomulyo Timur	Marpoyan Damai
2.	SDN 004	Jl. Surian 36	Sidomulyo Timur	Marpoyan Damai
3.	SDN 020	Jl. Pemuda, Gg Aman	Tampan	Payung Sekaki
4.	SDN 011	-	Tampan	Payung Sekaki
5.	SDN 016	Jl. Pinang	Tengkareng Tengah	Marpoyan Damai
6.	SDN 031	Jl. Wonosari	Tengkareng Tengah	Marpoyan Damai
7.	SDN 043	Jl. Sialang Bungkok 22	Sail	Tenayan Raya
8.	SDN 032	Jl. Segar	Rejosari	Tenayan Raya
9.	SDN 002	Jl. Rokan	Tanjung Rhu	Lima Puluh
10.	SDN 016	Jl. Kuantan	Sekip	Lima Puluh
11.	SDN 001	Jl. Cik di Tiro	Tanah Datar	Pekanbaru Kota
12.	SDN 016	Jl. Cik di Tiro	Tanah Datar	Pekanbaru Kota
13.	SDN 013	Jl. Taskurun	Wonorejo	Marpoyan Damai
14.	SDN 006	Jl. Cempedak	Wonorejo	Marpoyan Damai
15.	SDN 028	Jl. Nenas 63	Padang Terubuk	Senapelan
16.	SDN 005	Jl. Cempaka	Padang Bulan	Senapelan
Total		16 Non-RA	11 kelurahan	6 kecamatan

Note: All areas in this kabupaten are non-RA areas.

Table A7. Kota Bandung

No.	School Name	Address	Kelurahan	Kecamatan
1.	SDN Cicadas 8	Jl. Asep Berlian 33	Cicadas	Cibeunying Kidul
2.	SDN Cicadas 21	Jl. Asep Berlian 33	Cicadas	Cibeunying Kidul
3.	SDN Awi Gombong 2	Jl. Asep Berlian 33	Cicadas	Cibeunying Kidul
4.	SDN Awi Gombong 1	Jl. Asep Berlian 33	Cicadas	Cibeunying Kidul
5.	SDN Cipadung I	Jl. AH Nasution Km 13.5	Cipadung	Cibiru
6.	SDN Pelita I	Jl. Village Cipadung	Cipadung	Cibiru
7.	SDN Ujung Berung 8	Jl. Cigending No.3	Cigending	Ujungberung
8.	SDN Ujung Berung 1	Jl. Cigending No.3	Cigending	Ujungberung
9.	SDN Pabaki 9	Jl. Pabaki No.33	Panjunan	Astana Anyar
10.	SDN Pabaki 5	Jl. Pabaki No.33	Panjunan	Astana Anyar
11.	SDN Gempolsari (replaced SDS Cipaera)	Komp Bumi Asri Blok E 40	Gempolsari	Bandung Kulon
12.	SDN Cijerah 5	Jl. Cijerah Barat No. 4	Cijerah	Bandung Kulon
13.	SDN Cijerah 1	Jl. Cijerah 122	Cijerah	Bandung Kulon
14.	SDN Tunas Harapan 2	Jl. Cijerah 116	Cijerah	Bandung Kulon
15.	SDN Karang Taruna 1	Jl. Halten Utara 149	Dunguscariang	Andir
16.	SDN Karang Mulya 2	Jl. Rajawali Sakti No. 226	Dunguscariang	Andir
Total		16 Non-RA	7 kelurahan	6 kecamatan

Tabel A8. Kota Surakarta

No.	School Name	Address	Kelurahan	Kecamatan
1.	SDN Mangkubumen Wetan No.63	Jl. Mawar No. 1 Surakarta	Mangkubumen	Banjarsari
2.	SDN Yosodipuro	Jl. Yosodipuro No. 82	Mangkubumen	Banjarsari
3.	SD Inpres No.88 Gondang, replaced with SDN Nusukan No. 44	Jl. Dr. Setia Budi No. 120	Manahan	Banjarsari
4.	SDN Mungging 2 No. 155	Gumunggung RT 03 RW 2	Gilingan	Banjarsari
5.	SDN No. 77 Nayu	Jl. Gunung Kelud Gambirejo RT 8/1	Kadipiro	Banjarsari
6.	SDN Kadipiro No. 144	Jl. Sumpah Pemuda No. 27	Kadipiro	Banjarsari
7.	SD Inpres No.1 Petoran 154, replaced with SDN Petoran 154	Jl. Asem Kembar RT 01/VIII	Jebres	Jebres
8.	SDN Tugu 120	Jl. Halilintar 3	Jebres	Jebres
9.	SD Inpres Krajan	Jl. Brigjen Katamso RT 02 RW 03	Mojosongo	Jebres
10.	SDN Debegan	Jl. Brigjen Katamso RT 02 RW 03	Mojosongo	Jebres
11.	SDN Mangkubumen Kidul	Jl. Dr. Muwardi No. 52	Penumping	Laweyan
12.	SDN Bumi I No. 67	Jl. Kebangkitan Nasional No. 102	Penumping	Laweyan
13.	SDN Premulung No. 94	Jl. Madu Broto No. 13	Sondakan	Laweyan
14.	SDN Kabangan No. 55	Mutih RT 01 RW 2	Sondakan	Laweyan
15.	SD Inpres No.153 Losari	Jl. Semanggi RT 04 RW 2	Semanggi	Pasar Kliwon
16.	SDN Mojo I No. 165	Jl. Kyai Mojo RT 03 RW VI	Semanggi	Pasar Kliwon
Total		16 Non-RA	9 kelurahan	4 kecamatan

Tabel A9. Kabupaten Tuban

No.	School Name	Address	Desa/Kelurahan	Kecamatan
1.	SDN Genaharjo II	RT 02 RW 07	Genaharjo	Semanding
2.	SDN Genaharjo I	-	Genaharjo	Semanding
3.	SDN Gedongombo III	Gedongombo	Kel. Gedongombo	Semanding
4.	SDN Gedongombo I	Jl. Hayam Wuruk No. 10	Kel. Gedongombo	Semanding
5.	SDN Kutorejo I	Jl Veteran No. 12	Kutorejo	Tuban
6.	SDN Kutorejo III	Jl. KH Mustain No. 20	Kutorejo	Tuban
7.	SDN Manjung	Jl Tembus Montong Parengan	Manjung	Montong
8.	SDN Tanggul Angin 01	Dusun Krajan	Tunggul Angin	Montong
9.	SDN Jenu	Jl. Calang	Jenu	Jenu
10.	SDN Jenggolo	Jl. Raya Jenu Merakurak No. 80	Jenggolo	Jenu
11.	SDN Dagangan I	RT 02 RW 01	Dagangan	Parengan
12.	SDN Dagangan II	-	Dagangan	Parengan
13.	SDN Widang II	Jl. Raya Widang Barat No. 181	Widang	Widang
14.	SDN Widang 03	Jl. Raya 01	Widang	Widang
15.	SDN Mentoro II	Jl. Pringgodani	Mentoro	Soko
16.	SDN Mentoro I	-	Mentoro	Soko
	Total	16 Non-RA	10 villages/kelurahan	7 kecamatan

Tabel A10. Kabupaten Gowa

No.	School Name	Address	Desa	Kecamatan
1.	SDN No. V Sungguminasa	Jl. Usman Salengke	Sungguminasa	Somba Opu
2.	SDN No. IV Sungguminasa	Jl. Wahidin Sudirohusodo 2	Bonto Bontoa	Somba Opu
3.	SD Inpres I Bontobontoa, replaced with SDN Bontobontoa	-	Bonto Bontoa	Somba Opu
4.	SD Inpres Bertingkat	Jl. Andi Tonro No. 5	Bonto Bontoa	Somba Opu
5.	SDN No. IV Bontobontoa, replaced with SDN Inpres Ciniayo	-	Pannyangkalang	Bajeng
6.	SDN Pannyangkalang	-	Pannyangkalang	Bajeng
7.	SDN Lauwa	Jl. Pangawarang	Lauwa	Biring Bulu
8.	SDN Inpres Ciniayo	-	Ciniayo	Biring Bulu
9.	SDN No. 1 Barembeng	Jl. Muhammadiyah	Kalle Barembeng	Bontonompo
10.	SDN No. 2 Barembeng	-	Barembeng	Bontonompo
11.	SDN Tanabangka	Jl. Pendidikan	Tanabangka	Bajeng Barat
12.	SDN Inpres Kampung Parang	-	Tanabangka	Bajeng Barat
13.	SDN Inpres Bocci	-	Balassuka	Tombolo Pao
14.	SDN Inpres Mapung	-	Tabbingjai	Tombolo Pao
15.	SDN Sapaya	Jl Poros Sapaya	Bontomanai	Bungaya
16.	SDN Inpres Sarroangin	-	Bontomanai	Bungaya
	Total	16 Non-RA	11 villages	7 kecamatan

APPENDIX 2

Percentage of Sample Schools according to Distance and Travel Time from the School to the Closest Public Service Facilities

Table A11. To an Asphalted Road

Sample Kabupaten/Kota	Sample School Status	Number of Sample Schools	Distance Range					Travel Time Range (Minutes)			
			Less than 100 m	Between 100 m–1 km	Between 1–5 km	Between 5–25 km	Over 25 km	Less than 5	Between 5–30	Between 30–60	Over 60
Remote Area Allowance Recipients											
Kabupaten Lahat	RA Schools	8	0.0	12.5	25.0	62.5	0.0	0.0	50.0	25.0	25.0
	Non-RA Schools	10	80.0	0.0	10.0	10.0	0.0	0.0	70.0	30.0	0.0
Kabupaten Sukabumi	RA Schools	8	0.0	0.0	25.0	75.0	0.0	0.0	25.0	50.0	25.0
	Non-RA Schools	10	30.0	20.0	20.0	20.0	10.0	40.0	50.0	0.0	10.0
Kabupaten Lombok Tengah	RA Schools	8	62.5	0.0	12.5	25.0	0.0	62.5	12.5	12.5	12.5
	Non-RA Schools	10	70.0	10.0	10.0	10.0	0.0	80.0	10.0	10.0	0.0
Kabupaten Kolaka	RA Schools	7	0.0	0.0	0.0	0.0	100.0	0.0	0.0	0.0	100.0
	Non-RA Schools	11	9.1	27.3	9.1	18.2	36.4	27.3	36.4	0.0	36.4
Kabupaten Nunukan	RA Schools	8	75.0	0.0	0.0	12.5	12.5	75.0	0.0	12.5	12.5
	Non-RA Schools	10	40.0	0.0	10.0	20.0	30.0	40.0	20.0	0.0	40.0
<i>Subtotal</i>	RA Schools	39	28.2	2.6	12.8	35.9	20.5	28.2	17.9	20.5	33.3
	Non-RA Schools	51	45.1	11.8	11.8	15.7	15.7	37.3	37.3	7.8	17.6
	All Sample Schools	90	37.8	7.8	12.2	24.4	17.8	33.3	28.9	13.3	24.4
Non-Remote Area Allowance Recipients											
Kota Pekanbaru	Non-RA Schools	16	93.8	6.3	0.0	0.0	0.0	93.8	6.3	0.0	0.0
Kota Bandung	Non-RA Schools	16	75.0	25.0	0.0	0.0	0.0	81.3	18.8	0.0	0.0
Kota Surakarta	Non-RA Schools	16	75.0	25.0	0.0	0.0	0.0	87.5	12.5	0.0	0.0
Kabupaten Tuban	Non-RA Schools	16	93.8	6.3	0.0	0.0	0.0	100.0	0.0	0.0	0.0
Kabupaten Gowa	Non-RA Schools	16	75.0	12.5	6.3	6.3	0.0	75.0	18.8	6.3	0.0
<i>Subtotal</i>	Non-RA Schools	80	82.5	15.0	1.3	1.3	0.0	87.5	11.3	1.3	0.0
<i>Total</i>	Non-RA Schools	131	67.9	13.7	5.3	6.9	6.1	67.9	21.4	3.8	6.9
	All Sample Schools	170	58.8	11.2	7.1	13.5	9.4	58.8	20.6	7.6	12.9

Table A12. To Public Bus Stop

Sample <i>Kabupaten/Kota</i>	Sample School Status	Number of Sample Schools	Distance Range					Travel Time Range (Minutes)			
			Less than 1 km	Between 1–5 km	Between 5–25 km	Over 25 km	Unknown	Less than 15	Between 15–60	Over 60	Unknown
Remote Area Allowance Recipients											
Kabupaten Lahat	RA Schools	8	0.0	37.5	62.5	0.0	0.0	12.5	37.5	50.0	0.0
	Non-RA Schools	10	60.0	0.0	40.0	0.0	0.0	60.0	40.0	0.0	0.0
Kabupaten Sukabumi	RA Schools	8	0.0	0.0	62.5	37.5	0.0	0.0	50.0	50.0	0.0
	Non-RA Schools	10	40.0	20.0	30.0	10.0	0.0	50.0	40.0	10.0	0.0
Kabupaten Lombok Tengah	RA Schools	8	0.0	25.0	25.0	12.5	37.5	0.0	37.5	25.0	37.5
	Non-RA Schools	10	40.0	20.0	30.0	0.0	10.0	60.0	30.0	0.0	10.0
Kabupaten Kolaka	RA Schools	7	0.0	0.0	42.9	57.1	0.0	0.0	28.6	71.4	0.0
	Non-RA Schools	11	27.3	9.1	45.5	18.2	0.0	27.3	54.5	18.2	0.0
Kabupaten Nunukan	RA Schools	8	25.0	12.5	0.0	0.0	62.5	37.5	0.0	0.0	62.5
	Non-RA Schools	10	30.0	10.0	10.0	10.0	40.0	30.0	10.0	20.0	40.0
<i>Subtotal</i>	RA Schools	39	5.1	15.4	38.5	20.5	20.5	10.3	30.8	38.5	20.5
	Non-RA Schools	51	39.2	11.8	31.4	7.8	9.8	45.1	35.3	9.8	9.8
	All Sample Schools	90	24.4	13.3	34.4	13.3	14.4	30.0	33.3	22.2	14.4
Non-Remote Area Allowance Recipients											
Kota Pekanbaru	Non-RA Schools	16	87.5	6.3	6.3	0.0	0.0	93.8	6.3	0.0	0.0
Kota Bandung	Non-RA Schools	16	81.3	12.5	6.3	0.0	0.0	81.3	18.8	0.0	0.0
Kota Surakarta	Non-RA Schools	16	75.0	25.0	0.0	0.0	0.0	100.0	0.0	0.0	0.0
Kabupaten Tuban	Non-RA Schools	16	50.0	18.8	31.3	0.0	0.0	68.8	31.3	0.0	0.0
Kabupaten Gowa	Non-RA Schools	16	25.0	37.5	18.8	6.3	12.5	50.0	37.5	0.0	12.5
<i>Subtotal</i>	Non-RA Schools	80	63.8	20.0	12.5	1.3	2.5	78.8	18.8	0.0	2.5
<i>Total</i>	Non-RA Schools	131	54.2	16.8	19.8	3.8	5.3	65.6	25.2	3.8	5.3
	All Sample Schools	170	42.9	16.5	24.1	7.6	8.8	52.9	26.5	11.8	8.8

Table A13. To the Closest Bank Office

Sample Kabupaten/Kota	Sample School Status	Number of Sample Schools	Distance Range				Travel Time Range (Minutes)		
			Less than 1 km	Between 1–5 km	Between 5–25 km	Over 25 km	Less than 15	Between 15–60	Over 60
Remote Area Allowance Recipients									
Kabupaten Lahat	RA Schools	8	0.0	0.0	62.5	37.5	0.0	25.0	75.0
	Non-RA Schools	10	10.0	10.0	70.0	10.0	30.0	50.0	20.0
Kabupaten Sukabumi	RA Schools	8	0.0	0.0	75.0	25.0	0.0	50.0	50.0
	Non-RA Schools	10	0.0	40.0	60.0	0.0	30.0	60.0	10.0
Kabupaten Lombok Tengah	RA Schools	8	0.0	0.0	37.5	62.5	0.0	12.5	87.5
	Non-RA Schools	10	0.0	30.0	70.0	0.0	40.0	60.0	0.0
Kabupaten Kolaka	RA Schools	7	0.0	0.0	28.6	71.4	0.0	28.6	71.4
	Non-RA Schools	11	0.0	9.1	63.6	27.3	0.0	54.5	45.5
Kabupaten Nunukan	RA Schools	8	37.5	12.5	12.5	37.5	50.0	0.0	50.0
	Non-RA Schools	10	10.0	30.0	10.0	50.0	40.0	0.0	60.0
<i>Subtotal</i>	RA Schools	39	7.7	2.6	43.6	46.2	10.3	23.1	66.7
	Non-RA Schools	51	3.9	23.5	54.9	17.6	27.5	45.1	27.5
	All Sample Schools	90	5.6	14.4	50.0	30.0	20.0	35.6	44.4
Non-Remote Area Allowance Recipients									
Kota Pekanbaru	Non-RA Schools	16	43.8	37.5	18.8	0.0	75.0	25.0	0.0
Kota Bandung	Non-RA Schools	16	81.3	18.8	0.0	0.0	87.5	12.5	0.0
Kota Surakarta	Non-RA Schools	16	81.3	18.8	0.0	0.0	93.8	6.3	0.0
Kabupaten Tuban	Non-RA Schools	16	43.8	25.0	31.3	0.0	68.8	31.3	0.0
Kabupaten Gowa	Non-RA Schools	16	18.8	37.5	25.0	18.8	50.0	37.5	12.5
<i>Subtotal</i>	Non-RA Schools	80	53.8	27.5	15.0	3.8	75.0	22.5	2.5
<i>Total</i>	Non-RA Schools	131	34.4	26.0	30.5	9.2	56.5	31.3	12.2
	All Sample Schools	170	28.2	20.6	33.5	17.6	45.9	29.4	24.7

Table A14. To the Closest Post Office

Sample <i>Kabupaten/Kota</i>	Sample School Status	Number of Sample Schools	Distance Range				Travel Time Range (Minutes)		
			Less than 1 km	Between 1–5 km	Between 5–25 km	Over 25 km	Less than 15	Between 15–60	Over 60
Remote Area Allowance Recipients									
Kabupaten Lahat	RA Schools	8	0.0	12.5	75.0	12.5	12.5	25.0	62.5
	Non-RA Schools	10	10.0	10.0	80.0	0.0	30.0	70.0	0.0
Kabupaten Sukabumi	RA Schools	8	0.0	0.0	25.0	75.0	0.0	25.0	75.0
	Non-RA Schools	10	0.0	30.0	70.0	0.0	20.0	70.0	10.0
Kabupaten Lombok Tengah	RA Schools	8	0.0	0.0	50.0	50.0	0.0	12.5	87.5
	Non-RA Schools	10	0.0	30.0	70.0	0.0	40.0	60.0	0.0
Kabupaten Kolaka	RA Schools	7	0.0	0.0	14.3	85.7	0.0	0.0	100.0
	Non-RA Schools	11	0.0	27.3	63.6	0.0	36.4	54.5	0.0
Kabupaten Nunukan	RA Schools	8	50.0	25.0	12.5	12.5	75.0	12.5	12.5
	Non-RA Schools	10	0.0	60.0	10.0	30.0	30.0	20.0	50.0
<i>Subtotal</i>	RA Schools	39	10.3	7.7	35.9	46.2	17.9	15.4	66.7
	Non-RA Schools	51	2.0	31.4	58.8	5.9	31.4	54.9	11.8
	All Sample Schools	90	5.6	21.1	48.9	23.3	25.6	37.8	35.6
Non-Remote Area Allowance Recipients									
Kota Pekanbaru	Non-RA Schools	16	43.8	43.8	12.5	0.0	56.3	37.5	6.3
Kota Bandung	Non-RA Schools	16	62.5	37.5	0.0	0.0	75.0	25.0	0.0
Kota Surakarta	Non-RA Schools	16	56.3	43.8	0.0	0.0	93.8	6.3	0.0
Kabupaten Tuban	Non-RA Schools	16	25.0	25.0	43.8	6.3	37.5	62.5	0.0
Kabupaten Gowa	Non-RA Schools	16	12.5	37.5	18.8	31.3	50.0	31.3	18.8
<i>Subtotal</i>	Non-RA Schools	80	40.0	37.5	15.0	7.5	62.5	32.5	5.0
<i>Total</i>	Non-RA Schools	131	25.2	35.1	32.1	6.9	50.4	41.2	7.6
	All Sample Schools	170	21.8	28.8	32.9	15.9	42.9	35.3	21.2

Table A15. To Kecamatan or Kabupaten/Kota Education Agency

Sample Kabupaten/Kota	Sample School Status	Number of Sample Schools	Distance Range				Travel Time Range (Minutes)		
			Less than 1 km	Between 1–5 km	Between 5–25 km	Over 25 km	Less than 15	Between 15–60	Over 60
Remote Area Allowance Recipients									
Kabupaten Lahat	RA Schools	8	0.0	0.0	75.0	25.0	0.0	25.0	75.0
	Non-RA Schools	10	20.0	30.0	40.0	10.0	40.0	60.0	0.0
Kabupaten Sukabumi	RA Schools	8	0.0	0.0	75.0	25.0	0.0	50.0	50.0
	Non-RA Schools	10	0.0	30.0	70.0	0.0	40.0	40.0	20.0
Kabupaten Lombok Tengah	RA Schools	8	0.0	0.0	87.5	12.5	0.0	25.0	75.0
	Non-RA Schools	10	10.0	20.0	70.0	0.0	40.0	60.0	0.0
Kabupaten Kolaka	RA Schools	7	0.0	0.0	42.9	57.1	0.0	28.6	71.4
	Non-RA Schools	11	9.1	18.2	72.7	0.0	9.1	90.9	0.0
Kabupaten Nunukan	RA Schools	8	12.5	62.5	0.0	25.0	62.5	12.5	25.0
	Non-RA Schools	10	0.0	50.0	10.0	40.0	40.0	10.0	50.0
<i>Subtotal</i>	RA Schools	39	2.6	12.8	56.4	28.2	12.8	28.2	59.0
	Non-RA Schools	51	7.8	29.4	52.9	9.8	33.3	52.9	13.7
	All Sample Schools	90	5.6	22.2	54.4	17.8	24.4	42.2	33.3
Non-Remote Area Allowance Recipients									
Kota Pekanbaru	Non-RA Schools	16	6.3	62.5	31.3	0.0	31.3	68.8	0.0
Kota Bandung	Non-RA Schools	16	43.8	18.8	37.5	0.0	56.3	31.3	12.5
Kota Surakarta	Non-RA Schools	16	18.8	75.0	6.3	0.0	81.3	18.8	0.0
Kabupaten Tuban	Non-RA Schools	16	37.5	12.5	50.0	0.0	68.8	31.3	0.0
Kabupaten Gowa	Non-RA Schools	16	25.0	62.5	12.5	0.0	62.5	37.5	0.0
<i>Subtotal</i>	Non-RA Schools	80	26.3	46.3	27.5	0.0	60.0	37.5	2.5
<i>Total</i>	Non-RA Schools	131	19.1	39.7	37.4	3.8	49.6	43.5	6.9
	All Sample Schools	170	15.3	33.5	41.8	9.4	41.2	40.0	18.8

APPENDIX 3

An Insight into the Accessibility of Sample Schools

1. Locations of Sample Schools in Remote Area Allowance *Kabupaten*

In general, except for in Kabupaten Nunukan, all remote area allowance recipient schools are located in isolated areas, thus, it is appropriate that they receive the allowance. It is generally harder to access remote area allowance schools compared to non-remote area allowance schools. However, the research team found that a number of non-remote area allowance schools were also difficult to access and should be eligible to receive the remote area allowance. This appendix consists of descriptions of the accessibility of each sample school in remote area allowance *kabupaten*.

1.1 Kabupaten Lahat

Before the division of the region in February 2008, all sample schools were located in the western area of Kabupaten Lahat. However, after the division only six sample schools were in Kabupaten Lahat, with the remaining 12 schools becoming part of Kabupaten Empat Lawang. The sample schools are located across 11 *kecamatan*. The four schools in Kecamatan Jarai and Kikim Selatan, both located in Kabupaten Lahat, are accessible from Kota Lahat. The schools in Kabupaten Empat Lawang include two schools which are still considered part of Kabupaten Lahat, one school in Kecamatan Tanjung Sakti PUMU, and one school in Tanjung Sakti PUMI, which were accessed from Kota Pagar Alam as it is closer.¹⁶ The distance from Kota Lahat or Kota Pagar Alam to the sample schools ranges from 50 km to over 150 km and the travel time needed ranges from three to four hours.

The majority of sample schools were accessible by car, although the roads to the schools were narrow, undulating, and in a poor condition with large pot holes in some sections. Fortunately, the weather was hot during the research visit, because during the wet season remote area allowance sample schools SDN 10 Kikim Selatan, SDN 18 Lintang Kanan, SDN 28 Pendopo, and SDN 16 Ulumusi are difficult to access. The roads to these schools become wet and muddy and some sections of the road flood, preventing pedestrians and vehicles from using the road. Some roads to non-remote area allowance schools were in a similar condition, for example, SDN 10 Muara Pinang in Kecamatan Muara Benteng.

Three sample remote area allowance schools, SDN 16 Ulumusi, SDN 28 Pendopo, and SDN 15 Pasmah Air Keruh, can only be accessed using motorcycle or on foot. SDN 16 Ulumusi is only accessible by *ojek* (motorcycle taxi) which must pass through coffee and tea plantations and roads lined with tall, sharp reeds. Traveling from the capital of Kecamatan Ulumusi to the school takes approximately one and a half hours but during the wet season can take up to two and a half hours. The road to access SDN 28 Pendopo is narrow and very steep so it takes about two and a half hours to reach the school. The situation is the same with SDN 15 Pasemah Air Keruh located in Desa Air Belondo, a transmigrant settlement, and can only be accessed by motorcycle or on foot. The research team had difficulties finding *ojek* available for the journey to SDN 15 Pasemah Air Keruh, so they had to walk through the forest and along muddy roads for approximately one and a half hours.

¹⁶The traveling time saved by starting from Kota Pagar Alam is approximately 1.5 hours.

Another problem faced by researchers in accessing sample schools in Kabupaten Lahat was safety. Kecamatan Ulumusi, Kecamatan Pendopo, and Kecamatan Lintang Kanan, aside from having poor quality roads, are also well known as trouble spots where robberies often occur (*bajing loncat*¹⁷).¹⁸ Many teachers complained about this problem, especially as at the time of the visit a teacher from SDN 16 Ulumusi was being treated after being robbed and stabbed in the head on the way to school. Due to these safety problems, a number of teachers from SDN 25 Kungkulan deliberately leave for school after 7 a.m. so that the roads are busier, while the principal of SDN 16 Ulumusi only travels to the school twice a week. SDN 8 Ulumusi, SDN 16 Ulumusi, and SDN 23 Ulumusi have similar safety problems, with principals from these schools unwilling to leave important documents at the school because the schools are often broken into by burglars. Furthermore, relevant government officials are yet to visit schools such as SDN 16 Ulumusi, SDN 18 Lintang Kanan, and SDN 28 Pendopo, so teachers at these schools cannot access the most recent information about education. Thus, the main information source for teachers is the principal who often does not live in the area surrounding the school.

1.2 Kabupaten Sukabumi

Kabupaten Sukabumi is a hilly area, covering the south coast up to the steep hills in the interior. The sample schools in Kecamatan Pelabuhan Ratu and Kecamatan Warung Kiara are relatively easy to access because they are located along the main road from Pelabuhan Ratu to Sukabumi and Jakarta. Conversely, it is quite difficult to access schools in Kecamatan Cikakak and Kecamatan Purabaya, because these schools are in hilly areas and cannot be accessed by four-wheeled vehicles. Kecamatan Cikakak is approximately 25 km from Kota Pelabuhan Ratu, while Kecamatan Purabaya is approximately 100 km from Kota Sukabumi. There are schools receiving the remote area allowance located in these two *kecamatan*. Although the villages are generally situated along a main road, sharp, steep roads ranging from 5 km to 17 km long must be passed to access the schools in these two *kecamatan*. The schools can only be accessed using two-wheeled vehicles or *ojek*. Even when using motorcycles people must be very careful as the road is steep and slippery. During the research visit, this area experienced heavy rain every day. In these two *kecamatan*, it was found that non-remote area allowance schools, such as SDN Gombong in Kecamatan Cikakak, SDN Nangerang, and SDN Cisitu in Kecamatan Purabaya are actually located in isolated areas. The researchers recommend that these schools receive the remote area allowance next year.

1.3 Kabupaten Lombok Tengah

All sample schools in this *kabupaten* are accessible from Praya, the capital of Kabupaten Lombok Tengah, with travel time to the schools ranging from one to three hours. Four of the eight remote area allowance sample schools (SDN Jabon Barat, SDN Pondok Dalam, SDN Repok Pidandang, and SDN 1 Kelanjur) can be accessed by four-wheeled vehicles although the access roads are either asphalt with pot holes or dirt roads. The remaining schools can only be accessed by two-wheeled vehicles or on foot. At the same time, SDN Beberik and SDN Tanak Bengan did not receive the remote area allowance but are located in remote areas which similarly can only be accessed by two-wheeled vehicles or on foot.

¹⁷*Bajing loncat* refers to thieves who jump onto moving trucks traveling along main roads, stealing goods carried by the trucks.

¹⁸To shorten the distance to the sample school, the research team should have stayed in Kecamatan Ulumusi, however, for safety reasons they stayed at Kota Pagar Alam.

Three non-remote area allowance schools in Kecamatan Praya Barat are located 12 km to 15 km from Kota Praya, and two of these schools (SDN 1 Kateng and SDN Ketangga) are located along major roads. While SDN Pepekat is only a few kilometers away from SDN Ketangga, the road to access the school is narrow, bumpy, and full of pot holes. To reach three remote area allowance schools in the same *kecamatan* is relatively difficult because they are located in remote areas. SDN Bangket Molo is located approximately 55 km from Praya, however the 3.5 km road approaching the school is only accessible by motorcycle, while if it is raining the school can only be accessed on foot, by crossing over a small river and a steep, rocky road. Thus, the total time needed to access the school from Praya is about three hours. At the same time, SDN Tongker in Desa Selong Belanak, which takes three hours to reach, is the most isolated remote area allowance school in Kecamatan Praya Barat and is located on the coast. The school is accessible by a hilly road with poor asphalt, and if it is raining the school can only be accessed on foot. The school can also be accessed by motorboat from Kuta. SDN Tongker is 5 km from SDN Torok Aik Belek. The same problem is faced accessing SDN Jabon Barat where seriously damaged, steep, and sheer roads passing through teak forests must be used to get to the school. It takes approximately three hours (using a four-wheeled vehicle) to access the school from Kota Praya.

Seven sample schools are located in Kecamatan Praya Barat Daya, including three non-remote area allowance schools and four remote area allowance schools. Asphalt roads in this *kecamatan* are full of pot holes, and wind through hilly areas. The level of difficulty in accessing the non-remote area allowance schools varies. A rocky, damaged asphalt road passing through a teak forest must be passed to reach SDN 1 Batu Jangkih. Although a four-wheeled vehicle can be used along the road, the driver must proceed slowly and carefully. A section of the road to SDN Beberik in Desa Serage, taking about 20 minutes to pass, can only be accessed using two-wheeled vehicles as the road is damaged and part of the journey involves crossing a fragile wooden bridge connecting two villages. The road is also steep and climbing. The journey to SDN Beberik takes approximately three hours from Praya. Accessing the final non-remote area allowance school, SDN 2 Darek is relatively easy because it is located on a main road in a central area, close to the market and only 10 km from Praya.

The level of difficulty in accessing the four remote area allowance sample schools in Kecamatan Praya Barat Daya also varies for each school. The schools are on average 40 km from Praya, but because the access roads are poor, it can take up to three hours to reach the schools. SDN Pondok Dalam is located on the boundary with Kabupaten Lombok Barat but can still be accessed by four-wheeled vehicles. SDN 1 Kelanjur is also relatively easy to access by car. SDN 2 Kelanjur is located in Desa Montong Sapah, which is the production center of clay roof tiles. For the last two years, this school has only been accessible by car, and the road is still a steep dirt road with the school itself accessible only by foot. The most isolated remote area allowance school in Praya Barat Daya is SDN Torok Aik Belek in Desa Montong Ajan. This school is located on the coast, and steep hill areas must be passed to get to the school. The road to the school is muddy and slippery, meaning cars cannot use the road, thus, the research team had to walk some distance, up and down hills to reach the school.

To reach another remote area allowance school, SDN Repok Pidandang, in Desa Pemepok, Kecamatan Pringgarata, the researchers had to pass through small forests using rocky roads which were slippery when wet. The school is accessible by four-wheeled vehicles although they must drive slowly and carefully. The school is closer when accessed from Kota Mataram, the journey taking only two hours.

Four other non-remote area allowance sample schools are located in Kecamatan Praya Timur (SDN 03 Sengkerang/Telok and SDN Bebile) and in Batukliang Utara (SDN Aik Berik and SDN Tanak Bengan). SDN Bebile is located on the boundary between Kabupaten Lombok Tengah and Lombok Timur, in Desa Ganti, on the main road joining the two *kabupaten*, and only 20 km from Praya. SDN Telok is located 100 m along a rocky road from the main road in the province, in Desa Sengkerang, Kecamatan Batukliang Utara and it is closer to Kota Mataram, taking two hours to get there. SDN Aik Berik is also located on the main road in the province. SDN Tanak Bengan is 15 minutes from the main road and can only be accessed by two-wheeled vehicles, because a river must be crossed and there is a steep climb.

Based on the location and condition of access roads, SDN Beberik in Kecamatan Praya Barat Daya and SDN Tanak Bengan in Kecamatan Batukliang Utara should receive the remote area allowance.

1.4 Kabupaten Kolaka

The majority of sample schools in Kabupaten Kolaka are more difficult, dangerous, and tiring to access than schools in other *kabupaten*. In order to arrive at the schools during teaching hours, most schools had to be accessed from the *kecamatan* capital city or from the villages where the schools are located. Only four non-remote area allowance schools in Kecamatan Wundulako (SDN 1 Towua and SDN 2 19 Nopember) and Kecamatan Wolo (SDN 1 Woimendaa and SDN 1 Lasiroku) could be accessed by car from Kota Kolaka. The two sample schools in Kecamatan Wundulako are less than 30 minutes from Kota Kolaka, while the schools in Kecamatan Wolo are 72 km from Kota Kolaka and take approximately two hours to reach. To access the other sample schools in Kecamatan Uluiwoi, Kecamatan Watubangga, and Kecamatan Lambandia, the research team had to stay in the capital cities of these *kecamatan* or in the villages where the schools were located.

The road to Kecamatan Uluiwoi is known for being dangerous and very difficult to cross, so not all cars can access the *kecamatan*. The vehicle used must be suited to the road conditions and the driver must know the road. Because of this, the research team had difficulties finding a vehicle which could be rented to get to Uluiwoi. Moreover, it was the rainy season and there was a fuel shortage. A large section of the road approaching Uluiwoi is still dirt and is in a poor condition with many sharp bends, steep climbs, and sudden drops in the road. To access the school a river and forest area must be passed. During the wet season, the road turns into mud and is slippery. The car the researchers were traveling in often got stuck in deep mud which stretched the length of the road, meaning the research team had to push the car out of the mud. Before reaching the *kecamatan* capital city, the research team was forced to stay over night in one of the local people's houses in a village midway through the journey because the road was blocked by a truck transporting rattan which was stuck in the road.

Considering the distance needed to access Uluiwoi and the difficulties faced in traveling to the schools in the area, all teachers in the *kecamatan* should receive the remote area allowance. However, from five sample schools only three receive the allowance. The two non-remote area allowance schools are SDN 1 Sanggona and SDN 1 Tongauna which are located closer to the *kecamatan* capital city, although the condition of the road to access the schools from Kolaka is very bad. The road condition to three remote area allowance schools is even worse. For example, access to SDN 1 Likuwalanapo is only possible using a motorcycle from Desa Alahaa, passing through the forest, narrow paths, and residents' plantations as well as crossing over four rivers. This school is located approximately 40 km or four hours from Desa Alahaa.

The researchers stayed in the village the school was located in, which is the furthest village from Desa Alahaa still accessible by four-wheeled vehicles.

From four sample schools in Kecamatan Watubangga, only two schools receive the remote area allowance: SDN 1 Mataosu and SDN 2 Mataosu, located in Desa Mataosu. Desa Mataosu is located far inland, more than 120 km from Kota Kolaka. This village is surrounded by extensive palm oil plantations and there are no clear road signs for how to reach the village. If not for the guidance of local people or people who often travel to Mataosu, visitors would certainly get lost in the plantations. The research team experienced this first hand as they got lost in the plantations until they finally found their way out and sought a guide to tell them how to get to Mataosu.

To reach Desa Mataosu, the research team first passed along the relatively good quality main *kabupaten* road, and then passed along a poor quality dirt road full of potholes and mud holes. The car the research team traveled in had difficulty passing this road so the journey took much longer than expected as the driver had to be extra careful so the car wouldn't fall into a hole or be bogged in the mud. After arriving in Mataosu, it was discovered that SDN 2 Mataosu is the furthest school from the center of the village and most difficult to reach. It is difficult for a motorcycle, let alone a four-wheeled vehicle, to travel along this road as the road is slippery and it is very dangerous. The journey from Desa Mataosu to SDN Mataosu 2 takes approximately one hour on motorcycle, or over two hours on foot, traveling up and down hills, passing through a forest and crossing a river. The research team decided to walk to reach SDN Mataosu 2.

When returning from the school using *ojek*, the research team still had difficulties traveling along the road, numerous times slipping and falling from the motorcycle because the road was so slippery. Access to the two other sample schools in the area, which do not receive the remote area allowance, is not as difficult as that with the schools in Mataosu. However, it is still relatively difficult as the roads approaching the school are dirt roads and at the time of the research visit it was the wet season so the driver had to be very careful. To reach the school, the research team still had to walk a few hundred meters because the road to the school could not be accessed by car.

From five sample schools in Kecamatan Lambandia, two sample schools were easy to access from the *kecamatan* capital city. These schools are non-remote area allowance schools SDN 2 Wanuambuteo and SDN 2 Mokupa, which are located on main roads. SDN 1 Atolanu, a non-remote area allowance school which was originally thought to be a remote area allowance school, had to be accessed using *ojek* because the access road cannot be passed using four-wheeled vehicles. To access the other two schools, which do receive the remote area allowance, was also difficult. The road to SDN 3 Bou is a dirt road and includes a number of wooden bridges passing over small rivers, however, the road has been hardened so cars can pass over it. It takes approximately one and a half hours to access SDN 2 Aere from the capital city of Kecamatan Lambadia using the main road between *kecamatan*, which is in a good condition. Although the distance between the main road and the school is not too far, the condition of the dirt road used to access the school, which is in poor condition and has many pot holes, means that it is difficult for cars to use the road. Despite this, the condition is better than that in other sample schools in villages such as Likuiwalanapo, Ahilulu, Alaaha (Kecamatan Uluiwoi), or Desa Mataosu in Kecamatan Watubangga.

1.5 Kabupaten Nunukan

The sample schools in Kabupaten Nunukan are only located in two *kecamatan*: Kecamatan Nunukan which includes Kota Nunukan, the capital city of Kabupaten Nunukan, which is on Pulau Nunukan, located at the eastern tip of Kalimantan; and Kecamatan Sembakung, which is in eastern Kalimantan and shares a border with Kabupaten Bulungan. The level of difficulty in accessing these sample schools varies greatly.

Eight of the nine sample schools in Kecamatan Nunukan, including four schools categorized as remote area allowance schools and four non-remote area allowance schools, are located in the centre of Kota Nunukan and can be easily accessed by public transport or motorcycles.¹⁹ In fact, two of the sample schools were located not far from where the research team was staying and could be accessed by foot. The travel time needed to access these eight schools was on average 15 minutes. The school within the *kecamatan* which was relatively difficult to access was SDN 18 Nunukan because it is located outside Pulau Nunukan, on the eastern tip of Kalimantan. This school is located in Desa Tabur Lestari on the edge of Simenggaris River, which is a transmigrant settlement and has become the location of a palm oil plantation owned by PT Nunukan Jaya Lestari. SDN 18 Nunukan can only be accessed by a speed boat from Dermaga Nunukan at the mouth of Simenggaris River, which takes approximately one and a half hours. However, this school is not categorized as a remote area allowance school. This school also has a distance class which is 10 km from the main school campus in Desa Srinanti, which can be accessed by *ojek* passing over dirt roads through the palm oil plantation.²⁰

To reach the nine schools in Kecamatan Sembakung, including four schools categorized as remote area allowance schools and five non-remote area allowance schools, the research team had to first go to Pembeliangan, the capital city of Kecamatan Sebuku, using a speed boat along Sebuku River. The travel time from Dermaga Nunukan to Pembeliangan is approximately two hours and fifteen minutes. From Pembeliangan the journey was continued using a car to Mansalong, the capital city of Kecamatan Lumbis, which took approximately two hours. The road from Pembeliangan to Mansalong is quite good, with a car being able to pass over the road quite easily although large sections of the road are no longer made of asphalt. The road is surrounded by damaged forest with some sections used for industrial forest plantations (*hutan tanaman industri*). Mansalong is located directly on the border with the western most area of Kecamatan Sembakung on the edge of Sembakung River. All sample schools in Kecamatan Sembakung were easier to access using the river because they are all located along Sembakung River. At the time of the visit, the roads connecting villages to each other and to the *kecamatan* capital city were incomplete dirt roads which were difficult to use, especially during the wet season.

The research team stayed in Mansalong for two nights while visiting four sample schools located at the very top of Kecamatan Sembakung towards the mouth of Sembakung River. According to their geographical location along the river, the schools are SDN 010 (Desa Pulau Keras), SDN 011 (Desa Tanjung Matol), SDN 016 (Desa Tulang Sembuluan), and SDN 009 (Desa Lubok Buat). After visiting these schools, the research team moved to Desa Atap to visit two sample schools in Desa Atap (SDN 001 and SDN 006) and also SDN 007 (Desa Pagar), as well as two sample schools down stream, SDN 002 (Desa Tagul) and SDN 015 (Desa Pelaju). These schools are very

¹⁹Some sample schools in Kecamatan Nunukan (SDN 017, SDN 005, and SDN 016) had to use other schools' premises while they were waiting for the renovations of their school buildings to be finished.

²⁰During this school year (since October 2007) this distance class officially became SDN 023 Nunukan, however, administratively and financially the school was still part of SDN 018 Nunukan, and both schools were under the same principal. There were six teachers at SDN 023 and they were all *guru honorer*.

susceptible to floods from the rivers overflowing. In one year, floods up to 0.5–1 m high caused by rain and the river overflowing can occur two or three times. All these schools should actually receive the remote area allowance, if taking into account the school's location, as they are all located along river banks and are difficult to access using roads.

To return to Kota Nunukan from Desa Atap, the research team used a car to Pembeliangan. Some sections of the road were damaged and had mud holes that were difficult to pass through using the car. The research team was forced to change cars because the first car became bogged in a mud hole. The travel time needed from Desa Atap to Pembeliangan was approximately one and a half hours. From Pembeliangan, the research team used a speed boat to return to Kota Nunukan.

2. Locations of Sample Schools in Non-Remote Area Allowance *Kabupaten/Kota*

In the three sample *kota* of Kota Pekanbaru, Kota Bandung, and Kota Surakarta, all sample schools are relatively easy to access using four-wheeled or two-wheeled vehicles. The majority of the schools are located in the city center and the biggest problem faced accessing these schools is frequent traffic jams. Some of the sample schools are located in outlying areas or in regions which border other *kabupaten/kota*, however, they can still be accessed in less than 30 minutes if there are no traffic jams.

In Kota Bandung, SDN Gempolsari is the furthest school from the center of the city, located in Kecamatan Bandung Kulon, which is directly on the border with Kota Cimahi. There are also two sample schools in the eastern part of Kota Bandung, not far from the border with Kabupaten Bandung; SDN Cipadung I and SDN Pelita I located in Desa Cipadung Kecamatan Cibiru.

In Kota Surakarta there are three sample schools located in outlying areas. Because they are located outside the center of the city, the schools are not the most popular in the area. The three schools are SD Inpres Krajan (Kelurahan Mojosongo, Kecamatan Jebres), SDN Kabangan No. 55 (Kelurahan Sondakan, Kecamatan Laweyan), and SD Inpres No. 153 Losari (Kelurahan Semanggi, Kecamatan Pasar Kliwon). The students at these schools are generally not from well-off families, but come from the middle to lower classes. Their parents generally work as laborers or *becak* (pedicab) drivers. Although located in the center of the city, the environment around SDN Mungging 2 No. 155 is not conducive to studying because it is close to a brothel, flood plains for the river, and also a terminal.

In Kota Pekanbaru there are also a number of sample schools located in outlying areas. These schools are SDN 020 in Kelurahan Tampan, SDN 002 in Kelurahan Tanjung Rhu, and SDN 028 in Kelurahan Padang Terubuk. However, all these schools can be easily accessed as roads to the schools are in good condition. Approaching the time of the visit, the research team was informed that Kota Pekanbaru had been affected by a flood; however, none of the sample schools were affected. Only SDN 020 in Kelurahan Tampan had ever experienced flooding in its grounds, and in that case the classrooms were not affected. A large number of schools in different *kecamatan* did experience flooding, mostly in Kecamatan Rokan where the water level during a flood has reached two meters above ground level.

Being located in a big city does not necessarily mean the sample schools are the most popular schools for students from wealthy families. For example, SDN 002 on Jalan Rokan, Kelurahan Tanjung Rhu and SDN 016 on Jalan Cik Di Tiro, Kelurahan Tanah Datar are not located too

far from the center of the city but the majority of students come from underprivileged families who generally work as laborers, street vendor sellers, and fishers in the river.

2.1 Kabupaten Tuban

In Kabupaten Tuban, almost all sample schools are easily accessible using a car because they are located relatively close to main roads and some are located close to the center of the city. Despite this, a number of schools are located within village areas and there is not yet any public transport that services these areas; however, the main roads are generally asphalt, making it easier to go to and from these schools.

From 16 sample schools in this *kabupaten*, there are two schools which are relatively isolated; SDN Dagangan 1 and SDN Dagangan 2. These schools are located in mountain and forest areas in Desa Dagangan, Kecamatan Parengan. It is relatively easy to access SDN Dagangan 1 compared to SDN Dagangan 2 because the road to this school is asphalt, although it is narrow. Whereas, to get to SDN Dagangan 2, after one hour traveling from the center of Kota Tuban passing a smooth asphalt road, the final half hour of the journey passes over a rocky, corrugated road. This road was actually asphalted two years ago, but has fallen into disrepair to the point it is difficult for any transport to pass through. Despite this, this road has made access to SDN Dagangan 2 easier because previously the road was in an even worse condition and even motorcycles could not pass over it.²¹

Kecamatan Widang, which frequently experiences floods, had been flooded two days before the survey by the research team was conducted. According to the head of the local education agency for Kecamatan Widang, the flood affected 21 of the 28 schools in Widang, causing problems with the schools' teaching-learning process as the schools were forced to close temporarily. SDN Widang II, for example, had been flooded three times since the beginning of 2008, from 31 December 2007 until 7 January 2008, during February 2008, and from 25 until 30 March 2008.

2.2 Kabupaten Gowa

The majority of sample schools in Kabupaten Gowa are difficult to access. From 16 sample schools, only four schools are easy to access because they are located in the center of Kota Sungguminasa and Desa Bonto Bontoa in Kecamatan Somba Opu, that is: SDN V Sungguminasa, SD Inpres Bertingkat, SDN Bontobontoa, and SDN IV Sungguminasa. The other sample schools are located between 37 km and 125 km from the center of Kota Sungguminasa with an average of one to four hours travel time needed to reach each school. The level of difficulty in reaching these schools is different for each *kecamatan*/village.

The sample schools located in Kecamatan Bajeng (SDN Pannyangkalang and SDN Inpres Ciniayo), Kecamatan Bajeng Barat (SDN Tanabangka and SDN Inpres Kampung Parang), and Kecamatan Bontonompo (SDN Barembeng I and SDN Barembeng II) can all generally be accessed by car from Kota Sungguminasa, although the schools are located off the main road. The distance from the center of the city to the schools ranges from 37 km to 40 km, with a travel time of one to one and a half hours. The schools are accessible by village roads off the main road which range from 2 km to 5 km. Part of the village road has already been asphalted and another section of the road has been hardened.

²¹Based on information provided by the teachers at the school, before the road was asphalted, SDN Dagangan 2 was categorized as a remote school and some of the teachers, especially the civil servant teachers, received a remote teacher subsidy from the central government (before the remote area allowance program began).

SDN Sapaya and SD Inpres Sarroangin are located in Desa Bontomanae, Kecamatan Bungaya. To reach these schools the research team spent a night in Sapaya, the capital city of Kecamatan Bungaya. The distance from Kota Sungguminasa to Sapaya is approximately 45 km with a traveling time of two hours climbing up windy roads. SDN Sapaya, located along a main road, is the easiest school to access in Desa Bontomanae. In contrast, SD Inpres Sarroangin is located quite far from the main road and must be accessed by a small road and a concrete bridge over a big river. This bridge was built only a few years ago; previously, the bridge was made from wood and could not be crossed by cars or motorcycles. The road to the school is still rocky and ascending, thus, cars or motorcycles have to move slowly to avoid the possibility of blowing a tire.

In Kecamatan Tombolo Pao there are two sample schools; SD Inpres Bocci located in Desa Balassuka, and SD Inpres Mapung in Desa Tabbingjai. This *kecamatan* is a new area split from Kecamatan Tinggi Moncong located on the border with Kabupaten Gowa and Sinjai, and is categorized as a remote area in Kabupaten Gowa. To reach the two sample schools mentioned, the research team stayed overnight in Malino, the capital city of Kecamatan Tinggi Moncong, approximately 90 km from Kota Sungguminasa with a journey time of almost three hours. The distance from Malino to SD Inpres Bocci is approximately 40 km with a journey time of one and a half hours; however, cars cannot reach the school. From the main road towards Kabupaten Sinjai, the research team had to walk for 3.5 km along an ascending, rocky road. Because it was raining at the time, the road could also not be accessed by motorcycles. Almost exactly the same situation was found when visiting SD Inpres Mapung in Desa Tabbingjai. At the time of the visit it was raining, thus, cars which could usually reach the edge of the river, 500 m from the school, could not do so because the road was too slippery. From the main road the research team had to walk approximately 1 km, crossing a slippery bamboo bridge. Even in dry conditions, the teachers who ride motorcycles must park their motorcycles on the edge of the river because the bamboo bridge can only be crossed on foot.

SDN Lauwa and SD Inpres Ciniayo in Kecamatan Biring Bulu are the most remote sample schools in Kabupaten Gowa. These two schools can be accessed from three places. The first is the capital city of Kecamatan Tompo Bulu, Malakaji, 125 km from Kota Sungguminasa, along a rocky, ascending dirt road for about 16 km. The second access point is Kabupaten Jeneponto, located 85 km from Kota Sungguminasa, and then passing an ascending rocky road for 7 km. Finally, these schools can be reached from Kabupaten Takalar, 45 km from Sungguminasa, then using a steep, rock-hardened road for 20 km.

The research team used the access road through Malakaji because of the close distance to Sapaya, where they had just completed the survey of Kecamatan Bungaya. From Malakaji the two sample schools could not be reached using a normal car, so the researchers had to use *pete-pete* (public transport vehicles for people and goods) with drivers who were used to passing through the steep mountainous area. Aside from *pete-pete*, the road to the school can only be accessed by motorcycle. When it's raining, the road is very slippery and so is difficult and dangerous to use. SDN Lauwa is located in the capital city of Kecamatan Biring Bulu, in Desa Lauwa, 16 km from Malakaji. Half of the road here is in a very poor condition, rocky, winding, and steep. The time needed to pass this road is approximately one and a half hours. Access to SD Inpres Ciniayo is through the same road toward Desa Lauwa, approximately 15 km from Malakaji. Due to the difficulty in accessing these two schools, they should be categorized as remote schools.²²

²²For something as simple as photocopying, the principal and teachers must travel for three to four hours.

APPENDIX 4

Sample Teachers according to their Characteristics

Table A16. Gender and Age

Sample <i>Kabupaten/Kota</i>	Sample School Status	Number of Sample Teachers	Gender (%)		Age Group (%)			Average Age (Years)
			Male	Female	18–30	31–45	46–65	
Remote Area Allowance Recipients								
Kabupaten Lahat	RA Schools	57	56.1	43.9	35.1	49.1	15.8	36
	Non-RA Schools	71	29.6	70.4	29.6	60.6	9.9	36
Kabupaten Sukabumi	RA Schools	42	83.3	16.7	42.9	28.6	28.6	36
	Non-RA Schools	62	46.8	53.2	45.2	30.6	24.2	36
Kabupaten Lombok Tengah	RA Schools	51	76.5	23.5	56.9	39.2	3.9	30
	Non-RA Schools	65	63.1	36.9	40.0	41.5	18.5	35
Kabupaten Kolaka	RA Schools	48	56.3	43.8	56.3	37.5	6.3	31
	Non-RA Schools	66	36.4	63.6	44.4	46.0	9.5	34
Kabupaten Nunukan	RA Schools	66	36.4	63.6	21.2	62.1	16.7	38
	Non-RA Schools	77	54.5	45.5	35.5	48.7	15.8	36
<i>Subtotal</i>	<i>RA Schools</i>	<i>264</i>	<i>59.5</i>	<i>40.5</i>	<i>40.9</i>	<i>45.1</i>	<i>14.0</i>	<i>35</i>
	<i>Non-RA Schools</i>	<i>341</i>	<i>46.0</i>	<i>54.0</i>	<i>38.6</i>	<i>46.0</i>	<i>15.4</i>	<i>36</i>
	<i>All Sample Schools</i>	<i>605</i>	<i>51.9</i>	<i>48.1</i>	<i>39.6</i>	<i>45.6</i>	<i>14.8</i>	<i>35</i>
Non-Remote Area Allowance Recipients								
Kota Pekanbaru	Non-RA Schools	168	13.7	86.3	14.9	38.7	46.4	42
Kota Bandung	Non-RA Schools	128	18.0	82.0	7.8	35.9	56.3	45
Kota Surakarta	Non-RA Schools	117	36.8	63.3	3.4	43.6	53.0	46
Kabupaten Tuban	Non-RA Schools	107	31.8	68.2	17.8	16.8	65.4	45
Kabupaten Gowa	Non-RA Schools	138	18.1	81.9	26.1	44.2	29.7	40
<i>Subtotal</i>	<i>Non-RA Schools</i>	<i>658</i>	<i>22.5</i>	<i>77.5</i>	<i>14.3</i>	<i>36.6</i>	<i>49.1</i>	<i>43</i>
<i>Total</i>	<i>All Sample Schools</i>	<i>1263</i>	<i>36.6</i>	<i>63.4</i>	<i>26.4</i>	<i>40.9</i>	<i>32.7</i>	<i>39</i>

Table A17. Marital Status and Number of Children

Sample <i>Kabupaten/Kota</i>	Sample School Status	Number of Sample Teachers	Marital Status (%)			Number of Children (% of those married and divorced)			Ave- rage
			Single	Married	Divor- ced	0	1–2	3–8	
Remote Area Allowance Recipients									
Kabupaten Lahat	RA Schools	57	14.0	82.5	3.5	10.2	55.1	34.7	2.2
	Non-RA Schools	71	18.3	80.3	1.4	5.2	51.7	43.1	2.4
Kabupaten Sukabumi	RA Schools	42	31.0	69.0	0.0	6.9	51.7	41.4	2.3
	Non-RA Schools	62	12.9	85.5	1.6	14.8	42.6	57.4	2.3
Kabupaten Lombok Tengah	RA Schools	51	33.3	66.7	0.0	8.8	50.0	41.2	2.3
	Non-RA Schools	65	15.4	84.6	0.0	16.4	45.5	38.2	2.2
Kabupaten Kolaka	RA Schools	48	41.7	58.3	0.0	3.6	57.1	39.3	2.4
	Non-RA Schools	66	27.3	68.2	4.5	4.2	56.3	39.6	2.4
Kabupaten Nunukan	RA Schools	66	18.2	80.3	1.5	1.9	37.0	61.1	2.6
	Non-RA Schools	77	24.7	74.0	1.3	5.3	49.1	54.4	2.4
<i>Subtotal</i>	RA Schools	264	26.5	72.3	1.1	6.2	49.0	44.8	2.4
	Non-RA Schools	341	19.9	78.3	1.8	9.2	48.9	41.9	2.4
	All Sample Schools	605	22.8	75.7	1.5	7.9	48.9	43.1	2.3
Non-Remote Area Allowance Recipients									
Kota Pekanbaru	Non-RA Schools	168	9.5	86.3	4.2	9.9	34.2	55.9	2.5
Kota Bandung	Non-RA Schools	128	3.9	92.2	3.9	1.6	40.7	57.7	2.6
Kota Surakarta	Non-RA Schools	117	2.6	96.6	0.9	4.4	53.5	42.1	2.4
Kabupaten Tuban	Non-RA Schools	107	5.6	81.3	13.1	8.9	51.5	39.6	2.3
Kabupaten Gowa	Non-RA Schools	138	21.0	71.7	7.2	5.5	38.5	56.0	2.5
<i>Subtotal</i>	Non-RA Schools	658	9.0	85.4	5.6	6.2	42.9	50.9	2.5
<i>Total</i>	All Sample Schools	1263	15.6	80.8	3.6	7.0	45.5	47.5	2.4

Table A18. Highest Level of Teacher Training

Sample <i>Kabupaten/Kota</i>	Sample School Status	Number of Sample Teachers	Highest Teacher Training (%)				
			None	SPG/ SGO ^a	D-1/2/3 ^b	S1/D4 ^c	S2 ^d
Remote Area Allowance Recipients							
Kabupaten Lahat	RA Schools	57	59.6	21.1	17.5	1.8	0.0
	Non-RA Schools	71	38.0	45.1	15.5	1.4	0.0
Kabupaten Sukabumi	RA Schools	42	21.4	16.7	52.4	9.5	0.0
	Non-RA Schools	62	24.2	8.1	45.2	22.6	0.0
Kabupaten Lombok Tengah	RA Schools	51	5.9	13.7	45.1	35.3	0.0
	Non-RA Schools	65	7.7	4.6	75.4	12.3	0.0
Kabupaten Kolaka	RA Schools	48	27.1	14.6	45.8	12.5	0.0
	Non-RA Schools	66	28.8	33.3	33.3	4.5	0.0
Kabupaten Nunukan	RA Schools	66	16.7	27.3	48.5	7.6	0.0
	Non-RA Schools	77	27.3	19.5	31.2	22.1	0.0
<i>Subtotal</i>	RA Schools	264	26.5	19.3	41.3	12.9	0.0
	Non-RA Schools	341	25.5	22.6	39.3	12.6	0.0
	All Sample Schools	605	26.0	21.2	40.2	12.7	0.0
Non-Remote Area Allowance Recipients							
Kota Pekanbaru	Non-RA Schools	168	1.8	10.7	56.5	31.0	0.0
Kota Bandung	Non-RA Schools	128	2.3	11.7	45.3	40.6	0.0
Kota Surakarta	Non-RA Schools	117	0.0	9.4	55.6	33.3	1.7
Kabupaten Tuban	Non-RA Schools	107	0.0	16.8	29.9	53.3	0.0
Kabupaten Gowa	Non-RA Schools	138	0.0	26.1	50.7	23.2	0.0
<i>Subtotal</i>	Non-RA Schools	658	0.9	14.9	48.6	35.3	0.3
<i>Total</i>	All Sample Schools	1,263	12.9	17.9	44.6	24.5	0.2

^aSPG/SGO = Teacher Training School / Sports Teacher Training School.

^bD-1/2/3/4 = Diploma 1/2/3 (one, two, three, year diplomas).

^cD4 = four year diploma; S1 = Undergraduate degree.

^dS2 = Master's degree.

Table A19. Distance from the School to Houses and Frequently Used Transportation

Sample <i>Kabupaten/Kota</i>	Sample School Status	Number of Sample Teachers	Distance Range Group (%)				Type of Transportation (%)			
			<100 meters	< 1 km	1-5 km	> 5 km	Walk	Private Motor- cycle	Public/ Hire	Other
Remote Area Allowance Recipients										
Kabupaten Lahat	RA Schools	57	24.6	26.3	29.8	19.3	71.9	14.0	0.0	0.0
	Non-RA Schools	71	18.3	25.4	46.5	9.9	47.9	12.7	38.0	0.0
Kabupaten Sukabumi	RA School	42	4.8	28.6	40.5	26.2	54.8	45.2	0.0	0.0
	Non-RA Schools	62	4.8	35.5	51.6	8.1	56.5	17.7	24.2	0.0
Kabupaten Lombok Tengah	RA Schools	51	21.6	11.8	11.8	54.9	29.4	64.7	0.0	5.9
	Non-RA Schools	65	15.4	20.0	21.5	43.1	30.8	58.5	9.2	0.0
Kabupaten Kolaka	RA Schools	48	22.9	35.4	6.3	29.2	62.5	31.3	6.3	0.0
	Non-RA Schools	66	10.6	39.4	33.3	16.7	50.0	40.9	6.1	0.0
Kabupaten Nunukan	RA Schools	66	24.2	24.2	43.9	7.6	40.9	50.0	7.6	0.0
	Non-RA Schools	77	39.0	31.2	24.7	3.9	62.3	27.3	9.1	0.0
<i>Subtotal</i>	RA Schools	264	20.5	25.0	27.3	26.1	51.5	40.9	3.0	1.1
	Non-RA Schools All Sample Schools	341 605	18.5 19.3	30.2 27.9	35.2 31.7	15.8 20.3	49.9 50.6	31.1 35.4	17.3 11.1	0.0 0.5
Non-Remote Area Allowance Recipients										
Kota Pekanbaru	Non-RA Schools	168	0.0	26.2	45.8	28.0	20.8	69.6	0.0	9.5
Kota Bandung	Non-RA Schools	128	0.8	24.2	44.5	27.3	29.7	30.5	28.1	11.7
Kota Surakarta	Non-RA Schools	117	1.7	6.8	48.7	42.7	5.1	85.5	0.0	9.4
Kabupaten Tuban	Non-RA Schools	107	2.8	9.3	39.3	48.6	10.3	77.6	0.0	12.1
Kabupaten Gowa	Non-RA Schools	138	5.8	33.3	47.8	13.0	49.3	28.3	11.6	10.9
<i>Subtotal</i>	Non-RA Schools All Sample Schools	658 1,263	2.1 10.4	21.1 24.4	45.4 38.9	30.7 25.7	24.0 36.7	57.4 46.9	7.9 9.4	10.6 5.8

Table A20. Teacher Employment Status

Sample <i>Kabupaten/Kota</i>	Sample School Status	Number of Sample Teachers	Teacher Employment Status (%)				
			Fulltime/ Civil Servant	Contract/ Assistant	Regional Honorer	School Honorer	Volun- teer
Remote Area Allowance Recipients							
Kabupaten Lahat	RA Schools	57	21.1	1.8	29.8	42.1	5.3
	Non-RA Schools	71	35.2	8.5	28.2	23.9	4.2
Kabupaten Sukabumi	RA Schools	42	45.2	0.0	4.8	50.0	0.0
	Non-RA Schools	62	50.0	4.8	1.6	43.6	0.0
Kabupaten Lombok Tengah	RA Schools	51	37.3	9.8	0.0	52.9	0.0
	Non-RA Schools	65	55.4	4.6	0.0	40.0	0.0
Kabupaten Kolaka	RA Schools	48	31.3	0.0	12.5	47.9	8.3
	Non-RA Schools	66	54.5	0.0	1.5	42.4	1.5
Kabupaten Nunukan	RA Schools	66	84.8	0.0	1.5	12.1	1.5
	Non-RA Schools	77	55.8	0.0	3.9	40.3	0.0
<i>Subtotal</i>	RA Schools	264	45.8	2.3	9.8	39.0	3.0
	Non-RA Schools	341	50.1	3.5	7.3	37.8	1.2
	All Sample Schools	605	48.3	3.0	8.4	38.3	2.0
Non-Remote Area Allowance Recipients							
Kota Pekanbaru	Non-RA Schools	168	76.8	3.6	6.6	13.1	0.0
Kota Bandung	Non-RA Schools	128	88.3	0.0	0.8	8.6	2.3
Kota Surakarta	Non-RA Schools	117	95.7	0.0	0.0	2.6	1.7
Kabupaten Tuban	Non-RA Schools	107	83.2	0.9	0.9	12.2	3.7
Kabupaten Gowa	Non-RA Schools	138	66.7	0.0	3.6	29.0	0.7
<i>Subtotal</i>	Non-RA Schools	658	81.3	0.9	2.7	13.4	1.7
<i>Total</i>	All Sample Schools	1,263	65.5	1.9	5.5	25.3	1.8

Table A21. Types of Teacher Tasks

Sample <i>Kabupaten/Kota</i>	Sample School Status	Total Number of Sample Teachers	Types of Teacher Tasks (%)					
			Principal	Class Teacher	Religion Teacher	Sports Teacher	Foreign Language	Art
Remote Area Allowance Recipients								
Kabupaten Lahat	RA Schools	57	8.8	78.9	1.8	7.0	0.0	3.5
	Non-RA Schools	71	0.0	90.1	0.0	2.8	0.0	7.0
Kabupaten Sukabumi	RA Schools	42	7.1	92.9	0.0	0.0	0.0	0.0
	Non-RA Schools	62	1.6	91.9	1.6	3.2	0.0	1.6
Kabupaten Lombok Tengah	RA Schools	51	0.0	84.3	5.9	7.8	0.0	2.0
	Non-RA Schools	65	0.0	84.6	1.5	4.6	1.5	7.7
Kabupaten Kolaka	RA Schools	48	8.3	77.1	4.2	2.1	0.0	8.3
	Non-RA Schools	66	0.0	97.0	1.5	0.0	0.0	1.5
Kabupaten Nunukan	RA Schools	66	1.5	89.4	4.5	3.0	1.5	0.0
	Non-RA Schools	77	1.3	92.2	3.9	2.6	0.0	0.0
<i>Subtotal</i>	RA Schools	264	4.9	84.5	3.4	4.2	0.4	2.7
	Non-RA Schools	341	0.6	91.2	1.8	2.6	0.3	3.5
	All Sample Schools	605	2.5	88.3	2.5	3.3	0.3	3.1
Non-Remote Area Allowance Recipients								
Kota Pekanbaru	Non-RA Schools	168	0.6	79.8	9.5	4.8	4.2	1.2
Kota Bandung	Non-RA Schools	128	0.0	81.3	7.0	4.7	3.1	3.9
Kota Surakarta	Non-RA Schools	117	0.0	84.6	6.0	6.0	1.7	1.7
Kabupaten Tuban	Non-RA Schools	107	0.0	94.4	2.8	1.9	0.9	0.0
Kabupaten Gowa	Non-RA Schools	138	0.7	81.2	4.3	5.1	0.7	8.0
<i>Subtotal</i>	Non-RA Schools	658	0.3	83.6	6.2	4.6	2.3	3.1
<i>Total</i>	All Sample Schools	1,263	1.3	85.8	4.4	4.0	1.3	3.1

APPENDIX 5

Examples of Writing Ability Test Results for Grade Four Students

2003 Survey:

mo ma pa ta na ma ta pa air
 ma nusiya Ba wa ma na msk kka na ma ijo mo mo
 mo jiomskigo
 ta na ma Berpa msamnsk

 mnyaratana mampaai kphitapadil
 manusiamputile dan aji supaya mnyadid kua dan serok!
 begitu tanahah jamahe hijau cetek mpaat jama aji akan elayadan kphing

 kapa ta ha pa Air
 MANUSI HUTU MUUKA
 tanahah hijau
 ta ha man xang

 mempaah tanahah keri manusia murea makama dan air
 tamama eida air akan laju dan keri

2008 Survey:

1. KAPISPAH DAN TRANSPATANTKI
 2. KATKPRISP M KOKITI
 3. PRISPANAHITOKPRISPAN
 4. KLWPKAN SARANSANAN KALANG

 1. mama tamata alai tapai kasa ari gpi
 2. masa mana jamisuskidan suta marstms a
 3. tamata alai katu shahnasin
 4. tamahana tawast a

 1. mpaat aia ki samiti
 2. musiya mpaat mpaat kupa gku
 3. kua mpaat mpaat mpaat
 4. tam yaka mpaat oje mpaat

APPENDIX 6

Percentage of Students Based on Number of Mathematics and Indonesian Questions Answered Correctly and the Location Category of the Sample Region, 2003 and 2008 Surveys (%)

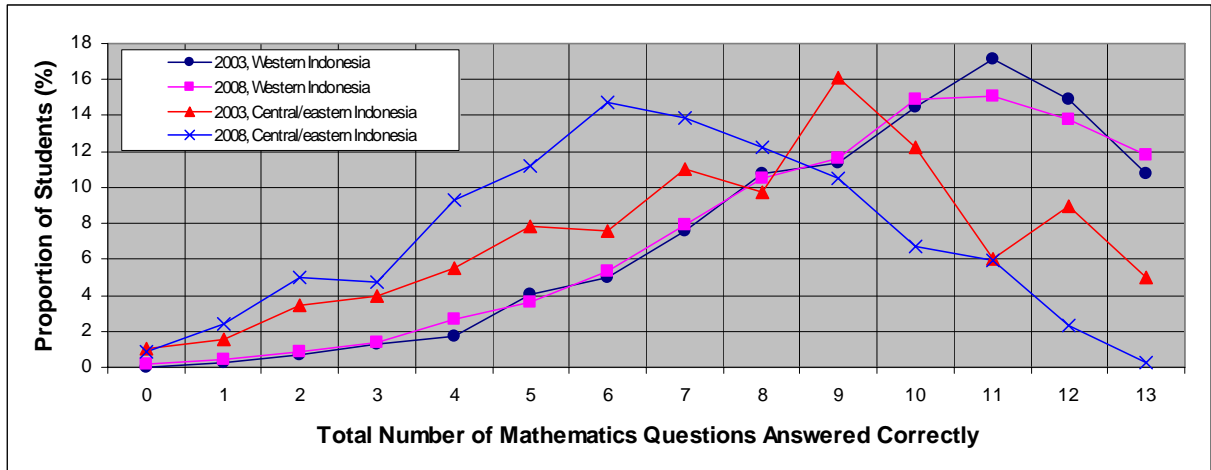


Figure A1: Percentage of students in western and central/eastern Indonesia who answered mathematics questions correctly

Note: The proportion of students is a weighted average value.

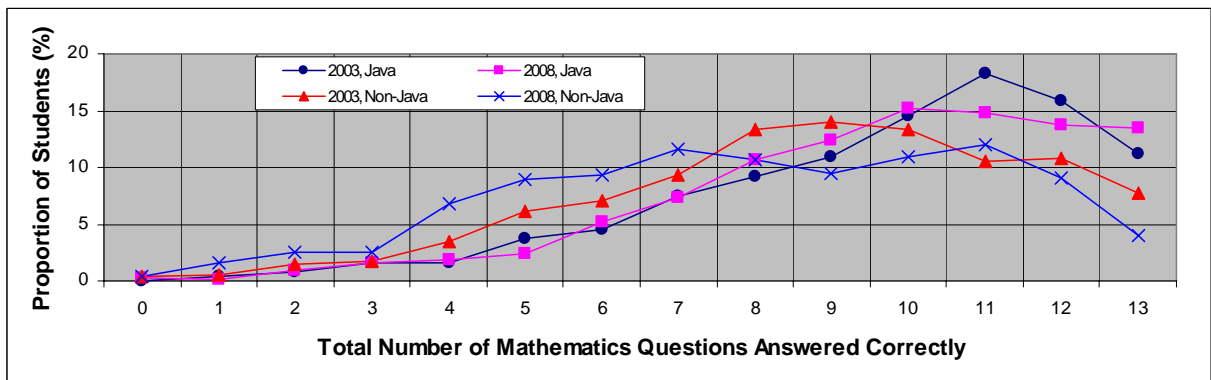


Figure A2. Percentage of students within Java and outside of Java who answered mathematics questions correctly

Note: The proportion of students is a weighted average value.

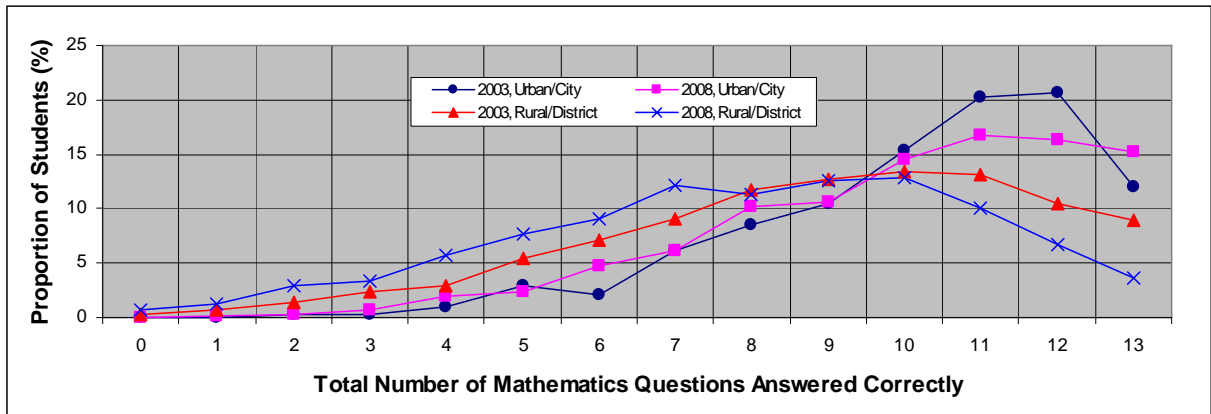


Figure A3. Percentage of students in rural and urban areas who answered mathematics questions correctly

Note: The proportion of students is a weighted average value.

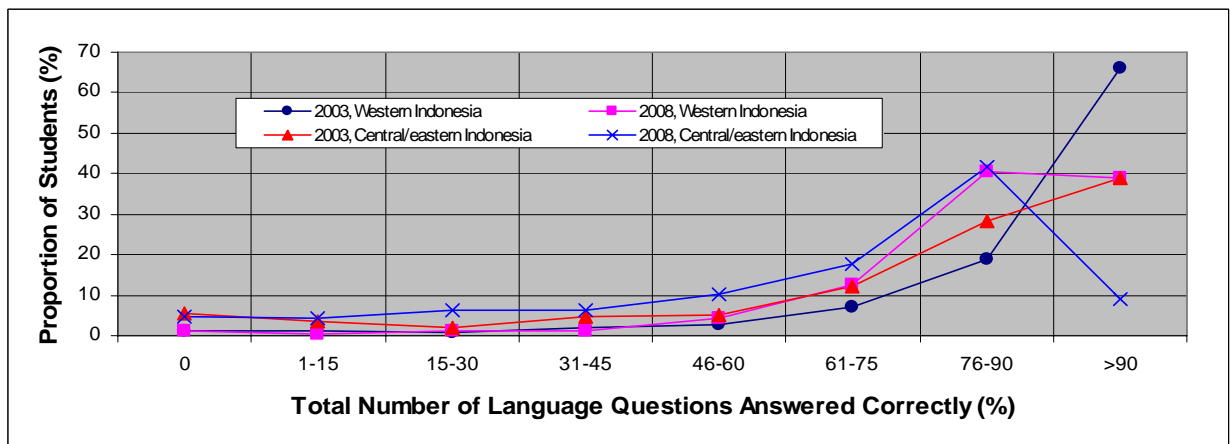


Figure A4. Percentage of students in western and central/eastern Indonesia who answered Indonesian questions correctly

Note: The proportion of students is a weighted average value.

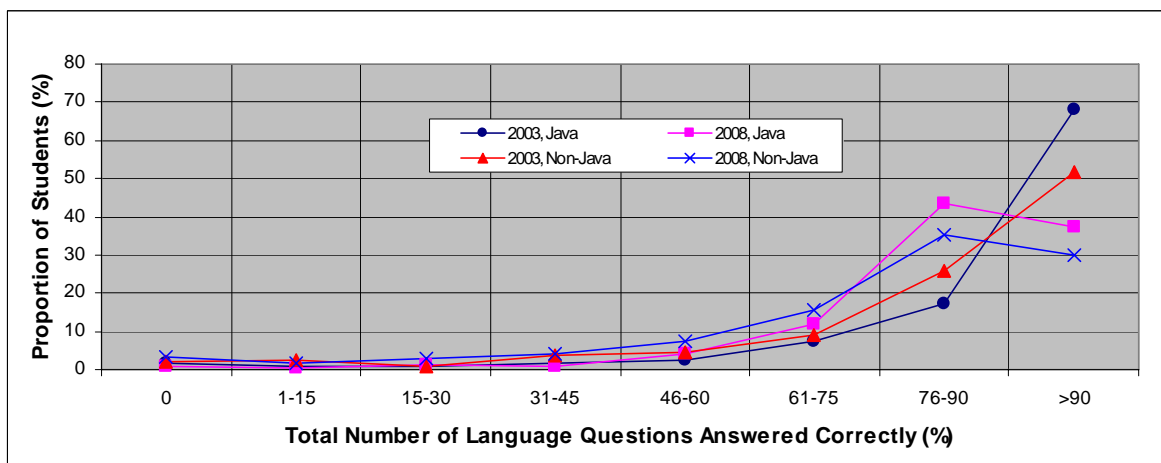


Figure A5. Percentage of students within Java and outside of Java who answered Indonesian questions correctly

Note: The proportion of students is a weighted average value.

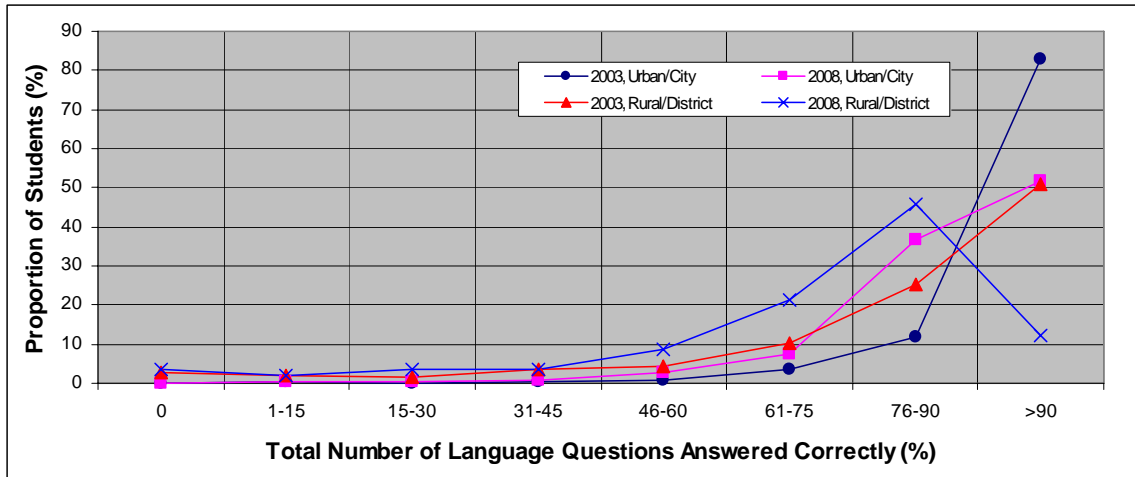


Figure A6. Percentage of students in rural and urban areas who answered Indonesian questions correctly

Note: The proportion of students is a weighted average value.